



Independent Final Evaluation

EducaFuturo:
Combating Child Labor among Vulnerable Populations
in
ECUADOR and PANAMA

Implemented by:
Partners of the Americas, Inc.

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ACRONYMS

APRODISO	Asociación de Profesionales de Darien para el Desarrollo Integral Sostenible (Association of Professionals of Darien for Integrated and Sustainable Development) – (Implementing Agency, Panama)
APROTENGB	Asociación de Profesionales y Técnicos Ngäbe-Buglé (Association of Professionals and Technicians in Ngäbe-Buglé) – (Implementing Agency, Panama)
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
COMUNIDEC	Comunidades y Desarrollo Local en el Ecuador
CONEP	Consejo Nacional de la Empresa Privada (National Council for the Private Sector, Panama)
COSPAE	Consejo del Sector Privado para la Asistencia Educativa (Private Sector Council for Educational Assistance) (Implementing Agency, Panama)
CSR	Corporate Social Responsibility
DIRETIPAT	Departamento de Capacitación y Concienciación (Department of Training and Awareness, Panama)
EpC	Espacios para Crecer (Spaces for Growth)
FUDELA	Fundación de las Américas
GAD	Gobierno Autónomo Descentralizado (Autonomous Decentralized Government, Ecuador)
IA	Implementing Agency
IBB	International Book Bank
IIECL	International Initiative to End Child Labor
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labor Organization
ILO-PPP	ILO-led Public Policies Project
INADEH	Instituto Nacional de Formación Profesional y Capacitación para el Desarrollo Humano (National Institute for Vocational Training for Human Development, Panama)
IO	Intermediate Objective
M&E	Monitoring and Evaluation
MIDA	Ministerio de Desarrollo Agropecuario (Ministry of Agriculture of Panama)
MIES	Ministerio de Inclusión Económica y Social (Ministry of Economic and Social Inclusion, Ecuador)
MTE	Mid-Term Evaluation

NGO	Non-governmental Organization
PMP	Performance Monitoring Plan
POA	Partners of the Americas (grantee)
QL	Quantum Learning
SECAP	Servicio Ecuatoriano de Capacitación Profesional (Ecuadorian Training Service)
SP	Social Protection
ToC	Theory of Change
ToR	Terms of Reference
TPR	Technical Progress Report
UDAI	Inclusion Support Unit
US	United States
USDOL	United States Department of Labor

EXECUTIVE SUMMARY

Description of the Project

This report documents the main findings, conclusions and recommendations of the independent Final Evaluation of the EducaFuturo project, carried out from June to September 2016. This four-year project was awarded to Partners of the Americas (PoA) by the United States Department of Labor (USDOL) International Labor Affairs Bureau (ILAB) with the aim to reduce child labor (CL) and increase school enrollment among children 5-17 years old, especially afro-descendants, indigenous and migrant populations in Panama and among children with disabilities in Ecuador.

The project has implemented its activities in Ecuador and Panama. In Ecuador, it focused on the provinces of Esmeraldas, Imbabura, Cañar and Azuay; in Panama, on the provinces of Bocas del Toro, Colón and Darién, and the Indigenous Comarcas Emberá-Wounnán and Ngäbe-Buglé. PoA worked with various implementing agencies (IAs): FUDELA, ExpoFlores and Comunidec in Ecuador; and Fé y Alegría, the Private Sector Council for Educational Assistance (CoSPA), the Association of Professionals and Technicians Ngäbe-Buglé (APROTENGB) and the Association of Professionals of the Darien for Integral and Sustainable Development (APRODISO, active until 2015) in Panama. EducaFuturo directly carried out its activities in Darién/Comarca Emberá and Bocas del Toro.

The project implemented its activities through a set of seven Intermediate Objectives (IOs):

- IO 1: Indigenous, afro-descendant and migrant child laborers and children at risk, as well as child laborers with disabilities with increased access to and retention in school;
- IO 2: Target households with improved livelihoods strategies;
- IO 3: Target households and children with improved access to Social Protection (SP) programs;
- IO 4: Target youth 15-17 years old transitioned from unsafe or exploitive working conditions to acceptable work and work training;
- IO 5: Public and private sector institutions implement CL prevention/eradication activities in project related economic sectors or zones of intervention;
- IO 6: Target households with positive change in attitude toward CL and the importance of children's right to education;
- IO 7: Enhanced knowledge base on CL in Ecuador and Panama.

Evaluation Objectives

As explained in the Terms of Reference (ToR) the final evaluation's objectives were as follows:

- a. Determine whether the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), was appropriately formulated and whether there are any external factors that affected project outcomes in a positive and/or challenging way;

- b. Assess the relevance and effectiveness of all project interventions, including its effects on the lives of beneficiaries and on the institutional/policy environment in Ecuador and Panama;
- c. Assess the efficiency of project interventions and use of resources;
- d. Document lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Panama, Ecuador, and in other implementation countries in the region; and
- e. Assess the sustainability of the interventions implemented by the project in both countries near to project end.

Evaluation Findings

Regarding **Project Design**, EducaFuturo used an integrated approach to address the problems and challenges described in the project proposal and CMEP, and included multiple target populations: children and youth, households, schools and communities. The project complemented the limitations of each government's activities with regard to education and provided life skills for youth. The **livelihoods** activities addressed issues related to poverty and developed the economic activities of households participating in the project.

In terms of budget allocation, the project mainly focused on providing educational activities and training for youth. EducaFuturo implemented **educational and youth activities** using methods called Espacios para Crecer (an adaptation of Quantum Learning [QL]) and A Ganar. The EpC method had a core structure between the two countries while still allowing for the modules to be adapted to the children's local environments: e.g. naming the modules (*Cóndores* [condors, the national bird] in Ecuador, and *Águilas* [eagles] in Panama), adapting the last section to each country (*Qué orgullo ser Panameño* [What pride to be a Panamanian], *Qué orgullo ser Ecuatoriano* [What pride to be an Ecuadorian]), etc. The project design facilitated the identification of children within their local community environment and introduced concepts related to child labor and its risks and related hazards in an enjoyable way. Educational interventions were adequately relevant to the local context.

While the educational component had the greatest focus, the project also developed the rest of the activities identified in the Project Proposal and the CMEP, including: implementing Livelihoods interventions with households, exchanging best practices, supporting public-private partnerships, improving access to Social Protection programs, raising public awareness about child labor and enhancing the knowledge base on child labor.

EducaFuturo exceeded its targets regarding the number of enrolled beneficiaries in all three beneficiary groups: Children (EpC), Youth (A Ganar) and Households (Livelihoods interventions). This success occurred in spite of certain delays in starting activities. These delays were due to the completion of the baseline survey in order to select the beneficiaries, the replacement of sub-grantees in Ecuador, the training of the IAs and the preparation of the activities, the preparatory meetings with Ministries in each country and the external factors affecting the project in target countries. Adaptation and flexibility have been key factors in this success.

In Ecuador, EducaFuturo implemented a pilot project with people with disabilities in the cases where child labor among children/youth was linked to their household having a member with a disability. These households participated in EducaFuturo in a similar way to the rest of the families, but received extra support that helped them improve their living conditions.¹

One of the project's challenges was the parallel implementation of activities in seven provinces and two comarcas in two countries. The two-country system was a challenge due to the differences between Panama and Ecuador in the way the government was organized and the varying skill levels of the IAs (which were stronger in Ecuador than in Panama). The project had to adapt its methodologies not only to the contexts in both countries (e.g. EpC guides) but, in fact, also to the different provinces/comarcas within each country. Moreover, to achieve the required 700 hours (700h) for the EpC activities, some adaptations were made in the field (e.g. increasing the number of EpC days per week, providing additional social activities, etc.). The 700h for each EpC was required by the project in order to validate this activity. In the case of A Ganar, the IAs adapted the message and activities to be more useful for youth 15-17 years old (or 14-17 in Panama) who were mainly still in school. These adaptations did not follow a common guide but were developed by each IA based on their experience and knowledge of the communities in which they were working.

Due to its particular characteristics regarding the wide geographical scope and number of activities,² the project made significant investments in staffing and activities related to monitoring and evaluation (M&E), and developed a monitoring system that responds to these challenges. The budget breakdown shows these investments in M&E. This has been an effective strategy for a project with such a large scope. The monitoring system seems adequate and replicable for other complex projects.

The project preferred for facilitators (and promoters and coordinators, if possible) to be located in the communities, as this made it easier for them to work with households. Towards this end, EducaFuturo's implementing agencies selected facilitators from the same communities as the beneficiaries and, where possible, from among the school teachers and other youth in the communities. Hiring full time facilitators/promoters/coordinators also seemed to support the holistic approach toward activities and beneficiaries. Furthermore, the knowledge and experience acquired by the facilitators, who would stay in the communities after the project ends, is an added value that supports sustainability at the local level.

¹ Pages 3, 10, 13-14 of the Solicitation for Government Agreement outline the specific conditions for the intervention. The overall goal of the pilot in Ecuador was to expand access for improved education and livelihood opportunities to families affected by child labor and disability which includes children: (1) who have disabilities and are working, (2) who work because of adult disability in their households, or (3) who have acquired disabilities as a result of child labor. Additionally, the intervention must target families who are more vulnerable to child labor as a result of (1) a disability in the household, (2) children with disabilities and are being used in child labor, and (3) children who have acquired disabilities as a result of child labor.

² E.g. numerous and scattered target locations and beneficiaries, varied types of fieldwork activities requiring intensive follow-up by multiple facilitators/coordinators, need to coordinate with local governments and train local collaborators.

The project faced some challenges, such as floods (in both countries), staff changes in the Ministries,³ the change of government in Panama,⁴ the earthquake in Ecuador (Esmeraldas), and teachers' strikes in both countries, which delayed the implementation of ongoing activities and required adjustments in order to achieve the project's intended results. However, in some cases the delays in implementing some activities left a shorter period of time for monitoring and providing post-training activities for beneficiaries. This was the case for the livelihoods intervention activity involving the distribution of seed capital in Panama which finished by August 2016,⁵ just before the project planned to phase out activities by the end of September.⁶

The project signed implementing agreements with some public and private institutions. It was easier to make agreements in Ecuador than in Panama, at both the national and sub-national levels (*cantonal* and *parroquial* Autonomous Decentralized Government units, or GADs).⁷ In Panama, the change of the National Government limited the project's ability to establish agreements with the Ministries. In Panama, the project also worked in the development of Monitoring Committees (and parents Committees, by *Fé y Alegría*) in order to strengthen actions at the sub-national level.

EducaFuturo integrated the recommendations of the interim evaluation (MTE) in the implementation of its activities.

The implementing agencies' capacity has been strengthened through the training they received and the M&E procedures they learned to implement. IAs will not only be able to replicate the activities but also provide an adapted, results-oriented monitoring system.

For schools, EducaFuturo has shown that the methodologies work well. The project has demonstrated that EpC/A Ganar can be integrated into the traditional school system and that academic performance is better for children who are involved in the EpC. The school teachers who worked as facilitators will remain in the schools and they are trained to use the Quantum Learning methodology in their daily activities. They are a benefit for the school as they may replicate the training among the rest of teachers.

The project's effects on indigenous communities in Panama are especially relevant as the project had to obtain permission from the indigenous leaders to implement activities, which

³ For example, the change of Manager in the PETI in Ecuador delayed the implementation of PETI's monitoring system: EducaFuturo prepared a data base on children, but due to the delays related to MoL's M&E system this database has not been shared yet with the Ministry.

⁴ The change of Government takes a time during which the actions implemented in collaboration with the Ministries must be delayed.

⁵ By the end of fieldwork (August 19), some livelihoods initiatives were still expecting seed capital.

⁶ After completion of the evaluation's fieldwork USDOL approved no-cost extension of EducaFuturo until March 2017.

⁷ In the case of Panama, due to the limited scope of the decentralization process, local governments have limited administrative powers in addressing child labor. Likewise, due to issues derived from the transition of one national Administration to the next, ministries were not in favor of signing agreements; instead, the project worked with them through specific requests.

implies that they have approved the inclusion of child labor as an issue to be discussed in their communities. This is an important step to reduce child labor and make it more visible.

The implementing agencies, as well as the trained teachers who will remain in target schools, play a key role in the **sustainability** of the project's interventions. The facilitators, who were trained in child labor related issues, will contribute to awareness-raising in their areas and they have become personal resources for these communities. Other elements contributing to project sustainability are the establishment of community-based Monitoring Committees, the strengthening of the sub-national administration level, and the transfer of the A Ganar methodology to the Ministry of Economic and Social Inclusion in Ecuador. The A Ganar methodology, along with the QL/EpC methodologies, was also transferred to sub-grantees in Ecuador and Panama. Teachers-facilitators were trained in QL methodology and they are able to apply this method in their classes, particularly in Panama where the official curriculum appears to be more flexible to innovations like EpC. Teachers who attended the EpC training expressed how useful the QL methodology has been to improving the quality of their classes.

Conclusions

General Conclusions

- A. Project implementation has been consistent with the objectives described in the CMEP and concerning the targeted beneficiaries. The project has focused its efforts on afro-descendants, indigenous and migrant populations and has selected territories with a large presence of these populations. EducaFuturo has also addressed the two major problems and seven sub-problems identified in the CMEP.⁸
- B. According to the monitoring data available, the project has exceeded its targets in terms of the enrollment of direct beneficiaries: Children in the EpC, youth in the A Ganar groups, and households in Livelihoods interventions. Therefore, EducaFuturo has been successful in terms of beneficiaries' enrollment. This has been done in spite of a significant number of external challenges that the project faced during implementation.
- C. The project's M&E system is complex and contains numerous (outcome and output) indicators, but it has been effective for the monitoring of activities. The indicators correctly describe EducaFuturo's activities related to each intermediate objective and provide an overall view of the project achievements. The specific indicators for the project outputs are supplemented by the "Children's Labor Status" indicators which measure the effects of the activities in decreasing child labor among the project's territories. The combination of both types of indicators provides an overall view of the activities and their plausible effects on child labor.

⁸ The project combines the direct services provided to the beneficiaries (EpC, A Ganar and Livelihoods) with other supportive actions such as promoting access to social services for households, involving public and private institutions, carrying out awareness-raising activities aimed to promote a change of attitudes towards CL; and enhancing the knowledge base on child labor. The activities are classified in 7 Intermediate Objectives (IOs) as described in EducaFuturo's CMEP. EducaFuturo has an integrated approach that contributes to the success of the different interventions.

- D. Due to the characteristics of EpC and A Ganar, with a large number of beneficiaries dispersed in 7 provinces and 2 comarcas of 2 countries, as well as the relative isolation in which a great number of them live, the project's efforts dedicated to M&E activities have been important. The project has implemented a hierarchical M&E system with facilitators, promoters, coordinators and monitoring teams in each country that are responsible for collecting and ensuring the quality of information on beneficiaries and project activities. The implementation of this system has permitted an adequate monitoring of project activities and addresses information requirements in a timely manner.
- E. Notwithstanding the above, project start up activities, including replacing and training the IAs in Ecuador, developing the CMEP, conducting they baseline survey fieldwork, and hosting preparatory meetings with Ministries in each country ,took up the first year of the project. As a result of these activities, the project effectively had three years to implement its intervention activities.
- F. In Ecuador, the project has been active in establishing strategic alliances with the sub-national governments (GADs) to implement the project's activities and generate additional resources. The Cantonal Boards for Rights' Protection have been the strategic partner at the local level. Collaboration with sub-national institutions was not possible in Panama due to the limited decentralization at the sub-national level in this country.
- G. EducaFuturo has been successful in involving indigenous communities in both countries, especially in Panama where indigenous leaders had to approve the implementation of EducaFuturo's activities (Comarca Emberá and Comarca Ngäbe).
- H. EducaFuturo has been very active in developing awareness raising activities in spite of the limited resources associated with this output. The project has established strategic alliances with national and local level partners in both countries. Moreover, the project has coordinated the development and use of materials and collaborated with strategic partners to take advantage of common awareness activities (e.g. collaboration with national level Ministries and sub-national level entities/GADs in Ecuador).
- I. The project has been successful in working with the Ministry of Economic and Social Inclusion (MIES) in Ecuador. The A Ganar methodology is expected to be incorporated within MIES through a legal regulation before the next general elections in 2017. In addition, EducaFuturo has strengthened the GADs' awareness and ability to address child labor. In the case of Panama, the project has successfully introduced the issue of child labor in indigenous communities, where it was not previously seen as a problem. Local indigenous leaders supported the development of project activities to reduce child labor.
- J. The capacity of the IAs to implement monitoring procedures has been strengthened due to the well-developed monitoring system required by USDOL.

Conclusions on Educational and Youth-related Activities

- K. Activities targeting children and youth are the major focus of the project. As they aim to reduce children's engagement in labor, EducaFuturo has allocated most of its available human and financial resources to the implementation and monitoring of EpC and A Ganar-related activities. This approach is consistent with the project objectives.

- L. EducaFuturo has used the EpC methodology to prevent children from engaging in child labor. There was also a decrease in the number of hours they worked, as children had less time available for work while participating in the EpC. Children became more aware of their rights and of the need to continue their schooling.
- M. The EpC activities were designed to include 700 attendance hours over a 2 year period. The implementation was divided into 2 cohorts. The first one had enough time to complete its activities. The last EpCs of the second cohort had more difficulty completing the 700 hours and they have needed to adapt the methodology to accomplish their targets.
- N. A Ganar has been traditionally considered a methodology to help youth find employment and return to school. However, EducaFuturo adapted A Ganar for Youth (*A Ganar para adolescentes*) for the 15-17 year olds (or 14-17 year olds in the case of Panama) who were mostly attending school. The implementing agencies further adapted the general methodology to a younger audience. Thus, there are a variety of adaptations implemented by the IAs depending on the characteristics of each geographical area. This was a challenge for those IAs that were not experienced in A Ganar but it did permit more flexibility, which was a positive factor in most cases because it allowed the project to offer a variety of ways to attract youth to the program. The reduction of vocational training issues and the introduction of general life skills were positive and appropriate for the youth who were still in school. The selection of A Ganar's vocational training components was generally appropriate and adapted to the local environment. However, in some cases, the content of vocational training selected for A Ganar may have not been entirely relevant for children aged 14-16 years (e.g. construction-related skills are taught in some communities in Panama).

Conclusions on Livelihoods-related Activities

- O. Livelihoods interventions were available for parents with children/youth enrolled in EpC or A Ganar. As the provision of this component was conditional to the above, the livelihoods activities could only be initiated under certain conditions (number of children in the EpCs; household inability to cover basic needs; households with members with disabilities in Ecuador). The resulting delay in starting the livelihoods component, particularly in Panama from March 2016 onward, reduced the time available to follow up on the income generating activities after the completion of the livelihoods trainings, due to the upcoming closure of the project, unless EducaFuturo is granted a requested no-cost extension to be approved by USDOL.
- P. The livelihoods trainings and technical assistance have been more useful for parents who already had some previous entrepreneurship experience, even if at a very basic level. Trainings were about technical issues but also developed general skills for marketing and management. Parents with previous work experience felt more empowered after the training and tended to grow their businesses, as observed in the livelihoods activities visited by the evaluator in Ecuador.

- Q.** The type of entrepreneurship implemented by households contributed to the successful outcome of livelihood trainings: The more successful cases seem to be those related to non-basic⁹ goods. A plausible explanation for this is that these products need to be placed in the market (they are not basic goods) and this requires beneficiaries to focus not only on production but also on marketing.
- R.** Additionally, it can be concluded that the monitoring and support provided by the project after the training is a key factor for the success of livelihoods activities. The training on livelihoods issues was at a basic to intermediate level and needed to be complemented by practical activities (especially after providing seed capital). During the first stages of implementing a business, households had specific questions and the provision of post-training and follow-up support to households seemed to be an important factor for the success of livelihoods activities.

Conclusions Related to the Necessary Features of a Two-Country Project

- S.** Implementing the project across two countries was mainly a challenge. EducaFuturo had to implement the same activities in each country with an expectation that experiences and knowledge would be exchanged between the two countries. For this purpose, the project had a single Project Director as well as Education, M&E and Livelihoods Specialists that covered both countries. In practice, even if communication was fluent between both country teams, each office functioned in a very autonomous way. The number of activities to be implemented in each country, implementation delays, and the lack of financial resources available for coordination among countries contributed to limited exchanges between country teams. Notwithstanding the above, POA made some effort to foster this coordination, such as organizing meetings in POA's headquarters in Washington, DC, holding meetings in Panama and Ecuador for both teams, providing trainings for FUDELA in Panama and trainings for the Education Specialist in Panama, etc. Likewise, Skype and virtual calls were also used.
- T.** Exchanges were more relevant when it was possible to identify common challenges for stakeholders or the project staff.

Conclusions Related to Coordination with ILO-PPP

- U.** The midterm evaluations (MTEs) of both projects (EducaFuturo and ILO-PPP) recommended increasing the collaboration and common exchanges between these two projects. EducaFuturo followed this recommendation. Although the projects had different scopes, certain outputs had similar wording. The geographic target areas only coincided in two communities (Viche in Ecuador Esmeraldas Province- and Changuinola in Panama - Bocas del Toro province). In the case of Viche, the same IA (Comunidec) was a sub-grantee in both projects and this created a strong link. After the MTE, there was relevant collaboration in the field among both projects.

⁹ Basic goods: Products that cannot be used to satisfy basic food needs in the households (bread, chickens); they have to be sold beyond the community (cocoa, hats, uvillas).

- V. Likewise, both projects were active in some joint activities, such as holding virtual exchanges on child labor with several countries of the region, formulating recommendations and best practices, and sharing knowledge during the study on people with disabilities developed by the ILO in Ecuador.

Recommendations

Recommendations for USDOL and Future Projects

1. When educational activities (EpC) do not begin simultaneously, it is necessary to plan these so that all cohorts have a homogeneous methodology and time allocated for implementation. Differing the start dates for activities reduces the time available to adapt methodologies, so special emphasis should be put toward ensuring the follow-up of ongoing and completed activities.
2. Closely linked with the previous recommendation, the delay in implementing project activities may affect a project's ability to provide follow up after the end of these activities. Planning should take into account not only the time for implementation but also the time needed for monitoring or follow-up. If not, it is difficult to make objective conclusions about the effects of project interventions.
3. Since the target of 700 hours for the EpC is not a methodological requirement by QL or Entrena but a commitment with USDOL as stated in the POA's proposal, this should be reconsidered in future projects. The number of hours allocated should be adapted to the socioeconomic situation of the communities and the actual schedules. The hours-requirement may distract the facilitators from achieving the objectives of the EpC and make them focus instead on accomplishing a certain threshold number of teaching hours.
4. When adapting an existing methodology to a new target group (youth 15-17 years old), such as A Ganar, general guidelines should be produced and shared with the IAs **before** initiating the activities.¹⁰
5. Multi-country projects require a detailed coordination system and sufficient allocation of resources to set in motion the needed mechanisms for exchange and sharing of experiences, such as periodic meetings, visits to the other country, regular Skype or videoconference meetings, etc. It is advisable to describe these needed actions in project proposals and to allocate specific resources for the same within the budget breakdown.
6. A project that covers numerous locations may need a strong staffing structure in the field and at management level. This is also valid in the case of multi-country projects and should be considered in the design of future similar projects, with sufficient resources allocated for it.

¹⁰ With the exception of FUDELA, the IAs had no previous experience in the A Ganar approach and the adaptation of a methodology they had not managed before was a great challenge. The result is a very heterogeneous adaptation of A Ganar throughout the communities.

7. During the development of the CMEP and the baseline survey, and in parallel with these activities, it would be useful to include an analysis of the political context of the countries and a mapping exercise of the political stakeholders. This would allow for increased knowledge about the legal competencies of public sector stakeholders and for improved identification of possible partners. In the case of Ecuador, this analysis was needed to identify who was the most appropriate GAD for the implementation of each activity in the territories (at Provincial, Cantonal or Parroquial level).
8. As it takes close to one year to develop the CMEP and the baseline survey, DOL should take this start-up period into account when preparing new projects in order to more effectively engage staff in key activities and to develop realistic timetables. This would help minimize other types of delays that are outside of the project's control (i.e. weather-related, political changes).
9. Regarding the coordination between EducaFuturo and the ILO-PPP (and, in general, the coordination among projects), it would be advisable to describe the donor's expectations in the funding announcement for each project. As the projects do not have a clear obligation to coordinate their activities with other initiatives, they tend to prioritize the actions described in the project proposal and the CMEP which will be monitored by the indicator system. For example, this may include describing in detail the expectations regarding common actions, common studies, common dissemination materials, etc.
10. As the link between disability and child labor is a sensitive issue, it would be helpful to include a special section in the endline survey (or conduct a special analysis from the endline survey data) for households with a member with disabilities in order to see if there are differences between these households and the rest of the project's target households. It would be useful to see whether the evolution of child labor is similar between the two groups. This recommendation is also valid for future projects that include people with disabilities.
11. As knowledge is limited regarding the relationship between child labor and disabilities, it would be useful for USDOL to continue the research activities initiated with EducaFuturo and to include addressing the issue of disability in future projects on child labor. This would contribute to a more evidence-based approach when addressing the links between child labor and disability.

The evaluation also identified ten good practices and ten lessons learned that may be found at the end of this report.

I. PROJECT DESCRIPTION

EducaFuturo is a US\$6.5 million project funded by the US Department of Labor (USDOL) International Labor Affairs Bureau (ILAB). The implementing period is from December 27, 2012 to December 26, 2016. The general objective of EducaFuturo is to reduce child labor (CL) and increase school enrollment among children 5 to 17 years old, especially those belonging to indigenous, afro-descendant and migrant populations in Panama and Ecuador and among children with disabilities in Ecuador, as defined in the Comprehensive Monitoring and Evaluation Plan (CMEP). The specific objectives are to improve educational outcomes for children and adolescents involved in child labor; and improve family income so that households do not need to rely on the work of children for their survival.

For this purpose, the CMEP defines seven intermediate objectives (IOs):

- IO 1: Indigenous, afro-descendant and migrant child laborers and children at risk, as well as child laborers with disabilities with increased access to and retention in school;
- IO 2: Target households with improved livelihoods strategies;
- IO 3: Target households and children with improved access to Social Protection (SP) programs;
- IO 4: Target youth 15-17 years old transitioned from unsafe or exploitive working conditions to acceptable work and work training;
- IO 5: Public and private sector institutions implement CL prevention/eradication activities in project related economic sectors or zones of intervention;
- IO 6: Target households with positive change in attitude toward CL and the importance of children's right to education;
- IO 7: Enhanced knowledge base on CL in Ecuador and Panama.

In Ecuador, the project works in the provinces of Esmeraldas, Imbabura, Cañar and Azuay. In Panama, EducaFuturo is implemented in the provinces of Colón, Darién and Bocas del Toro and the *Comarcas* of Emberá-Wounnan and Ngäbe-Buglé.

EducaFuturo is implemented under the leadership and coordination of Partners of the Americas (PoA) with the following implementing agencies (IAs) in both countries:

- In Ecuador: Comunidad y Desarrollo Local en el Ecuador (COMUNIDEC), Fundación de las Américas (FUDELA) and Asociación de Productores y Exportadores de Flores del Ecuador (ExpoFlores).
- In Panama: Fe y Alegría, Private Sector Council for Educational Assistance (CoSPA), Association of Professionals and Technicians Ngäbe-Buglé (APROTENGB) and Association of Professionals of Darien for Integral and Sustainable Development (APRODISO, active until 2015).

Due to the difficulties with some implementing agencies in Panama, in 2015 EducaFuturo decided to implement the activities in Darién and Comarca Emberá with a coordinator of its own and, in the second quarter of 2016, the project decided the same thing for Comarca Ngäbe

and Bocas del Toro. Therefore, the implementation has been a combination of direct services provided by project staff and through IAs.

EducaFuturo and the IAs together developed the following activities:

- Provide educational services and institutional capacity building in order to help eradicate child labor and promote safe employment and entrepreneurship among youth of legal working age – **Espacios para Crecer (EpC, Spaces to Grow) and A Ganar methodologies;**
- Provide technical assistance for promoting access to social protection services and improved livelihoods – **Livelihoods approach;**
- Support linkages with existing public and private child labor initiatives in Panama and Ecuador;
- Strengthen policies and increase the involvement of both the public and private sectors in reducing child labor;
- Raise awareness at national and local levels regarding the negative impacts of child labor; and
- Conduct research in both target countries, aimed at filling gaps in the child labor-related knowledge base, generating reliable child labor-related data, and collecting information on best practices and lessons that may be shared in Ecuador and Panama.

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Evaluation Objectives

As explained in the Terms of Reference (ToR), the final evaluation aims to:

- a. Determine whether the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), was appropriately formulated and whether there are any external factors that affected project outcomes in a positive and/or challenging way;
- b. Assess the relevance and effectiveness of all project interventions, including its effects on the lives of beneficiaries and on the institutional/policy environment in Ecuador and Panama;
- c. Assess the efficiency of project interventions and use of resources;
- d. Document lessons learned, good or promising practices, and models of intervention that may serve to inform future child labor projects and policies in Panama, Ecuador, and in other implementation countries in the region; and
- e. Assess the sustainability of the interventions implemented by the project in both countries towards project end.

The evaluation assessed whether the project's interventions and activities have achieved the overall goals of the project, and the reasons why this has or has not happened, including an assessment of the factors driving project results. The scope of the final evaluation included a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Partners of the Americas.

2.2 Evaluation Methodology

The Final Evaluation fieldwork was carried out by an international consultant from July 25, 2016 to August 19, 2016. It consisted of two weeks in Ecuador and another two weeks in Panama. The evaluator visited three provinces in Ecuador (Esmeraldas, Imbabura and Azuay) and two provinces (Darién and Bocas del Toro) and the two Indigenous Comarcas (Comarca Emberá-Wounnaán and Comarca Ngäbe-Buglé) in Panama. The purpose was to assess beneficiaries' and stakeholders' perception and satisfaction with project implementation, contrast the validity of project strategies used in the field, assess the quality of services delivered by the project, and identify unexpected effects of project activities as well as other relevant features of project implementation.

The evaluation used different quantitative and qualitative methods as summarized in the following table:

Table 1: Evaluation Methods and Sources of Data

Method	Tools / Target Groups / Aim
Interviews with key informants	<ul style="list-style-type: none">• Visit institutions to interview key stakeholders: Government authorities (national, local), Community leaders, International agencies, other projects, project staff.• Various questionnaires and interviews forms were used with each of

Method	Tools / Target Groups / Aim
	<p>the groups mentioned above.</p> <ul style="list-style-type: none"> Assess stakeholders' perception and satisfaction with the project implementation and results; contrast the validity of project strategies used in the field; appraise the quality of services (EpC, A Ganar, livelihood interventions, etc.) delivered by the project; identify unexpected effects of project activities as well as other relevant features of project implementation.
Interviews/focus groups with direct beneficiaries	<ul style="list-style-type: none"> Households, youth, children Interviews with the direct beneficiaries of the project's activities to check their satisfaction and their opinions about the project's contribution to improve their lives and their change of attitude regarding CL If possible, hold group interviews with a representative selection of parents (Committees of parents, for instance), teachers, facilitators
Interviews / focus groups with indirect beneficiaries	<ul style="list-style-type: none"> School directors, teachers, facilitators Individual or group interviews with the persons in charge of the implementation of the EpC and A Ganar methodologies in the field. A selection of teachers not involved directly in the Project's activities
Project performance analysis	<ul style="list-style-type: none"> Review of baseline information and initial documents: Project proposal, Baseline survey, CMEP. Comparison of planned and actual achievements per project indicator for each country and for the global project. Analyze factors with any significant differences among the above. Summarize project performance in specific table (Annex 1)
Assess quality of monitoring data system	<ul style="list-style-type: none"> Review of the consistency of M&E procedures, the quality of the indicators system and data collection methods
Budget analysis matrix	<ul style="list-style-type: none"> Review project expenditures (planned/actual) per component/type of activities and per country/implementing agency (if information is available), under the most recent budget revision.

Source: Terms of Reference for the Final Evaluation

Because the final evaluation fieldwork did not allow for in-depth data about a broad scope of project beneficiaries, the information gathered through individual interviews, group interviews, observation, and a review of materials has been complemented by the project's Technical Progress Reports (TPRs) and planning documents (e.g. the project proposal and CMEP) in order to obtain an overall view of the current situation of children and youth as compared to their situation before the start of the project.

2.3 Limitations

Concerning Livelihoods interventions in Panama, the evaluator could not visit any entrepreneurship activities because the trainings were still running or had recently ended, and the entrepreneurships were very newly implemented (i.e. cocoa production in Bocas del Toro). In the cases visited, households had still not received the seed capital. Therefore, it was only possible to provide conclusions about the success of the Livelihoods component based on impressions of the evaluator and the qualitative conversations he had with some households, the facilitators and the EducaFuturo team. The CMEP indicators remain the objective source to measure the success of these actions.

Related to the endline survey, at the time of the evaluation fieldwork, the Terms of Reference for the endline survey was still being prepared and its first draft was not expected until the end of 2016. In addition to this, the latest indicators available were those listed in the TPR of March 30, 2016. Notwithstanding the above, information related to Question #6 in the Final Evaluation

ToR (on the number of beneficiaries in EpC, A Ganar and Livelihoods interventions) was updated with information provided by the project in October 2016, with the most recently updated data available by September 1. Since the livelihoods interventions in Panama were ending by September 30 and quite a few EpCs of the second cohort are still ongoing, there are no indicators with final data. In addition, there are some outcome indicators which are calculated three times during the project's period: baseline, midterm and endline. These indicators, linked to the effects of the project, are not yet quantified.

III. EVALUATION FINDINGS

This section describes the main findings of the final evaluation using the evaluation questions as stated in the evaluation Terms of Reference (ToR). The fifteen evaluation questions are divided into three sections: (A) Project Design; (B) Implementation and Effectiveness; and (C) Sustainability and Impact.

3.1 Relevance

- 1. Was the project's Theory of Change (ToC), as stated in the project CMEP, valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation? Related to this are the following specific sub-questions**
 - a. Examine the efficacy of the specific models (EpC/Quantum Learning, A Ganar) in increasing educational opportunities, creating community identification, increasing community capacities and increasing knowledge and comprehension about the dangers of child labor.**
 - b. Examine the efficacy of the livelihood services to increase opportunities for households. By the end of the project, is there any evidence that improvements in livelihoods opportunities helped households reduce their children's participation in labor?**
 - c. Examine the effectiveness of EpCs and A Ganar to fight against child labor. Did the participation of children in EpC and A Ganar result in the withdrawal and prevention from child labor and improved school attendance?**

The EducaFuturo's ToC suggested that the prevention or eradication of child labor would result from attaining the following two general outcomes:¹¹

- Improved living conditions for households and children in order to reduce their vulnerability to child labor; and
- Favorable community and institutional environment to prevent and eradicate child labor and to encourage attending and staying in school after completion.

For these general outcomes to be achieved, the ToC considers the following specific outcomes:

- Increased participation by indigenous, afro-descendant and migrant children in quality education;
- Improved livelihood conditions so that households do not need to rely on child labor to meet their basic needs;
- Improved access to social protection services for households and communities; and

¹¹ CMEP, page 10, Section II-Theory of Change.

- Adolescents (15-17 years old) leave hazardous work for decent work conditions, which implies improved employment skills and access to employment.

In the CMEP, all these outcomes are translated into seven IOs and each IO is associated with a detailed set of activities to be implemented by the project. These IOs group together the outputs as expressed in the funding announcement.

These seven IOs are focused on the reduction of CL through: (1) the provision of direct educational services for children and youth (in this case, more oriented to improving employment abilities); (2) the development of entrepreneurship capacities for households through a set of activities combining the existing social programs in the countries; (3) the involvement of public and private partnerships; (4) the change in attitudes and perception about child labor by households and main stakeholders; and, finally, (5) the generation of new knowledge for a better approach of specific problems addressed by the project (disabilities, in particular).

The approach seems pertinent in logical terms and attempts to provide a logical and coherent approach to addressing CL by conducting activities not only with children and youth but also with their families and the environment around them.

Espacios para Crecer (EpC) is a long-term intervention (the project scheduled approximately a 2-year term for each EpC) implemented with children from 6 to 14 years old. In Ecuador, 15 years old is the minimum working age and in Panama it is 14 years. The EpC aims to prevent children from working during the time they are participating in the activities and increase their knowledge about their rights. This is a methodology to develop children's self-esteem, conflict resolution and teamwork skills in combination with educational support. The parents are also involved and receive specific training on CL-related issues.

Through the triangulation of information gathered from children (formal and above all informal conversations during the visits to the EpCs), parents (mostly mothers) and facilitators, the evaluator was able to verify that children reduced and even stopped their engagement in hazardous labor as well as in child labor in general because the time they spent in extra-curricular activities reduced the time otherwise available for labor. Through retention in the EpCs and the training and awareness provided to them and their parents, the children are more empowered about their rights and do not have enough time to be involved in child labor or hazardous work.

However, the parents, in at least a 25% of the evaluation focus groups,¹² maintained that children should do some work at home and learn how to earn their living. This is a common and popular thought not only among the parents but also among children.

While talking informally with children, they expressed spontaneously that in most cases they do some domestic tasks at home: cleaning, making beds, and feeding the animals. These are not

¹² Uvillas in Imbabura (Ecuador); Bread distribution (Ecuador); El Salto in Comarca Emberá (Panama), children carrying water in Comarca Emberá.

hazardous activities at first sight. However, in the case of Comarca Emberá in Panama, where the communities are very isolated, children are expected to fetch water for the home, especially in the mornings before going to school. This issue has been verified with the elder children attending the EpC and with some facilitators who confirmed that this was not an unusual practice. This activity, for example, is considered hazardous because it requires carrying heavy loads for a long distance; there is an additional danger because on the way to the water source there are poisonous snakes.

Another clear example of the decrease in child labor arose during a meeting with parents in Pijal (Imbabura, Ecuador), where livelihoods activities were related to growing *uvillas* (a local fruit). The parents assured the evaluator that their children were no longer doing any hazardous work and instead helped the families with other non-hazardous activities such as peeling the *uvillas* at home. This provides evidence of the contribution of project activities to the reduction of hazardous child labor.

Likewise, information on “*Children’s labor status*” in the TPR (See Annex 1, indicators C1: % of children in Child Labor and C2: % of children in Hazardous Child Labor) show a reduction of the percentage of children engaged in child labor and in hazardous child labor, as expected in the biannual targets.

According to the opinions of teachers and parents, EpC also played a direct role in the improvement of children’s performance at school. According to school directors, academic performance and school attendance was much more positive for EpC children during and after the EpC. This was a frequent comment made by school directors, teachers and the parents attending Livelihood activities.

Children attending EpC were able to describe their daily activities at home and the older children were able to identify some activities as child labor. However, during the field visits, the evaluator did not observe that the project was supporting a community-mindedness among the children (as was observed with the adolescents in A Ganar and the parents in the livelihoods component). Children did not show or express a particular identification with their local communities from their participation in the EpC.

Finally, it is important to highlight that in Ecuador the project supported the Government’s actions well in both a conceptual and geographic sense and, in the case of Panama, the EpC approach strengthened the implementation of the “*Jornada Extendida*”¹³ national program.

Traditionally, **A Ganar** is a methodology¹⁴ to “help youth find employment or return to school.”¹⁵ In EducaFuturo, the A Ganar methodology has been adapted for children aged 15 to

¹³ National Education Program in Panama to be progressively implemented in the country. It consists in an extension of the time children spend at school with a combination of traditional classes and supporting activities, providing the children with a meal/snack. To some extent, it has a structure and objectives similar to EpC, although Jornada Extendida is not focused on the eradication of CL but in increasing the quality of education.

¹⁴ A Ganar, tries to facilitate the re-entry of youth into formal schooling as well as to prepare and integrate adolescents into decent work conditions (CMEP, IO4, page 13).The implementation of “A Ganar” is structured in four

17 in Ecuador and aged 14 to 17 in Panama in order to retain adolescents in the school system. This is the first difference from the original A Ganar methodology, as most of the children in the project were already enrolled in school. Moreover, according to the representatives from the private organizations visited during the evaluation, when youth under 18 years old are able to work, the activities they can perform are restricted and have a higher labor cost for business owners. Thus, those who are willing to work are not sought after by the formal market and tend to go into the informal jobs.

Because A Ganar was addressed to youth 15 (or 14) to 17 years old, the IAs adapted the message and activities to be more useful for a population that was mainly still in school. These adaptations did not follow common guidelines but they were developed by each IA based on their experience and knowledge of the communities they were working with.

As mentioned above, EducaFuturo's first adaptation was to use the A Ganar methodology with adolescents who are mostly attending school (*bachillerato*) and not those who had dropped out of school to work. It is important to highlight this feature because the CMEP stated that A Ganar would help "prepare and integrate adolescents into decent work conditions."¹⁶ During the evaluator's visits, only a very small number of beneficiary youth declared that they were regularly working while studying. These cases were noted in Esmeraldas (Ecuador), where two boys and a girl said they went to work when they were not in A Ganar, and a fourth case occurred in Imbabura. In the first three cases, they were working in the informal sector and applying content from A Ganar training (client orientation) to their work.

EducaFuturo faced challenges in enrolling youth. The biggest challenge was that only 20% of the children and youth belonging to households included in the Baseline survey were 15-17 years old. As a result, A Ganar began with a diagnostic phase in which FUDELA and CoSPAЕ visited target communities to conduct an assessment of available facilities, local vocational schools, businesses, market-driven trends and employment opportunities for youth. EducaFuturo also extended the Baseline survey through July 2014 in an effort to identify additional households with youth ages 14-17 years. Initial Baseline data showed that around 70% of the youth were already in school. In Ecuador and Panama, communities in rural areas had limited employment opportunities for youth. Urban areas had potential for employment opportunities and entrepreneurship activities but most of the youth were enrolled in school.

Based on input collected from community leaders and field visits, youth 14-15 years old were at very high risk of dropping out of school, and this was a need at the community level. A Ganar responded to this challenge and contributed to ensuring that youth in this age range would remain in school and complete their basic education.

phases: Phase 1, participation in sports-based employability training led by local facilitators. Phase 2, youth take part of market-driven vocational training, applying the newfound sport-based employability skills. Phase 3 youth do internships with local businesses. Phase 4, youth participate in locally adapted follow-up activities (www.olimpic.org)

¹⁵ POA's web site: www.partners.net/aganar

¹⁶ EducaFuturo's CMEP, page 13.

Indicators OTC.8 (% of target youth aged 15-17 with employment under safe conditions) and OTC.9 (% of target youth aged 15-17 with employability and self-employment skills)¹⁷ had been reported with 0 value by the time of the evaluation (TPR April 2016), so it is not possible to provide quantitative information on this issue, only an overview based on the exchanges that the evaluator had with beneficiary youth.¹⁸

A Ganar is a good way to support education for youth, as it strengthens their self-esteem and opens their minds to think about their future. Some testimonies of these adolescents demonstrate this: "...Before entering A Ganar, I was a very lazy boy, but with A Ganar I have found something to do when I am not at school," a boy in Changuinola (Panama) said informally and spontaneously. In Esmeraldas, A Ganar showed adolescents that there are other options beyond being a fisherman¹⁹ and the A Ganar youth were able to travel away from their district for the first time in their lives.

The youth attending A Ganar who were interviewed by the evaluator showed a high level of concern for the situation of their communities and they felt that the knowledge they acquired may be used in their local environment. All the groups visited showed knowledge of child labor and the importance of avoiding it in order to promote one's personal and professional development. At the same time, youth remained frequently concerned about supporting their households and helping, when possible, the family businesses.

The **Quantum Learning (QL)** methodology is a proven way to address the education related challenges with children and youth. The EpC was based on this methodology, which provides children and also teachers with new learning and teaching methods in parallel with the traditional educational systems in each country. EpC/QL was integrated into the official courses for children who were not able to attend school regularly or to achieve good grades. This was highlighted by all the school directors interviewed during the evaluation. Moreover, teachers-facilitators received training in EpC and were able to apply this methodology in their classes, in particular in Panama, where the official curriculum appears to be more flexible to innovations like EpC. Teachers who attended the EpC training expressed how useful the QL methodology has been to improving the quality of their classes.

Concerning the **Livelihoods Interventions**, there are important differences between Ecuador and Panama. There are more planned collective entrepreneurship in Panama than in Ecuador, and some had not yet started operations at the time of the evaluator's visit. In Ecuador, the evaluator was able to interview the mothers participating in some income generating initiatives, to verify the efficacy of the trainings, and to visit a number of entrepreneurship, such as: raising guinea pigs (*cuyes*), producing bread, farming *uvillas*, making *toquilla* straw hats, etc. In contrast, the evaluator visited six ongoing livelihood activities in Panama; some livelihood trainings were active while in other cases the mothers were waiting to receive the seed capital

¹⁷ Monitored every 12 months

¹⁸ The % target is to be reported by EducaFuturo in the TPR submitted in October 2016 (after the final evaluation field work).

¹⁹ This is the traditional occupation in the coast of Esmeraldas.

to start these activities. However, the initial livelihoods activities in Panama are considered to be successful according to the CMEP indicators, as per the information provided by EducaFuturo's monitoring and evaluation (M&E) system.

Parents who attended the livelihood activities received training on the risks and hazards associated with child labor. They acquired knowledge not only for themselves but also for their community, as they could detect cases of child labor in their own communities. Thus, the capacities of the community were increased through the project activities. In addition to this, livelihoods-related activities were implemented in the same communities where beneficiaries were located, regularly at their own homes. This helped the parents to take care of their children in parallel to their participation in the project and they did not have to leave the communities to work. In some cases, like in Yaviza (Darién, Panama), Quebrada de Loro (Comarca Ngäbe, Panama) or Changuinola (Bocas del Toro, Panama), mothers planned to set up joint businesses, which would allow them to work together and improve the living conditions in the community.

Although the evaluation interviews and field visits did not provide quantifiable and systematic information (as in an extensive survey), project results in Ecuador seemed to be quite promising. Some common factors may contribute to explaining the success of livelihoods interventions in Ecuador:

- Mothers who had previous experience with entrepreneurship have made the most of the training. Previous experience in setting up a business might include a (rudimentary) internet shop, a groceries shop, small-scale sale of *cuyes*, or small-scale production of *uvillas*. In these cases, the training maximized the capacities of the households and the initial results showed they are going to increase their production and the capacity of these businesses.²⁰ On the contrary, households without previous experience seemed less able to run a successful business. That is another reason why providing post-training and follow-up support to households seemed to be an important factor for the success of livelihoods activities.
- In the households with previous entrepreneurial experience, the trainings were more successful and they are generating additional revenue that allows them to avoid sending their children to work. Most mothers mentioned that these entrepreneurships were providing them with new sources of income. In the rest of the cases in Ecuador and all of the entrepreneurships in Panama, there are not enough elements in place at the current moment to make a firm conclusion about the effectiveness of the livelihood services (e.g. in the case of Panama, the trainings were still running). Hopefully, the endline survey

²⁰ For example, e.in the case of bakeries in Imbabura, a mother was going to put in place a second oven, and in another case, a mother had decide to widen the scope of her previous business (internet and groceries shop) with the bakery. Likewise in the case of Uvillas farming, the farmers had increased their knowledge and the skills for marketing their products (exports), and in the case of toquilla straw hats, the livelihoods-related training helped generate additional value in the hats and thus, additional revenue. In all these cases (the most successful among the livelihoods experiences visited by the evaluator), the common issue to be highlighted was the existence of some basic previous entrepreneurial experience among households.

and the final monitoring data and TPR would provide the necessary information which is missing at this point.

- The training provided to parents is at a basic to intermediate level²¹ and it needs to be complemented with further follow-up/support from the project for the entrepreneurship activities (especially after the provision of seed capital). During the first stages of their implementation, households expressed that they had specific questions that needed to be addressed in order to progress in their entrepreneurships (this was a frequent concern of households, as expressed during the evaluation's fieldwork meetings).²²
- The type of entrepreneurship implemented by households (that is, the final product that the households will eventually produce or sell) is another factor contributing to the successful outcome of livelihood trainings. After a review of the livelihoods activities visited and analyzed during the evaluation, the more successful cases seem to be those related to non-basic²³ goods. Some examples to highlight include: Cocoa in Changuinola, uvillas in Pijal, toquilla-straw hats in Principal. A plausible explanation for this is that these products need to be placed in the market (they are not part of a household's basic goods) and this requires beneficiaries to focus not only on the production but also on the marketing of these products.
- The evaluator noticed that after the training concluded, mothers were not frequently using the training materials provided by the project in their daily activities. Some reasons for this may include: 1) Mothers do not have a strong ability to read; 2) Training materials are too sophisticated for them or too specialized for their level of knowledge; or 3) Beneficiaries are more familiar with oral teaching methods and not accustomed to reviewing a written brochure. Only during the visit to the *uvillas* businesses did some of the participants express interest for the further use of training materials.
- Although in Panama some of the entrepreneurships still had not begun operation, the mothers intended to set up small collective businesses (e.g. needlework or raising chickens in Comarca Emberá, or cocoa production in Bocas del Toro).

²¹ The training was adapted to the characteristics of the beneficiaries. As in some cases they had limited language skills in Spanish, the training could not get to a high level but it remained in a basic-intermediate level, manageable by the audience. The training was adapted to the audience in order it was more useful for them.

²² Likewise, a relevant number of parents had already received previous training by institutions like the Ecuadorian Training Service (SECAP) or the National Institute for Vocational Training for Human Development (INADEH) in Panama, but they had not yet set up a business on their own. In all cases, although the training was appreciated, there had been no support after the training or during the first stages of implementation of the activities and thus (at least in the households attending the livelihoods trainings we visited), no business had been implemented after these trainings.

²³ Basic goods: Products that cannot be used to satisfy basic food needs in the households (bread, chickens); they have to be sold beyond the community (cocoa, hats, uvillas).

2. How has the project addressed the main “problems” that it identified as causal factors for child labor in Panama and Ecuador? (Please refer to problem analysis section of CMEP).

Section I of the CMEP described the factors contributing to child labor in Ecuador and Panama. Two major factors (as well as several sub-factors) were identified:

- *Precarious living conditions of households and children that increase their dependency on child labor for income generation:*
 - Children have limited access to quality education.
 - Indigenous, afro-descendant and migrant households have insufficient means with which to satisfy their basic needs.
 - Indigenous, afro-descendant and migrant households lack access to social protection programs.
 - Indigenous, afro-descendant and migrant youth often work in hazardous or exploitive conditions.
- *A weak institutional and community environment in Ecuador and Panama that is not conducive to sustainable action toward preventing and eliminating CL.*
 - Public and private entities that take limited action to eradicate or prevent CL
 - Lack of public awareness about what constitutes exploitive CL, about laws and regulations prohibiting CL and about the right to education for children and youth.
 - Insufficient knowledge about CL among indigenous, afro-descendant and migrant populations, and about the relationship between disabilities and CL in Ecuador.

Based on this problem analysis, the project responded with the implementation of two educational methodologies (**EpC** and **A Ganar**) for children and youth and **income-generating interventions for households** aimed to help improve households’ livelihoods opportunities. The livelihoods component also responded to the households’ need to find additional resources and avoid jobs that are far from home. Children were frequently left alone at home by parents and thus the livelihoods interventions aimed to help parents develop an income generating activity at home or near the home so that they could keep an eye on their children at the same time.

EpC and A Ganar were conceived to cover children’s entire schooling period (up to 18 years old) and to link child labor and youth labor. In this sense, they offered a comprehensive educational program for children and youth. In addition to preventing children from child labor, EpC contributed to increasing the quality of education (as per the facilitators-teachers’ and the school directors’ own words). Teachers affirmed that they observed positive development in children’s behavior and academic performance between starting and completing the EpC.

As part of the livelihoods component, the project also helped the beneficiaries to access social protection programs. The project linked or referred people to social or health services and

provided support to improve their ability to access the programs (e.g. transportation to the nearer health center, obtaining a card that certifies the beneficiaries' degree of disability when relevant, helping them apply for grants, etc.).

The problem analysis identified Afro-descendant, indigenous and migrant populations as having the greatest need and the project prioritized these groups by implementing its activities in provinces where they were prevalent: Esmeraldas with Afro-descendants, Azuay, Cañar Comarca Ngöbe and Bocas del Toro with migrants, Indigenous Comarcas in Panama. Moreover, indigenous communities are present throughout both countries. In addition, these groups were prioritized during the baseline when doing the selection of beneficiaries, and the evaluation fieldwork was able to verify the application of these selection criteria.

The project addressed the problems associated with the existence of a weak **institutional and community environment** through a variety of actions, including:

- In both countries, the project selected private entities as Implementing Agencies in order to strengthen the public-private participation: ExpoFlores in Ecuador and COSPAE in Panamá (APRODISO until 2015 and APROTENG B until the second quarter of 2016).
- In Ecuador, which is a more decentralized country than Panama,²⁴ the project established strategic alliances with the sub-national governments (e.g. Decentralized Autonomous Government units [GAD] Cantonales in Otavalo, Quinindé and Gualaceo as well as GAD Parroquiales in Viche or Principal in Ecuador) for the implementation of project activities. Within the GADs, the strategic partner is the Cantonal Board for Rights Protection (*Consejo Cantonal de Protección de Derechos*).
- In Panama, the project has collaborated with the ILO-Public Policy Project (ILO-PPP) in disseminating the amendment of the Decree #1 of January 5, 2016 regarding the list of the Worst Forms of Child Labor, which increased the number of hazardous activities from 18 to 26.

A brief analysis of the budget permits a better understanding of the allocation of resources for project implementation. The budget breakdown has a direct influence on the project activities and shows the importance that was assigned to each problem, along with the number of potential beneficiaries. Although EducaFuturo has addressed all of the problems listed in the CMEP, the project has focused the majority of its efforts and budget on the problems associated with education for children (EpC) and for youth (A Ganar). More than 42% of the financial resources were dedicated to educational services (Epc and A Ganar)²⁵ (67%, if the administration section of the direct costs is not taken into account). Livelihoods interventions, the component with the third highest amount of dedicated economic resources, comprised around 5% of the direct costs. Outputs 5-9 (Public-Private Partnerships; Nexus between

²⁴ In Ecuador, the GADs (Province, Canton, Parroquia) have more administrative responsibilities. In Panama, the political organization is still centralized and the municipalities do not have enough administrative responsibilities to act as strategic partners for the implementation of EducaFuturo's activities.

²⁵ Percentage calculated only over direct costs without NICRA and provision of cost increase.

Education and Labor Policies; CL and disability; Raising awareness; Sharing Lessons between and among countries) represent only 3.29% of the budget.²⁶

Table 2: Breakdown of the EducaFuturo Budget

	Total amount (USD)	% over Direct costs	% over Total Budget	% over Direct cost without Admin&Labor costs (only outputs)
Total Direct Labor	1,620,650.72	31.91%	24.93%	
Total Housing	10,400.00	0.20%	0.16%	
Total Equipment	16,650.00	0.33%	0.26%	
Total Office Expenses	188,800.00	3.72%	2.90%	
Output 1: Education	1,402,909.50	27.63%	21.58%	43.28%
Output 2: Livelihoods	237,930.00	4.69%	3.66%	7.34%
Output 3: Social Protection	34,812.50	0.69%	0.54%	1.07%
Output 4: Youth Employment	759,265.10	14.95%	11.68%	23.42%
Output 5: Public-Private Partnerships	98,790.00	1.95%	1.52%	3.05%
Output 6: Nexus between Education and Labor Policies	5,230.00	0.10%	0.08%	0.16%
Output 7: CL and disability	22,700.00	0.45%	0.35%	0.70%
Output 8: Raising awareness	28,758.00	0.57%	0.44%	0.89%
Output 9: Sharing Lessons	11,655.00	0.23%	0.18%	0.36%
Output 10: M&E	632,686.18	12.46%	9.73%	19.52%
Output 11: Transparency and Accountability	6,850.00	0.13%	0.11%	0.21%
TOTAL DIRECT COSTS	5,078,087.00			
NICRA	1,421,913.00			
Total Budget	6,500,000.00			

Source: EducaFuturo

The project sought to collaborate with other strategic partners in order to implement the IOs that had a reduced budget, such as the activities related to awareness-raising and increase of knowledge. In order to increase public awareness, EducaFuturo collaborated with other public and private entities to maximize its resources and reach a wider scope. Thus, the project has participated in local events (such as fairs), public campaigns against child labor (Children's World Day, World Day against Child Labor), and developed media materials, etc. As detailed in the budget breakdown above, the resources allocated for this output were limited and the cooperation with other agencies and ongoing campaigns has been essential. The project also used the same approach with regard to increasing the knowledge on child labor and, especially, on the links between child labor and disability. For the latter, EducaFuturo established collaboration with the ILO-PPP and provided a database to ILO on households and children with

²⁶ Data provided by EducaFuturo.

disabilities in Ecuador. However, the results of this survey were not public (or were not communicated to the evaluator), so the evaluator cannot assess the usefulness of this study.

In Ecuador, the project also collaborated with the GADs for the inclusion of child labor within public events in municipalities (in addition to the Child Day or the World Day against CL). In Panama, awareness raising activities were developed by the Family Committees and the Monitoring Committee in Changuinola. Likewise, the EpCs were visible in the communities and provided a space where facilitators and parents could exchange about the importance of education and the risks that child labor poses for their children. EducaFuturo also participated in school events such as the discussion panel in Centro Educativo Básica General, in Panama City.

In both countries, as stated in the latest available TPR, EducaFuturo coordinated with the Ministries of Education and Labor to print some awareness raising materials. The project has also been active in holding workshops with community leaders and families throughout the territories in collaboration with the Ministries of Education, Labor and Health as well as with the labor unions.

3. Did the design of the project continue being adequate for the cultural, economic and political context in which work was developed, particularly concerning the model of Espacios para Crecer and A Ganar?

The funding opportunity announcement stated that child labor in Ecuador affected around 155,000 children 5-14 years old.²⁷ The rates differed dramatically between indigenous and non-indigenous populations: 1 out of 3 non-indigenous children were working while 9 out of 10 indigenous children were working. Of those that worked, 8 out of 10 children were deemed to be working in hazardous activities. Although the country had a primary school attendance rate of 96% overall, this rate was 86.2% for indigenous children and 86.1% for afro-descendant children.

In addition to this, the number of people with disabilities in Ecuador was high according to the data available when preparing the project. In 2010 the national Census stated that 5.63% of the Ecuadorean people were disabled.²⁸ Subsequent studies conducted in the country (two in 2015) showed this data was overestimated and currently the National Register for Disabled People, which works with people with disabilities, estimates that these comprise 2.50% of the people in Ecuador.²⁹

In Panama, over 70% of Afro-descendants and 90% of Indigenous people lived in poverty according to 2010 data. Indigenous areas reportedly had a poverty rate of 96.3%; in terms of extreme poverty, indigenous areas had a poverty rate index of 84.8%, compared to 22.2% in

²⁷ Unless indicated otherwise, all figures provided in this section regarding statistics on demographics, poverty and child labor in both countries are sourced from the Funding announcement of the project.

²⁸ Presentation of the Ministry for Economic and Social Inclusion in the stakeholders' workshop in Quito, slide #6.

²⁹ Ibid supra.

rural areas and 3.2% in urban areas. The 2010 Child Labor Survey showed that 7.1% of children 5-17 years old were working while in the indigenous comarcas, this rate was around 25%.

The project had a holistic design and working with children, youth and households supported the child's surrounding environment. The design of the project was consistent and coherent with its overall objective of addressing the main direct and indirect factors causing child labor. However, the design may have been too ambitious in terms of the resources available and did not take into account the relevant problem³⁰ of covering the costs of meals/snacks for children. This was an unexpected problem that represented one of the major operational challenges and risks for EpC.

EpC and A Ganar have required a lot of resources due to the time needed for implementing the methodologies (on average, 2 years for EpC and 8 months for A Ganar) and monitoring individuals. There are 136 EpC groups and 41 A Ganar groups, and each of them needs a facilitator, some promoters (coordinators of a group of schools), and some coordinators (for the provincial level) as well as printed guides for every child (EpC) and other materials. Furthermore, training is necessary for the facilitators, promoters and coordinators (implemented by Entrena), and the project has to pay Quantum Learning for the copyright to use their materials.

Educational interventions continue to be adequate to the local context. Various adaptations allowed the project to maximize its relevance to the cultural and socioeconomic context and address the needs of the beneficiaries, as well as increase the quality of education in the schools where EducaFuturo implemented its activities. EpC is a methodology with a core structure that allowed for the modules to be adapted to the children's local environment: E.g. the name of the modules (*Cóndores* [condors, the national bird] in Ecuador, *Águilas* [eagles] in Panama), the adaptation of the last section to each country (*Qué orgullo ser Panameño* [What pride to be a Panamanian], *Qué orgullo ser Ecuatoriano* [What pride to be an Ecuadorian]), etc. The methodology encourages children to identify themselves with their local/community environment and, using recreational techniques, introduces child labor concepts including its risks and related hazards. The project also translated the educational materials when necessary (Indigenous communities in Ecuador) and the facilitators were, as possible, from the same community where the EpC/A Ganar were being implemented.

EpC not only addressed child labor but provided educational support for children. During the visits to the EpCs, the evaluator reviewed the children's handbooks and confirmed the need for this support. The children often had some learning difficulties, including reading, writing, and spelling, especially in the Indigenous Comarcas in Panama. The support provided in the EpC was thus pertinent and necessary for children.

³⁰ The EpCs are implemented in the afternoons/evenings. The distance between schools and households makes it difficult for children to go home and go back to the school for the EpC. Thus, the project had to provide lunches and snacks for children attending the EpCs. This was not foreseen in the project design and generated additional costs for Educafuturo and the IAs. Some IAs said it was one of the project's most critical factors.

In A Ganar, FUDELA and CoSPAE provided a transportation stipend for youth that lived in distant locations, and the facilitators regularly visited the households to encourage enrollment and participation. Moreover, the A Ganar vocational options were selected both by the adolescents and the project; this allowed them to involve the youth and to select activities related to their cultural and economic environments.³¹

The livelihoods activities contributed to generating additional income for the households so that they did not need to send children to work. This strategy was adequate to the local economic context.

The project was also flexible enough to adapt to the political structure in each country, which helped it adapt its strategies to the realities of the two countries and the respective institutional organizations. At local level, the project structure was flexible enough to find the most appropriate partners in each country. In Ecuador, the project set up strategic alliances with the Cantonal and Parroquial GADs while in Panama these alliances were focused on community-based Monitoring Committees.

The fact that coordinators in each province managed all the activities in their territories contributed to a more integrated approach to project interventions and encouraged the establishment of links among schools, families and communities. The project preferred for facilitators (and promoters and coordinators, if possible) to be located in the communities, as this made it easier for them to work with households. Towards this end, EducaFuturo's implementing agencies selected facilitators from the same communities as the beneficiaries and, where possible, from among the school teachers and other youth in the communities, which increased the relevance of the program. Hiring full time facilitators/promoters/coordinators also seemed to support the holistic approach toward activities and beneficiaries in the territories. Furthermore, the knowledge and experience acquired by the facilitators, who would stay in the communities after the project ends, is an added value that supports sustainability at the local level.

The updating training sessions were useful to test the skills and performance of the facilitators. The Project was able to test their degree of knowledge and application of the methodology.

4. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?

The monitoring and reporting systems seemed to be efficiently designed. The EducaFuturo M&E system was organized in a hierarchical way, with an M&E specialist, M&E staff, coordinators, promoters and facilitators to collect and validate the data about the beneficiaries. The data has been promptly provided for the TPRs and this evaluation.

³¹ The risks management training in Esmeraldas-Ecuador (province stroke by an earthquake and floods), and chicken farming experience in Changuinola (Darién-Panama) are two examples of the flexibility in project's the design for adapting to the environments of youth attending A Ganar.

The project has invested a significant amount of resources in the M&E activities and staff. This has been an effective strategy for a project with such a large scope in seven provinces and two comarcas in two countries, and the variety of activities developed throughout the territories. The monitoring system seemed adequate and replicable for other complex projects. The project developed action plans with sub-grantees which were updated as project implementation evolved. This facilitated the revision of planning and activities.

The EducaFuturo CMEP contained a system of indicators (outcome and output indicators) within the Project Monitoring Plan (PMP), along with a standard set of five impact indicators on CL at the household level and on children's labor status. The 35 indicators were divided among the seven IOs as defined in the CMEP. The frequency of reporting was not uniform for all indicators, as some are calculated every six months, others annually and some during the baseline and endline surveys. According to the opinion of the EducaFuturo team, this framework requires a significant and continuous effort in order to measure all the indicators. In fact, one of the two project specialists is an M&E expert and there is an M&E Coordinator in Panama as well. In addition, there are currently two/three persons in each country dedicated to the monitoring system and data entry. Three out of the five persons based in Quito (not including the specialists who support the whole project) are dedicated to M&E; in Panama it is four out of seven (Coordinators for Darién, Bocas del Toro and the Project Director excluded).

The project's monitoring system was designed to track the children, youth and households participating in EducaFuturo activities. The system used a Microsoft Access-Excel database to register and monitor the beneficiaries. During fieldwork, the evaluator asked for specific information which was provided in a rapid and efficient way by the monitoring staff in Quito and in Panama City. This database was designed and updated to meet the requirements of the CMEP.

While the database did not seem to present inconsistencies (though it requires a sophisticated knowledge of Access and a familiarity with the monitoring system), the main risk with regard to its accuracy is in the collection of the original data from beneficiaries, children in particular. The facilitator plays a key role in the system because he/she is in charge of collecting the initial data and filling in the daily tracking reports on children and other beneficiaries. Although routine control visits were made by the coordinators and/or promoters, they could only check whether the attendance was accurate for the day they visited the EpC/A Ganar /Livelihood activity.

To increase the validity of the data, in 2015 and 2016 the M&E staff implemented a 30% and then a 50%³² spot check on a random sample of data (beneficiaries of EpC, A Ganar and Livelihoods) "in order to ensure the highest data quality and verify any potential inconsistencies." The M&E staff confirmed that these database verifications checked whether there were inconsistencies such as errors in the names, identity card for the beneficiaries, etc. In the CMEP, this task was assigned to the country-level M&E staff and the data coordinator. This procedure checked the quality (consistency) of the data already registered in the database, but

³² As stated in the last 2 TPRs and confirmed by project's M&E staff.

was not a verification of information in the field. The CMEP planned for this desk verification to occur every two months.

The efforts made by the project with regard to M&E were remarkable. Monitoring the beneficiaries and retaining them in the activities represented a large portion of the tasks for the IAs and the facilitators. The children's labor status was measured every 6 months through the POC.1 and POC.2 indicators. The monitoring team and the facilitators were strongly committed to collecting the data twice a year through the clock methodology.³³ This required working individually with every child in EpC.

As the project's objective was to reduce child labor among the different demographic groups (Indigenous, Afro-descendent and migrant populations), it may have been more effective to have a global index (a single or composite indicator). For instance, this could be an indicator based on the number of children's working hours, per province and per country, and another weighted global indicator for the whole project. This would provide useful data on the eventual reduction in the extent of children's engagement in labor, beyond whether they simply were or were not engaged.

5. What have been the benefits and challenges of developing a project like EducaFuturo in two countries, as opposed to implementing it in a single country?

EducaFuturo is a two-country project in which, with the exception of the activities for households with members with disabilities (implemented only in Ecuador), the interventions were similar in both countries.

The EducaFuturo team and the implementing agencies expressed more challenges than benefits with regard to working in two countries. In particular, except for FUDELA (Ecuador), the IAs did not have a particular interest in exchanging with the other country, with the exception of the adaptations for A Ganar. IAs were realistic and recognized that the exchanges among the IAs within the same country had been limited.

Notwithstanding the above, implementing agencies found it interesting to have exchanges about A Ganar adaptations, which was the main challenge in the services provided to the youth. FUDELA, as the leader in the A Ganar methodology, trained the other IAs both in Ecuador and Panama and that is why it had a more dynamic and participatory role in each of the countries. EducaFuturo provided an opportunity for MITRADEL/DIRETIPAT to consult with a Colombian expert on child labor. In addition, Partners and the ILO organized an International Virtual Exchange titled "Impact, Use and Application of Quantum Learning/EpC methodology." According to the October 2015 TPR, Ministry of Education officials from Ecuador, Panama, El Salvador and the Dominican Republic, along with USDOL-ILAB staff, participated in this virtual exchange, sharing best practices and lessons learned from the implementation of QL and EpC methodologies.

³³ This is a methodology where children are given a drawing of a clock and asked what activities and tasks they do during the day.

The EducaFuturo team has been coordinating the activities in the two countries through continuous virtual meetings. The Project Director said that while two Specialists (Education and M&E) were based in Quito, the project suffered a certain degree of imbalance. For the Project Director, it would have been better for the project to have one specialist in each country in order to empower both teams in Quito and Panama City. Although there was no time difference, several members in both countries expressed that the decision making process was too long when it depended on the other country. Specific challenges could be resolved by making quick decisions in the field; the project's long chain of command delayed the decision making process, as communication had to pass from facilitator to promoter to coordinator to IA to EducaFuturo in each country, to EducaFuturo central management (Project Director and Specialists), and eventually to POA. Thus, in practice, the team in each country has worked in a very autonomous way with the supervision and guidance of the three Specialists (Education, M&E and Livelihoods) and the Project Director.

Apart from the impressions of the team expressed above, there were some additional benefits and challenges, as described in the table below.

Table 3: Benefits and Challenges of Two-Country Implementation

Benefits	Challenges
Double validation of definitions and methods: the double review and verification by the two teams improved the quality of the implementation of these methodologies	A separate budget (e.g. for travel and events, in particular) is needed for a more effective exchange between the staff based in the 2 countries.
Some savings in administration costs linked to hiring only one Project Director and 2 Specialists for both countries (instead of 4 Specialists, 2 per country, that would have been required for 2 separate projects)	The differences among the provinces and <i>comarcas</i> in each country required adaptations not at national but at provincial and local levels.
Use of a single currency for the whole project even though it was implemented in two countries. This is a benefit exclusively for the case of these two countries, but not a general benefit for any other two-country projects when the exchange rate is not one to one.	Need to adapt to two very different contexts in terms of decentralization and the empowerment of sub-national levels.
Increases the expertise of the grantee because POA can apply methodologies in two countries and compare them within a single project.	Coordination with ILO-PPP in two countries. If the coordination was not simple because of the different scale of interventions of both projects, the need for coordination in the field within different national contexts posed additional challenges.
	Number of IAs and differences among them; there was a very different degree of capacity among the implementers in the 2 countries.

3.2 Implementation and Effectiveness

6. How effective has the project been in achieving its objectives? What have been the main factors influencing the achievement or non-achievement of the objectives?

According to the latest TPR available at the time of the evaluation, by April 2016 EducaFuturo achieved its targets as planned in the results framework (RF). Since the project was still finalizing its activities (for example, activities in Panama would not be finished before September 30th), there were no final figures for the **retained** children/youth available at the time of the evaluation because these activities were still in progress. The project provided the data in the following tables regarding beneficiaries who had already completed the activities and beneficiaries who were expected to complete them by end of the life of project. According to this information, EducaFuturo has achieved the target number of **enrolled** children, youth and households in the three main groups of activities (EpC, A Ganar and Livelihood interventions). The project has collected the data on beneficiaries who already completed the activities but, until the end of the life of project, no validated data will be available on the total number of beneficiaries who completed all activities.

The evaluator requested EducaFuturo to estimate the final scenario of retained children and youth. The tables in this section show this data (targeted, enrolled and retained beneficiaries per component). The M&E team provided the evaluator with updated data on the number of enrolled children and youth in EpC and A Ganar.

Table 4. Achievement of EpC Project Targets, Disaggregated by Implementing Agency and Province

Country	Implementing Agency	Province	# children targeted	# actual children enrolled	# actual children retained
Ecuador	EXPOFLORES	Imbabura	600	839	604
Ecuador	COMUNIDEC	Esmeraldas	500	590	492
Ecuador	FUDELA	Cañar	500	433	381
Ecuador	FUDELA	Azuay	500	722	585
Panama	APROTENGB	Bocas del Toro	400	512	410
Panama	FE Y ALEGRIA	Colón	510	510	451
Panama	FE Y ALEGRIA	C. Ngäbe-Buglé	480	534	402
Panama	EDUCAFUTURO	C. Emberá-Wounnaán	250	226	226
Panama	EDUCAFUTURO	Darién	200	231	140
	Total EducaFuturo		3,940	4,597	3,691

Source: data provided by EducaFuturo in September 2016.

The project has been very active in EpC enrollment and registered 18% more **children** than its initial target; thus, the project has achieved its intended targets. Cañar (Ecuador) and Comarca Emberá (Panama) were the only provinces with an enrollment rate below the target (-13.4% in Cañar and -0.09% in Comarca Emberá). There are some provinces such as Imbabura (ExpoFlores), Azuay (Fudela) and Bocas del Toro (APROTENGB) where the enrollment rate has been much greater than required, but where at the same time there has been a large number of

children who dropped out, so the number of children attending EpC at the time of the evaluation was very similar to the initial target.

Table 5. Achievement of A Ganar Project Targets, Disaggregated by Implementing Agency and Province

Country	Implementing Agency	Province	# youth targeted	# actual youth enrolled	# actual youth retained
Ecuador	FUDELA	Imbabura	119	118	80
Ecuador	EXPOFLORES	Imbabura	150	151	131
Ecuador	FUDELA	Esmeraldas	108	125	108
Ecuador	COMUNIDEC	Esmeraldas	30	32	32
Ecuador	FUDELA	Cañar	68	68	42
Ecuador	FUDELA	Azuay	245	251	191
Panama	COSPAE	Bocas del Toro	40	48	32
Panama	EDUCAFUTURO	Bocas del Toro	60	64	37
Panama	COSPAE	C. Ngäbe-Buglé	50	59	59
Panama	EDUCAFUTURO	C. Ngäbe-Buglé	60	107	99
Panama	COSPAE	Colón	150	155	105
Panama	EDUCAFUTURO	Colón	150	102	84
Panama	COSPAE	Darién	30	39	26
Panama	EDUCAFUTURO	C Emberá-Wounnáan	30	37	0
Total Project			1,290	1,356	1,026

Source: data provided by EducaFuturo in September 2016. Last update: July 30th, 2016 for Ecuador and June 30th, 2016 for Panama

The project has enrolled 1,356 **adolescents** among the two countries: 745 youth in Ecuador and 611 in Panama. The breakdown by province shows that the project has achieved the results per province as was expected. All the IAs, in particular in Panama, expressed difficulties in enrolling youth (e.g. providing an appealing idea for the adolescents).

Table 6. Achievement of Livelihood Project Targets, per Country

Country	# target households	# actual households
Ecuador	1,000	1,075
Panamá	600	600
Total EducaFuturo	1,600	1,675

Source: data provided by EducaFuturo in September 2016. Last update: July 30th, 2016

Concerning the **livelihoods** component, the project has achieved results that exceeded its targets. According to the last TPR (April 2016), 1,675 households have been enrolled (exceeding a target of 1,600): 1,075 households in Ecuador and 600 households in Panama.

Table 7. Achievement of Livelihood Project Targets, per Country and Province

Country	Implementing Agency	Province	Targets	# actual families
Ecuador	EXPOFLORES	Imbabura	300	375
Ecuador	FUDELA	Azuay	250	250
Ecuador	FUDELA	Cañar	250	250
Ecuador	COMUNIDEC	Esmeraldas	200	200

Country	Implementing Agency	Province	Targets	# actual families
Panama	FE Y ALEGRÍA	Colón	100	135
Panama	FE Y ALEGRÍA	Comarca Ngäbe Buglé	150	162
Panama	APROTENGB	Cocas del Toro	100	115
Panama	EDUCAFUTURO	Darién	150	97
Panama	EDUCAFUTURO	Comarca Emberá-Wounnán	100	91
	Total EducaFuturo		1,600	1,675

Source: data provided by EducaFuturo in September 2016. Last update: July 30th, 2016

The tables above (4 and 6) show a strong performance in Colón Province and Comarca Ngäbe-Buglé by Fe y Alegría. This IA supplemented the initial resources allocated for Livelihoods with an agreement with the Ministry of Agriculture of Panama (MIDA) to do trainings, which allowed Fe y Alegría to implement more livelihoods activities. Moreover, as stated in the October 2015 TPR, “Fe y Alegría established a collaboration agreement with MIDA, which granted Fe y Alegría an in-kind donation for 32 EducaFuturo households in the Comarca Ngäbe-Buglé. The in-kind donation includes seeds, fertilizers, small farm animals and training and support to these households, representing a value of \$32,000.” In Comarca Ngäbe-Buglé, Fe y Alegría partnered with Entreculturas, a Spanish nongovernmental organization (NGO), who provided them with additional resources for the trainings.

The project has achieved its targets in spite of several external challenges, such as:

Ecuador:

- Floods in 2015 and in the first three months of 2016, as well as an earthquake on April 16, 2016, affected project activities (in particular EpC) in Esmeraldas and Imbabura. The earthquake delayed the implementation of activities and provoked households to migrate. The school calendar was also modified in coastal regions. This is the reason why the EpC and A Ganar groups were reorganized and EducaFuturo adapted them to the new school calendar.
- In addition to this, the reorganization of schools in the country caused the closure of some of the schools where EpCs were working. EpC groups had to be reorganized to adapt to the new situation. It was necessary to merge groups or change the location where EpC was being implemented in order to facilitate the attendance of children.
- Government collaboration with external aid projects was reinforced after the oil crisis affected the country’s economy.
- Protests/teachers’ strikes involved the closure of some schools, a fact which caused some additional delays during implementation. To address this challenge EducaFuturo updated its implementation plans, increased the number of days per week for EpCs and implemented additional activities (e.g. developing skills at home and completing educational and recreational activities at home or in the community linked to skills learned during EpCs). This allowed the project to achieve the goal of offering 700 hours of classes by adapting the EpC and A Ganar methodologies to the local context.

- Public health crises caused a decrease in children’s attendance at project activities because parents were concerned that their children would be exposed at school to the chikungunya or dengue and, later, to zika. The project adapted to this challenge by updating its implementation plans: Increasing the number of learning days per week, including additional activities within EpC and A Ganar methodologies (for example, weekend activities), etc.
- Budgets allocated for municipalities by the National Government suffered a reduction due to the drop in the price of oil. This was a challenge for implementing agencies because GADs were one of the most important project counterparts. In response, EducaFuturo maximized the use of the available resources and looked for additional funding sources. Many of the Agreements with the GADs were signed before budget reductions became effective, so these resources were available for the project.

Panama:

- The meal program for schools (supply and distribution) was temporarily suspended and EpCs had to generate extra resources to cope with this problem, such as collaborate with private agencies, campaign in other schools to collect additional funding, or hold a funding campaign on the local media (done by Fe y Alegría).
- EducaFuturo terminated the Agreement signed with APRODISO and initiated the provision of direct services in Darien. APROTENGB continued to partner with the project but EducaFuturo also initiated the provision of direct services in Bocas del Toro in 2016. The project had to look for two coordinators for Darién and Comarca Emberá, as well as for Bocas del Toro province, and it was necessary to update the initial implementation plans by increasing the number of days per week in EpC/A Ganar and adding supplementary activities within the frame of the EpC/A Ganar methodology.
- Teachers’ strikes (and road closures) triggered delays in EpC implementation, as most of the facilitators were teachers. This challenge was addressed by revising the implementation plans for activities.
- Violence was prevalent in the city of Colón. An additional team member was engaged by Fe y Alegría to work in dangerous areas in order keep contact with some young beneficiaries. Fe y Alegría decided to strengthen the initial staff with this profile due to the difficulties contacting the youth in some districts in Colón and because there was a real risk when implementing the A Ganar groups in these areas.
- There was a lack of appropriate school infrastructure for project activities in remote rural areas (Indigenous Comarcas). EducaFuturo, through the facilitators/coordinators, appealed to the communities to support the improvement of these locations. For instance, in Lajas Blancas the community assigned a space that needed to be improved with some light security measures, such as a banister to avoid risks for children.

Concerning the internal factors that have been challenges for the project, the most relevant were linked to some delays in the start-up of activities. These included:

- The need to replace the original IAs in Ecuador.

- The time needed for training the IAs.
- The time needed for completion of the CMEP.
- The time it took to develop and implement the baseline survey fieldwork, moreover given that the information provided by the same was used to identify project beneficiaries. EducaFuturo used the services of a non-specialized firm for the first baseline; this may be an explanation for the quality-related issues initially observed in the baseline survey. The difficulties experienced during the first baseline survey generated delays and affected the quality of the data obtained (which in turn affected the endline).
- The time needed to carry out preparatory meetings with the Ministries in each country.

These occurred during the first year of the project, and the baseline report was updated during the second year (2014).

7. How did the project adapt its strategies to the different target groups and/or implementation challenges in both countries?

The institutional differences between both countries made it necessary to do a general adaptation of the project in each country. In the case of Ecuador, during the first part of the project, the Government was reluctant to work with NGOs and projects funded by the US. This caused some delays and made the project look for agreements with the Ministries to support its work in the field. For example, a number of school directors in Ecuador asked the project for written authorization from the Ministry of Education in order to implement EpCs in their schools. There were more formal procedures in Ecuador than in Panama. Panamanian National Authorities did not sign any formal Agreement. On one hand, the Panamanian authorities were more flexible regarding the implementation of activities and the project experienced no problems entering the schools; on the other hand, due to political issues derived from the change in National Administration, the new authorities were not in favor of signing any agreement. Although this may seem to be a more informal relationship, it was effective.

Apart from the national level institutional framework, and due to the differences among the provinces in both countries, it was necessary to adapt activities and tailor them at the field level to ensure the success of the project. The most important adaptations had to do with educational and livelihoods-related activities:

Espacios para Crecer

- A translation of the student's book (and facilitator guide) into Kichwa was needed for the indigenous communities in Ecuador.
- The implementation in Ecuador was done in two cohorts, with the exception of ExpoFlores.
- In communities where a native language is commonly spoken, it is usually the mother tongue for children. Therefore, when working with young children, the use of their mother tongue makes learning more enjoyable and fosters greater involvement (i.e.

indigenous communities in Comarca Emberá, in Panama). The project used locally-based facilitators that were able to speak the local indigenous languages when needed. Older children are also fluent in Spanish, so the use of the latter was not a challenge for them.

- In order to achieve the required 700h for the EPC, the number of days per week was increased for the most recently approved EpCs in cohort 2 and additional activities were developed: E.g. development of skills at home and completing the educational and recreational activities linked to skills learned during EpC on the weekends, during after-school events, and through community festivals, sports activities and video blogs, among others.³⁴ The 700h threshold was required by the project, although such number is not a methodological requirement by QL.³⁵ The delay in starting the second cohort reduced the time available for the follow-up of children in cohort 2.
- According to facilitators and some IA representatives' opinion, the project's requirement of completing 700h for the EpC introduced an unnecessary stress related to accomplishing a certain threshold number of teaching hours.

A Ganar

- As mentioned before, the project adapted the methodology for youth from 14-17 or 15-17 years old, depending on the country. The original methodology was more oriented towards integration to labor, which was not appropriate for youth who were still attending school. Thus the approach of phases 2 and 3 was adapted to be more oriented toward the development of entrepreneurial skills rather than placement in the labor market, particularly in areas with limited employment opportunities. They were flexible with regard to the inclusion of new thematic units (gender, sexual education, labor rights, financial and managing training, citizenship rights, etc.) and the reduction of the original vocational-technical approach in these phases.
- Due to difficulties in finding youth that met the requirements to attend A Ganar (in particular, brothers or sisters of children participating in EpC were prioritized), EducaFuturo opened A Ganar to the youth who met the selection criteria and worked more on the prevention of adolescent labor (aiming toward decent work) rather than in the eradication or reduction of child/adolescent labor.
- Internships in local companies were substituted, when necessary, with practicums at Universities, community fairs or the implementation of light entrepreneurships (e.g. raising chickens, gardening, services for the community, natural risks training, etc.).

³⁴ Source: TPR October 2015, page 35

³⁵ ENTRENA, the Dominican Republic company leader in EpC that trained EducaFuturo, was consulted about this adaptation. Entrena confirmed that there were no methodological objections to this adaptation. Therefore, the adaptation is correct from a methodological point of view and has permitted to achieve the targets in terms of enrolment of beneficiaries.

- The pilot project of A Ganar for disabled youth (Gualaceo-Azuay, Ecuador) was implemented, due to the special needs of this group, by two facilitators: A psychologist and a technical facilitator.
- The timetables were adapted in Quebrada de Loro and Tolay (Comarca Ngäbe, Panama). The consensus with parents and youth was to hold the trainings on Saturdays and Sundays, in order not to disturb other youth activities during weekdays.

Livelihoods

- The households were selected in each area according to multiple criteria, such as: The number of children in the EpCs; households that could not afford basic needs; households with special needs; households with members with disabilities; and meetings IAs held with the households.
- The selection of livelihoods activities was done in coordination with the households (mothers of children in EpC) and after a market survey on the possibilities of entrepreneurship in local markets.
- The products to be supported by livelihoods activities were selected depending on local market opportunities. Training aimed not only to expand beneficiaries' technical capacities but also to increase their abilities to sell the products.
- EpC and livelihoods interventions were closely linked in that the livelihoods activities were initiated once the attendance of the children was assured during the first year of EpCs. Only parents of children with a sufficient attendance level to the EpC were eligible to take part in the livelihoods component. This contributed to a long delay in starting the livelihoods activities.³⁶
- Provision of seed capital for livelihoods activities was part of the overall livelihoods strategy for parents (households) who were attending training/awareness activities and sending their children to the EpCs. This was a small adaptation attempting to make the procedures easier to award seed capital among the families.
- Trainings were tailored to the existing capacities of the households and their products. Some examples of the variety of entrepreneurs developed and the approaches used are as follows:
 - Straw hats (Azuay, Ecuador): This intervention supported mothers' existing capacity by creating an added value to the hats that they were already making.

³⁶ The MTE stated that "it was unclear why the livelihoods component did not start until a full year after the EpC and A Ganar activities", MTE, page 10.

- Cocoa (Bocas del Toro, Panama): Mothers received technical support from the Farmer to Farmer project and EducaFuturo is providing technical support as well.
- Bread (Imbabura, Ecuador): Mothers had a minimum knowledge about the process but they had not previously made bread for sale.
- Guinea pigs (*cuyes*) (Azua, Ecuador): Being a traditional domestic animal in the household, the training developed new capacities for mothers in support of more efficient raising practices.
- Chickens and pigs: These entrepreneurship were developed in cases where no other alternatives were available and when it was necessary to guarantee the households' subsistence. This was the case for some rural isolated communities in Comarca Emberá or Darién (Lajas Blancas, El Salto, etc.).

With regard to the **establishment of public-private partnerships**, the project has also adapted its strategies to the political and institutional context of each country. In Ecuador, EducaFuturo invested resources in identifying which would be the best way to collaborate with government and priority was given to the GADs, e.g. the sub-national governments. For Panama, the efforts have been concentrated on the creation of Monitoring Committees on Child Labor (Comités de Vigilancia), given that agreements with local public bodies were not possible due to their limited legal and administrative powers and scope of action. These committees were the link in the field between public administration, the private sector and civil society. A specific assessment on the political context of the countries and a mapping exercise of the political stakeholders in the same would have been useful during the first year of the project (while the CMEP and baseline study were being carried out) for the early identification of partnerships.

8. How has the project engaged with key stakeholders, including the Governments of Ecuador and Panama and the ILO-led public policies project? Has it been effective? After project implementation, are target stakeholders (representatives of institutions and communities) more aware about the exploitative character of child labor?

Outputs 6 and 7 (in the solicitation and technical proposal) and IO5 (in the CMEP) describe the tasks needed for coordinating with public and private stakeholders in the countries. This coordination and engagement has a similar approach in each country, although there are relevant differences. The following table summarizes the main findings on this issue:

Table 7. EducaFuturo's Engagements with Private and Public Institutions in Ecuador and Panama

Type of Engagement	Ecuador	Panama
<ul style="list-style-type: none"> ▪ Engagement with the national level: Labor, Education and Social Affairs Ministries/ sectors 	<p>The project has signed 3 agreements with the Ministries of: a. Labor (exchange of children's data and providing data for the SURTI); b. Education (exchange of children's data and authorization to implement EpC in the schools) and c. Economic and</p>	<p>No agreement has been signed with the Ministries. The transition from one National Administration to the next did not make it possible for the project to sign formal agreements with the Ministries. Instead, the collaboration has been implemented through "letters"</p>

Type of Engagement	Ecuador	Panama
	<p>Social Development (transferring the A Ganar methodology for people with disabilities).</p> <p>In the case of Imbabura, the Ministry of Agriculture (Ministerio de Agricultura, Ganadería, Acuicultura y Pesca) has also been a partner in Livelihoods component's activities, with no cost for the project (trainings in gardening and raising animals).</p>	<p>requesting support for specific activities and tasks.</p> <p>The Ministry of Agriculture (MIDA-Ministerio de Desarrollo Agropecuario) in Panama was also involved through Fe y Alegría, providing materials for 34 families.</p> <p>Support of the Ministry of Education supported the QL trainings where MEDUCA teachers participated, as well as the distribution books donated by the International Book Bank (IBB).</p>
<ul style="list-style-type: none"> ▪ Engagement with the subnational level 	<p>The level of decentralization of public administration in Ecuador made it possible to work with the GADs (at Provinces, Cantons and Parroquias).</p> <p>With some Cantonal GADs (Quinindé, Otavalo, Gualaceo) there were agreements for the implementation of project activities as well as with Parroquial GADs (i.e. Principal, Viche, Cumbe).</p> <p>The agreements with these institutions provided additional resources to the project: E.g. logistics, participation in local events, local staff for trainings, meals for children, health kits, etc.</p>	<p>In Panama, the government is not very decentralized. Therefore, the project opted for developing Monitoring Committees in some municipalities. The Committee in Changuinola (Bocas del Toro) where the ILO-PPP is also working is the main example in Panama.</p> <p>Fe y Alegría and Aprotengb have been working on setting up Parents Committees in the communities to follow-up and ensure the sustainability of children's protection systems after the end of the project.</p>
<ul style="list-style-type: none"> ▪ Engagement with the private sector 	<p>-</p>	<p>Due to the unexpected need for meals for participants in EpCs, Fe y Alegría, with the support of COOBANA, implemented a large-scale strategy in private and public schools, around companies and through advertisements in order to collect food and financial resources for children to have lunch and snacks.</p> <p>EducaFuturo has been developing the IIECL Task Mapping and Corporate Social responsibility (CSR) study with the banana and coffee sectors in Panama.</p>
<ul style="list-style-type: none"> ▪ Engagement with training institutions 	<p>The SECAP (National Training Body) is the Government's official certifier for training. The project has tried to involve this institution in the trainings or the certification of diplomas. In</p>	<p>The INADEH (the Panamanian equivalent to SECAP in Ecuador) did not work with persons under 18 years old until 2016. It could not be a partner for</p>

Type of Engagement	Ecuador	Panama
	<p>Imbabura, for instance, SECAP moved to Otavalo for the Livelihoods trainings.</p> <p>The project has also collaborated with some Universities (Universidad Técnica del Norte, Universidad de Panama, Universidad de las Américas, Universidad de Cuenca, Centro de Innovación y Desarrollo Tecnológico, Universidad del Azuay, Universidad Católica del Ecuador).</p>	<p>the project in A Ganar because of the age of project beneficiaries (14-17 years).</p>

EducaFuturo has also collaborated with the ILO-PPP, especially after the MTE recommendation. Although the two projects have a different scope (EducaFuturo is a direct services project and ILO-PPP is a public policy project) they have some similar outputs which allowed them to collaborate and maximize the resources and capacities of both projects (e.g. the issues of sharing knowledge, awareness raising, and addressing people with disabilities [in Ecuador]). Specific activities in which collaboration was possible included:

- A virtual event was held with several countries of the region to exchange about child labor issues, recommendations and best practices, and to share knowledge regarding the study on people with disabilities in Ecuador.
- A study on disabilities and child labor was conducted in Ecuador. EducaFuturo provided the project’s database on households and children with disabilities as an input for the study.
- EducaFuturo collaborated with ILO-PPP in the dissemination and awareness-raising for the revised list of hazardous activities which was approved by the Decree #1 of January 2016, in which ILO had worked closely with the Government of Panama.
- Both projects are working in Viche (Ecuador) and Changuinola (Panama). This has benefited the Parroquia of Viche because capacity building has been provided in a coordinated way by the two projects. Comunidec was the common IA for both projects and received capacity building.

9. Were the recommendations and lessons learned from the midterm evaluation integrated into the project’s strategy and/or implementation after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?

In Annex E of the October 2015 TPR, “Update on Project Activities in Response to Evaluation and Audit Recommendations,” EducaFuturo project staff explained the measures taken to apply the MTE recommendations. The evaluator verified the information in Annex E with the EducaFuturo teams in both countries and reviewed various materials, including those used by the facilitators for monitoring children and the Guide on EpC-Quantum Learning made by the Education Specialist to train facilitators. Fieldwork confirmed that the facilitators had received

regular training (described in Annex E). In the cases of children's absenteeism, facilitators and coordinators visited the households to learn about the reasons for a child's absence. They also tried to provide children with the means to keep them updated with EpC's tasks in order to avoid dropout. Entrena also confirmed that the EpC guides had been revised according to the midterm recommendations. They explained that they had used some materials from the methodology "Espacios para Emprender" and adapted these to "Espacios para Crecer" for the older children (Líderes/Cóndores guides).

After reviewing that the recommendations listed in the Annex E had been implemented, the evaluator analyzed which other measures had been put into place. The following paragraphs focus on the recommendations that were not addressed in Annex E of the October 2015 TPR.

Education: "Confirm each EpC has adequate materials and space"

MTE Recommendation: While the quality of the facilitator should be the project's primary focus for its EpCs, it is also important to confirm that all EpCs have the appropriate materials to conduct EpC activities and adequate space for all participants, including chairs and desks. In those cases where supplies or space are inadequate, EducaFuturo should work with its implementing agencies and local and national government counterparts to fill the gaps (MTE, page 35).

It has been quite difficult for the project to influence the nature of the spaces provided by the municipalities or the communities, especially in the case of rural communities. For instance, in Darién the migrant crisis on the border with Colombia caused the buildings used by EpC to become occupied by third parties. In other cases, the room provided by the community (e.g. El Salto) was improved with safety measures. In practice, the project had limited capacity and means to change/improve such spaces because these were allocated by schools or communities. When needed, EducaFuturo's coordinators and facilitators in the field tried to negotiate with schools and communities to obtain better spaces. In general terms, with the exception of the cases mentioned above, the spaces provided for the EpCs were similar to the conditions prevalent in local schools and adequate for children.

Regarding the materials used by the children, these were adequate because the EpC manuals were provided by Educafuturo along with other supporting materials such as crayons, paper, etc.

Youth: "Conduct careful Monitoring of A Ganar and adapt the A Ganar message and methodology to its beneficiaries"

MTE Recommendation: It is critical for POA to closely monitor progress of A Ganar over the next six months, particularly in Panama, as this period will require significant efforts by its implementing partners to get A Ganar on track. EducaFuturo should set weekly and monthly targets to ensure that adequate progress is being made. Furthermore, EducaFuturo should ensure that CoSPA and other implementing agencies are clear on the roles and responsibilities associated with starting new A Ganar groups in a particular community (MTE, page 36).

While the project addressed the monitoring of A Ganar in the October 2015 TPR Annex E, it did not describe the adaptation of A Ganar's messaging. During fieldwork the evaluator brought this up to the EducaFuturo staff, the IAs and the facilitators/coordinators involved in A Ganar. There were a variety of responses, ranging from keeping the current methodological structure of A Ganar (especially in Panama), to the inclusion of new sections in each phase, or reinforcing life skills and reducing the vocational-technical components (in Ecuador). There were no specific instructions for the IAs so they adapted the methodology depending of the local context and children's needs. According to the IAs, coordinators and facilitators, A Ganar was adapted intensively in Ecuador, while in Panama it was more limited. In both cases, the main idea was not to help youth enter the labor market but to provide them with life skills. The evaluator did not find evidence of any differences between the two countries in terms of results.

As in the case of EpC, EducaFuturo strengthened the monitoring of A Ganar by increasing the exchanges between the project staff in charge of A Ganar with the facilitators and the IAs in order to achieve the targets.

Stakeholder Coordination: "Prioritize collaboration with the ILO"

MTE Recommendation: EducaFuturo and the ILO Public Policy Project should seek areas of collaboration in the remaining period of performance, particularly in research efforts and awareness-raising MTE (page 37).

Although collaboration among both projects came in late, due to unclear expectations about the form it should assume and each project's focus on their own programmatic priorities, the project took into account the MTE recommendation and reactivated the efforts to collaborate with the ILO-PPP through periodic meetings and phone exchanges.

In addition to what was explained in the Annex E, EducaFuturo and ILO-PPP overlap in two geographic areas, one in each country: Quinindé-Viche (Ecuador) and Changuinola (Panama). In Quinindé-Viche, Comunidec is the IA for both projects which has permitted coordination between the projects and the empowerment of the Cantonal (Quinindé) and Parroquial (Viche) GADs. In Changuinola, EducaFuturo helped create the Monitoring Committee (Comité de Vigilancia de Changuinola) and the ILO-PPP should support this Committee during the phase-out of EducaFuturo. Collaboration has already started for this purpose.

Stakeholder Coordination: "Ensure active and regular communications with Government and enhance role of the Embassies"

MTE Recommendation: It is incumbent on EducaFuturo to reach out to their counterpart ministries in both countries to update them on the project's progress and follow up on areas of potential cooperation (MTE, page 37).

The evaluator observed that there was a lack of knowledge about EducaFuturo in the US Embassy in Quito due to: (1) Changes in staff nearly every year, and (2) Lack of information or materials provided by EducaFuturo to the Embassy. The situation was similar in the US Embassy in Panama City for the same reasons. The evaluator's meetings with Embassy staff were useful to introduce the project to them. In the last four TPRs there was only one mention

of the Embassy in Panama (April 2016 TPR), regarding a potential visit of the US Ambassador to project target areas.

10. Are there any lessons learned about specific economic sectors regarding the types and efficacy of the services offered?

Section VII of this report describes the general lessons learned of the evaluation. Thus the following paragraphs only address the lessons learned related to the main findings of the International Initiative for the Eradication of Child Labor (IIECL) studies on the participation of the private sector within the project.

IO5: Public and private institutions implement CL prevention/eradication activities in project-related economic sectors or zones of intervention: Besides the participation of private sector entities as IAs in the project (ExpoFlores, COSPAE, APRODISO; APROTENGB), IO 5 has a component related to specific economic sectors in both countries. EducaFuturo engaged the IIECL to carry out a Corporate Social Responsibility (CSR) Review and a Task Mapping on the coffee and banana sectors in Panama and the palm oil sector in Ecuador. The project planned to collaborate with the *Asociación Nacional de Cultivadores de Palma Aceitera* to study the palm oil sector. However, once the scope of the study was known, the Association decided not to be involved.

The coffee and banana sectors in Panama showed interest in the initiative. DIRETIPAT³⁷ considered the coffee sector to have a high demand for child labor. Moreover, traditionally this is a closed sector and it is difficult to work with them, so involving the coffee sector through the IIECL has been a success of the project.

The IIECL studies provide detailed analysis on the value chain in the different sectors. The studies focus on the CSR review and task mapping exercise, as well as on the Code of Conduct, and try to show what kind of labor activities adolescents may carry out within a sector. The aim of detailing the activities and sub-activities is to be realistic and, instead of prohibiting the adolescent from working in a whole sector, determine what parts of the value chain may be safely carried out by a 15-17 year old adolescent.

The stakeholders in Panama showed great interest in the results of these studies; in particular the DIRETIPAT and the National Council of the Private Sector (CONEP) are willing to revise the approach for these two sectors based on the results, especially in the coffee sector.

The main lessons learned from this experience would be the following:

- CSR is an appealing issue for private companies. Linking CSR and child labor seems to be a very positive way to introduce child labor issues in the companies' agenda.

³⁷ As stated by the Director of DIRETIPAT, Panama, on August 10, 2016.

- When the benefits of not using children in the value chain are explained, companies are more open to listening, in contrast to the negative focus on fines and penalties frequently used by labor inspection departments.
- The more a company is involved in exporting its services/products, the more it is usually interested in reducing child labor. The coffee sector, a traditionally closed sector, was open to the IIECL methodology in part because it was necessary for them to show their products were free of child labor in order to continue exporting.

11. Did the technical support given to families with disabled members improve the living conditions of these people and decrease CL?

The project had two approaches for working with people with disabilities in Ecuador. On one hand, the project collaborated with the Government by referring people with disabilities to national social services/programs. Many of the people with a disability do not have the official card identifying them as such. For this purpose, the project provided them with transportation to the health centers where the level of their disability could be classified and then to the Ministry of Economic and Social Inclusion (MIES) in order to access a disability card, when available.

On the other hand, these actions have been supplemented by the provision of crutches, hearing aids or glasses for children with disabilities and/or their relatives. The school's Inclusion Support Units (*Unidades de Apoyo a la Inclusión, UDAI*) determine children's specific needs. These Units (based in the schools) provided EducaFuturo with the list of the children (and as possible, households) with disabilities. This list was used by EducaFuturo to contact these beneficiaries and work with them.

In addition, the project has developed the *A Ganar for youth with disabilities* intervention in Gualaceo which reached 23 youth. This A Ganar group was part of the pilot project designed for Ecuador and all the youth who attended were officially classified as people with disabilities (mental and/or physical). For the implementation of this A Ganar group, there were two facilitators (a psychologist and a chef) in order to address the different phases of the A Ganar methodology in a more integrated way, according to the special needs of the youth. The use of pedagogical methods to make learning more enjoyable has been highlighted by the facilitators as key for the success of this experience. In MIES' point of view, an additional success was that A Ganar not only provided training (there are already trainings being provided for people with disabilities) but encouraged these young people to implement what they learned. Thus, this is a more active type of training that promotes the employability of the youth (at least of a part of the participants).

Concerning the improvement of living conditions, the project had the same livelihoods approach for both households with and without members with disabilities. However, the households with members with a disability have been prioritized for the livelihoods interventions.³⁸ The results

³⁸ According to project staff, they had priority to participate in the EpC/A Ganar and Livelihoods interventions over other households in the same situations but with no members with disability.

for these households are included in the regular EducaFuturo monitoring system (it is not recorded separately). Therefore, there is a lack of objective and comparable information on the specific results obtained with this group.

Additionally, the project complemented its regular services to these households by providing specific technical assistance for the members with disability (children and/or relatives). As mentioned previously, this aid was provided in the form of specific supports to better integrate people with disabilities into the family/community and improve their ability to walk, to hear or to see. A mother who attended the Livelihoods activities in Principal thanked the project for the glasses she had received, as it had become more and more difficult for her to make the *toquilla* straw hats without the glasses. Twin sisters in the Parroquia of Principal (Azuay, Ecuador) said that before receiving their glasses they could not see the blackboard or play in some games. The UDAs have also been strategic partners in identifying these needs. This assistance has been useful to complement the main services provided by the project.

In addition, since the number of families with members with disabilities that were actually registered was lower than the figures in the baseline survey, the project increased the scope of the technical support provided to families and included children with learning disabilities, as explained by the Education Specialist.

When the project investigates the link between its activities and a reduction in child labor, it may be useful to specifically address the issue of disability. The project has not provided detailed information about this link and the IAs do not have systematic information on this issue either, so conclusions on this subject are not possible at this point. In the endline survey it would be useful to include a special analysis of the families with members with disabilities for a better understanding of this matter and to explore whether there are differences between these families and other project beneficiary households.

3.3 Sustainability and Impact

12. How does the grantee's exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended?

EducaFuturo has developed exit strategies for the implementing agencies as well as for its different types of activities. The project provided the evaluator with the exit strategy for the EpC methodology, which was addressed to the IAs and the coordinators and described the steps for phasing out the EpCs. The main activities to be done are as follows:

- Thank the partners in each community - families, schools, teachers, directors, NGOs, private companies, public entities, etc. - which have collaborated in project implementation.
- Conduct meetings with key stakeholders in the provinces to analyze their involvement in the project and their expectations, as well as to detail the sustainability procedures and future partnerships.

Sustainability was one of the key issues discussed during the interviews with POA, EducaFuturo staff, IAs, school directors, facilitators and the beneficiaries (parents, in particular). Generally speaking, project's educational strategies seem more sustainable than livelihood ones. The elements contributing to the sustainability of project interventions may be summarized as follows:

Continuation of Implementing Agencies' activities:

The IAs will continue to be in the field working with most of the beneficiaries:

- Comunidec is working with the ILO-PPP in Esmeraldas (Canton Quinindé, Ecuador) and will continue to support local empowerment in the fight against child labor.
- ExpoFlores has scheduled a continuation of the EpC and A Ganar methodologies (with adaptations) for children and youth of ExpoFlores' workers in the provinces of Imbabura and Pichincha in Ecuador.
- FUDELA is the leading agency in A Ganar and the representative of POA in Ecuador.
- Fe y Alegría will continue working in the communities and implementing the "*Familias Unidas*" program in parallel with the livelihoods initiative.
- APROTENGB has obtained funding from the CentroAmerican Fund to replicate A Ganar for youth.

Strengthened GADs:

The project has worked with a number of GADs (both at the Cantonal and Parroquial levels). While the Parroquial level supported the activities, the Cantonal GADs have more administrative powers and resources to support the sustainability of project's actions. Quinindé, in Esmeraldas (Ecuador), is being strengthened both by EducaFuturo and ILO-PPP; it developed a mapping of child labor in the canton and approved a local Ordinance against child labor. Otavalo is perhaps the most developed municipality with which the project has worked in Ecuador. Otavalo has significant previous work experience with children (local school), youth ("My Young Space") and people with disabilities ("Renacer"). The project has introduced the issue of child labor in local policies, making the most of the previous programs implemented in this zone.

Monitoring Committees:

EducaFuturo created a Monitoring Committee in Changuinola, and Fe y Alegría has strengthened the Parents Committees in the communities where they have worked. The Changuinola Committee is a good practice of the project but it still needs support.

Quantum learning trainings for Ministries of Education and Teachers:

There is a very positive attitude in the Ministries and among the teachers about the Quantum Learning methodology. All the teachers (in individual and group interviews) expressed the benefits and described the way they changed their teaching methods after receiving training

from the project. The Ministry in Panama has already replicated the trainings and scheduled the next training for trainers.

Trained teachers in the schools:

The facilitators-teachers were trained in QL and EpC methodologies and can replicate this process in their schools. This is relevant in Panama because the majority of facilitators were also teachers in the schools, and both teachers and schools are allowed to change the teaching methodologies to achieve/improve results. In Ecuador, the percentage of facilitators-teachers is lower than in Panama and thus they would be less likely to see this effect.

Transfer of the A Ganar methodology for people with disabilities to the MIES:

The Ministry of Economic and Social Inclusion and EducaFuturo are expected to sign an agreement for the A Ganar methodology to be transferred to the MIES and replicated with people with disabilities. While they are still active, EducaFuturo will provide all the materials and the methodology used during this A Ganar group and will support the MIES.

13. What are the apparent effects of the project on government and policy structures, in terms of changes in education and child labor matters?

EducaFuturo provides direct services, whereas the ILO-PPP is a policy-oriented project. This means that one of the complementarities between the two projects is ILO-PPP's main role in affecting policies and structures, while EducaFuturo is more focused on developing agreements for the sustainability of its activities and the implementation of each country's current regulations.

However, Output 6 of the solicitation and IO5 of the CMEP included "support to government and policy structures within the activities to be implemented." The CMEP explained that the project should collaborate with the Governments of Ecuador and Panama to develop special child labor eradication or prevention initiatives.³⁹

As highlighted before, the unique institutional contexts in Ecuador and Panama led to different approaches in each country:

Ecuador

- Even if EducaFuturo is not a public policy-oriented project (as in the case of the ILO-PPP), three agreements were signed with Ministries (Education, Labor, Social Inclusion) although only one is directly linked with a continuation of project activities: A Ganar for people with disabilities, which will be implemented by MIES. The A Ganar methodology is expected to be incorporated within MIES through a legal regulation before the end of 2016, if possible, or before the next general elections in 2017. In addition, EducaFuturo

³⁹ CMEP, page 13, Intermediate Objective 5, second point.

has strengthened the GADs by making the challenge of child labor visible and empowering them in the fight against child labor.

- Through project support, the cantonal level GADs in Otavalo and Quinindé have approved district decrees on child labor and on the protection of children's rights. While Otavalo already offers well-structured services, Quinindé must begin developing these activities. In the case of Gualaceo, there has been significant work related to awareness-raising but a formal decree or ordinance has yet to be implemented by the local government.

Panama

- No formal agreement has been signed with the Ministries because of the change of Government. Ministry staff are not in favor of signing Agreements and it takes a long time to approve them, if they are approved at all.
- The Ministry of Education has appropriated the trainings received in QL and is replicating them for Ministry staff and teachers, although no change in general educational policies or structure is expected.
- The project has not worked with local government bodies because the public sector is not very decentralized in Panama. The Ministries have served as EducaFuturo's counterparts in the country.
- In the case of Panama, the project has been successful in introducing the issue of child labor in indigenous communities, where it was not previously seen as a problem. Local indigenous leaders supported the development of project activities to reduce child labor. The indigenous communities, which have their own government systems in Comarcas Emberá and Ngäbe, have given all the needed permissions for the project to be implemented and have provided the spaces for the activities when it was necessary. As the Project Director stated, this was a very important step because even if they were not officially supporting the eradication of CL, they were permitting a child labor eradication project to be present in their communities. In fact, the Chief of the Comarca Emberá attended a workshop organized by the project on August 8, 2016, which included a presentation of progress on the IIECL study, and the evaluator had the opportunity to talk informally with her.

14. What are the apparent effects of the project on partners and other organizations engaged in the fight against child labor in the country (NGOs, community groups, schools, National Committees against Child Labor, etc.)?

This section analyzes the effects of the project on the different groups listed above.

Implementing Agencies:

- Their capacity to implement monitoring procedures has been strengthened due to the well-developed monitoring system required by USDOL. Most of the IAs were not used to such a demanding monitoring system and the use of a CMEP. This has helped them to become more systematic and to have a more results-oriented approach.

- They have enriched their approach to the problem by working in an integrated action-oriented project. Through the project the IAs have gained experience in implementing educational activities and in working in parallel with youth through a comprehensive approach that supports children from childhood to adolescence. Moreover, they have complemented this by carrying out livelihood interventions for families. The project has been a challenge for the IAs but has also increased their capacities and experience, which will help them in future projects.
- The implementing agencies' capacities have been strengthened through the training received and the M&E procedures they learned to implement. IAs will be able not only to replicate the activities but also to provide an adapted, results-oriented monitoring system. Several IAs did not have previous experience providing livelihoods services, and their participation in the project has opened a new approach to implementing social projects and improving communities' living conditions in an integrated way. For example, the livelihoods approach is now being used in other projects by Fe y Alegría in Panama.
- EducaFuturo strengthened APROTENGB's capacity for administration. This IA is an association of professionals with a limited permanent structure (including number of staff) but with significant experience in the Ngäbe community, and it was a good partner in Bocas del Toro and Comarca Ngäbe. In spite of the issues that arose during implementation, APROTENGB has obtained new resources from the CentroAmerican Fund to continue implementing A Ganar in Comarca Ngäbe and Bocas del Toro. EducaFuturo supported their application for these resources.
- Through their CSR program, ExpoFlores has been working to improve the life and labor conditions of its workers. ExpoFlores has been empowered by the project with regards to its capacity to implement EpC and A Ganar. This agency is going to replicate these models on its own in the provinces of Imbabura and Pichincha in Ecuador. Before participating in the project, ExpoFlores did not know about these methodologies and would not have been able to implement such an ambitious plan.

Schools:

- EducaFuturo has shown that the methodologies work well. The project has demonstrated that the traditional school system and EpC/A Ganar may be combined and that academic performance is better for children who are involved in the EpC.
- The school teachers who worked as facilitators have been trained by the project to use the Quantum Learning methodology in their daily activities. These teachers-facilitators are a benefit for the school as they may replicate the training among the rest of teachers. This increased capacity will remain in the schools and the school directors should take ownership with regard to replicating this training in their schools.

- EpC is a methodological example for schools in Panama regarding the implementation of after-school activities for children.⁴⁰ The first schools where the *Jornada Extendida* program has been implemented in Panama were in Nuevo Vigía and Nuevo Progreso communities, and EducaFuturo is also working in these locations. Thus the *Jornada Extendida* program can learn from the EpC experience, as they have several points in common: Both programs required the attendance of children/youth beyond the regular school schedule, conducted extra-curricular activities for their beneficiaries and provided school tutoring. Both programs needed to respond to the need to provide meals for the students.

Communities:

- The facilitators were selected from within the communities in order to support the sustainability of project activities. They have become great resources for these communities, in particular for the rural communities where there is a limited number of resources and training. The facilitators were trained in child labor related issues and will contribute to awareness-raising in their communities.
- The project's effects on indigenous communities in Panama were especially relevant as the project had to obtain permission from indigenous leaders to implement its activities in their territories. The indigenous leaders, in spite of not having a formal, written agreement on the elimination of child labor, have supported the implementation of this project against child labor, which is an important step towards creating awareness about the problem and including child labor as a visible issue in the social agenda of these communities. This implies that the leaders have approved the inclusion of child labor as an issue to be discussed in their communities, which is an important step to reducing child labor and making it more visible.
- The awareness-raising activities with parents and local authorities (Cantonal and Parroquial GADs in Ecuador) have made the previously hidden situation of child labor more visible in these zones.
- If they prove to be sustainable, Monitoring Committees (Changuinola, Panama) and Parents Committees (in the communities where Fe y Alegría is working in Panama) may be considered the first watchdog strategy on child labor established in rural communities in this country. Parents Committees will continue receiving Fé y Alegría's support and the Monitoring Committee should be strengthened by the ILO-PPP during the upcoming months.

⁴⁰ E.g. keeping the children in the school during the afternoons, after the completion of the regular school schedule in the mornings.

15. What are the apparent effects of project interventions on individual beneficiaries (children, youth, parents, teachers, etc.)?

The project's direct beneficiaries were children, youth and parents. Other groups participating in the project as indirect beneficiaries were school directors.

Children were the largest group, with 4,597 children enrolled in the project by September 1, 2016 in both countries.⁴¹ Children participating in the project were child workers or at high risk of being involved in child labor.

Based on the interviews with school directors, facilitators, teachers and parents, it may be said that children participating in EpC appeared to display a more open, friendly and participatory behavior in comparison with the other children in the school and, according to the teachers and parents, also in comparison to their behavior previous to attending the EpC. In addition, they have improved their school performance. School directors highlighted this improvement, while facilitators-teachers pointed out not only children's grades but especially their improved capacity to participate in school. A good example of this was the composition of Students Committees in the schools: In Quebrada de Loro, there were 170 children in EpC out of a student body of 654 students (26%); however, 60% of the members of the Students Committee were coming from the EpC. This is a good indicator of the empowerment of EpC children, and it is used in other similar projects to highlight qualitative changes in EpC children's behavior/capacities.

It is relevant to mention the role that the personal characteristics of the facilitator played in the success of the EpCs. During the visits to the EpCs, children's behavior and the interaction with the evaluator were different depending on the facilitator. When the EpC had a traditional school-oriented approach, the children were more limited to doing homework and the interaction with them⁴² was not so friendly and spontaneous. However, when the facilitator was more dynamic, children were clearly enjoying the EpC not only during the fun parts of the methodology but also during the rest of traditional education-oriented activities.

This dynamic was evident for the **adolescents** attending A Ganar as well. In those cases where the facilitator focused on the development of life skills (Phase 1), youth were more active, open-minded and more participatory during the group interviews. On the contrary, when the A Ganar methodology was more oriented to the second and third phases (focused on vocational/technical training), the youth showed less developed life skills and they were only aware of the vocational/technical training aspects of the activity.⁴³ This flexibility depended on the IA and the facilitator, although in Ecuador the IAs were in general more flexible to apply changes and adapt the methodology to the characteristics of the youth with which they were working.

⁴¹ This is the date when the project provided the most updated data.

⁴² During the visits to the EpCs during fieldwork.

⁴³ Phases of "A Ganar": Phase 1, participation in sports-based employability training led by local facilitators. Phase 2, youth take part of market-driven vocational training, applying the newfound sport-based employability skills. Phase 3, youth do internships with local businesses. Phase 4, youth participate in locally adapted follow-up activities.

As A Ganar addressed, in general, the goal of keeping adolescents in school, the methodology was more oriented to the development of life skills and toward integrating them into their communities. One of the issues selected as content for the training was how to serve their communities (e.g. in Esmeraldas, Comunidec trained youth in natural risks and emergency response to natural disasters, as the province had recently been subject to periodic floods and a devastating earthquake).

Most of the youth interviewed during fieldwork in A Ganar were already in school (*Educación Media, Bachillerato*) when they began participating in the project. Only in a few cases did the youth admit to be working, and this was always in the informal sector (mainly in businesses related to their households). Most of them reported doing homework, doing nothing or watching TV when they were not at school, although all of them were considered to be either in child labor or at risk of becoming engaged in child labor.

Parents interviewed during the final evaluation were those attending livelihood activities. The group interviews permitted the evaluator (among other things) to learn about: (i) their view on the usefulness of the livelihoods interventions; (ii) their eventual attitude change regarding child labor; and (iii) the changes that occurred in their households due to their attendance in the project's livelihoods activities and their children's involvement at EpC or A Ganar. Parents reported being more aware of child labor and expressed their gratitude to the project for: (a) Making child labor more visible; (b) giving them an opportunity to increase their household revenues; (c) providing after-school tutoring in the EpCs; and (d) the positive changes seen in their children's behavior.

Moreover, parents (mainly mothers) showed a general concern about the importance for children to attend school. Indigenous and rural communities in Ecuador (Naranjito community) were supportive of the need for children to attend school and indeed, they asked the Ministry to keep the school in Naranjito open for at least one more year instead of moving it to Imbabura city. They were aware that they themselves had been child workers and they did not want to make the same mistake with their children.

In the Panamanian indigenous and rural communities visited by the evaluator in Comarca Emberá (El Salto, Lajas Blancas) the group of mothers thought that children should help with the crops (go to the fields – “*ir al monte*” and “*cortar plátano*”). In these communities, however, the same mothers fought for a decent place to host the EpC in their community. This is an example of incremental changes concerning parents' attitudes: They understood the positive features of education but they are still traditional in their thinking about the need for a child to work.

The cases above are examples of the value attributed to education as well as the different levels of awareness among the project's target population. However, in nearly all cases observed, parents were aware of the importance of giving more opportunities to their children, keeping children in school and avoiding hazardous work. The view that conducting “light work” may be beneficial for children persists in indigenous communities, although there is no common and homogeneous idea about its scope. The idea of “light work” as a beneficial factor for children is related to the traditional belief that labor contributes to personal development and improvement (what is seen as a “formative” effect). According to this view, children have to do some work (not necessarily a heavy task) as part of learning how to become an adult. However,

it is also important to highlight the lack of recreational activities for children in their communities.

Since the endline survey had not yet started at the time of the evaluation, objective data was not available regarding parents' evolving attitudes towards child labor. IO6 only provides an indicator which is updated every 12 months (number of direct awareness activities on CL) and it does not provide information about changes in parents' attitudes. It would be highly advisable to compare the results in the baseline survey with those of the endline survey in order to have quantitative data on the changes occurred in those households.

EducaFuturo's effect on **teachers** is quite interesting because teachers were directly involved in project implementation (although more in Panama than in Ecuador). In Panama, most of the facilitators were teachers and so they could compare the traditional school system with the EpC methodology. Teachers trained in QL and EpC were in favor of applying it in their regular classes. In Panama, teachers showed more interest because they have more flexibility to apply alternative teaching methodologies (and more flexibility in the school curriculum). On the contrary, in Ecuador the school system does not allow for making many changes and teachers thought they would not be able to implement QL or EpC methodologies in the day-to-day activities during their regular classes.

Therefore, the effects of the project's educational interventions among teachers were more visible in Panama than in Ecuador due to the flexibility of the school system. In Ecuador, the Ministry of Education maintains a more rigid structure, although they expressed the possibility of using EpC and QL for young people in detention centers. Given the above, in Panama the effects and benefits of the project on target schools should be broader and more persistent in time.

IV. LESSONS LEARNED AND GOOD PRACTICES

4.1 Lessons Learned

The evaluation identified ten lessons learned, as follows:

- i.** It is advisable to use professional firms, rather than implementing agencies, in order to design a quality baseline survey. The difficulties experienced during the first baseline survey caused delays and affected the quality of the data. It is necessary not only to register children/youth/households, but also to select them in an efficient way.
- ii.** Project activities should be initiated as soon as possible in order to avoid delays due to internal factors. A project may not be in control of the external circumstances affecting it, but it should manage its internal timeline. For example, completing baseline survey data collection activities as early as possible contributes to the timely start-up of activities. By the time of the final evaluation, the project was faced with the challenge of how to follow-up and provide support to beneficiaries who, due to implementation delays, had recently finished or were soon to complete their activities in the project.
- iii.** Materials used by parents in the livelihoods trainings should be adapted to the audience's level of understanding in order to ensure their further use.
- iv.** A multiple-country project requires the inclusion in the budget of costs associated with exchanges, and the sharing of knowledge among countries and among the implementing teams in each country.
- v.** The involvement of local authorities is essential for implementing activities effectively at community level. This is the level of government most closely related to the project's activities and beneficiaries. Likewise, project results are immediately noticed at municipal level. Project activities may also be combined with municipal or community activities, which introduce an added-value to these efforts. The involvement of indigenous leaders is essential for the implementation of a project in indigenous communities.
- vi.** The involvement of technical vocational schools in support of the project activities is an added value and an incentive for the enrolment of youth, especially in those geographic areas where it is difficult to enroll them in the project's own activities (A Ganar).
- vii.** In-kind contributions from public and private institutions, external to the project, are important to supplement livelihoods interventions and strengthen their sustainability. This also allows for the involvement of external institutions in the reduction of child labor and in awareness-raising related activities.
- viii.** Continuous training and events providing updates for the EpC and A Ganar facilitators enable the project to monitor the facilitator's performance and their readiness to use the proposed methodologies.

- ix.** It is necessary to adapt the methodologies and their related activities to the local context in order to ensure that they are well received by children, parents and communities. The use of native languages is an effective approach to help children feel more comfortable in the EpCs.
- x.** The consolidation of A Ganar groups is more effective in those places where there are employment opportunities for youth. In the geographic areas with limited employment opportunities, A Ganar needs to be adapted in order to respond to the local context and take advantage of available self-employment and entrepreneurship opportunities.

4.2 Emerging Good Practices

The evaluation identified ten good practices as follows:

- i.** The project has invested an appropriate amount of resources into M&E staff. This is an effective strategy for a project implemented in 7 provinces, 2 comarcas and 2 counties, and which developed a wide variety of activities in territories with a large number of beneficiaries. The monitoring system and the materials used for this endeavor are adequate and replicable to other projects.
- ii.** As facilitators' skills play a key role for implementing educational services for children and youth, the project opted to have some facilitators, promoters and/or coordinators working full time on project activities, in order to have a comprehensive knowledge of the child, his/her family and their surrounding environment.
- iii.** Locating facilitators or promoters within the communities facilitates the development of a community approach, especially in indigenous communities. The knowledge acquired by the facilitator remains in the community once the project ends. Moreover, having staff based locally reduced project costs related to transportation and accommodation.
- iv.** In livelihoods interventions, the provision of technical support and follow-up are even more useful for the beneficiaries than the training in itself. In projects with a small amount of resources for livelihoods activities and with a basic to medium level of training, the post-training support is essential for the success of activities.
- v.** The initial development of action plans with sub-grantees facilitated the revision of activities and the work plan when necessary. As the project developed these plans it was simpler to adapt the activities to the external changes influencing the project.
- vi.** The coordinators in each province coordinated all the activities in their territories, contributing to a more integrated approach to project interventions and supporting linkages between schools, families and communities.
- vii.** EducaFuturo sought to establish strategic partnerships with technical-vocational schools/ institutes for the provision of vocational training services for the A Ganar phase 2. These institutions specialized in providing training on the subjects requested by the project for the A Ganar groups.

- viii. POA and its sub-grantees involved public and private agencies in order to obtain additional resources for project activities: E.g. donation of books, resources for providing meals, etc. Thus, the project benefited in a relevant manner from additional financial and in-kind donations. The involvement of the *Farmer to Farmer* project by POA was an especially good contribution.
- ix. EducaFuturo translated the EpC manuals into the native language in Ecuador, and used indigenous languages (through the facilitators) when needed in the rest of the Indigenous territories.
- x. Projects should invest time/resources in obtaining information about the institutional context and political situation in a country before planning interventions. For example, EducaFuturo initially invested resources in detecting the best ways for collaborating with the governments (Ecuador). The initial identification of the best partnerships available makes it easier and more effective to follow-up on the implementation of activities.

V. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

General Conclusions

- A.** Project implementation has been consistent with the objectives described in the CMEP and concerning the targeted beneficiaries. The project has focused its efforts on afro-descendants, indigenous and migrant populations and has selected territories with a large presence of these populations. EducaFuturo has also addressed the two major problems and seven sub-problems identified in the CMEP.⁴⁴
- B.** According to the monitoring data available, the project has exceeded its targets in terms of the enrollment of direct beneficiaries: Children in the EpC, youth in the A Ganar groups, and households in Livelihoods interventions. This has been done in spite of a significant number of external challenges that the project faced during implementation.
- C.** The project's M&E system is complex, and contains numerous (outcome and output) indicators but it has been effective for the monitoring of the activities. The indicators correctly describe the development of EducaFuturo's activities related to each Intermediate objective and provide an overall view of the project achievements. The specific indicators for the project outputs are supplemented by the "Children's Labor Status" indicators that provide information about the effects of these activities on the evolution of child labor in the project's territories. The combination of both types of indicators provides an overall view of the activities and their plausible effects on child labor.
- D.** Due to the characteristics of EpC and A Ganar, with a large number of beneficiaries dispersed in 7 provinces and 2 comarcas of 2 countries, as well as the relative isolation in which a great number of them live, the project's efforts dedicated to M&E activities have been very important. The project has implemented a hierarchical M&E system with facilitators, promoters, coordinators, and monitoring teams in each country that are responsible for collecting and ensuring the quality of information on beneficiaries and project activities. The implementation of this system has permitted an adequate monitoring of project activities and addresses information requirements in a timely manner.
- E.** Notwithstanding the above, project start up activities, including replacing and training the IAs in Ecuador, developing the CMEP, conducting they baseline survey fieldwork,

⁴⁴ The project combines the direct services provided to the beneficiaries (EpC, A Ganar and Livelihoods) with other supportive actions such as promoting access to social services for households, involving public and private institutions, carrying out awareness-raising activities aimed to promote a change of attitudes towards CL; and enhancing the knowledge base on child labor. The activities are classified in 7 Intermediate Objectives (IOs) as described in the EducaFuturo's CMEP. EducaFuturo has an integrated approach that contributes to the success of the different interventions.

and hosting preparatory meetings with Ministries in each country ,took up the first year of the project. As a result of these activities, the project effectively had three years to implement its intervention activities. .

- F.** In Ecuador, the project has been active in establishing strategic alliances with the sub-national governments (GADs) to implement the project's activities and generate additional resources. The Cantonal Boards for Rights' Protection have been the strategic partner at the local level. Collaboration with sub-national institutions was not possible in Panama due to the limited decentralization at the sub-national level in this country.
- G.** EducaFuturo has been successful in involving Indigenous communities in both countries, but especially in Panama, where indigenous leaders had to approve the implementation of EducaFuturo's activities (Comarca Emberá and Comarca Ngäbe).
- H.** EducaFuturo has been very active in developing awareness raising activities in spite of the limited resources associated with this output. The project has established strategic alliances with national and local level partners in both countries. Moreover, the project has coordinated the development and use of materials and collaborated with strategic partners to take advantage of common awareness activities (e.g. collaboration with national level Ministries and sub-national level entities –GADs- in Ecuador).
- I.** The project has been successful in working with the MIES in Ecuador. The A Ganar methodology is expected to be incorporated within MIES through a legal regulation before the next general elections in 2017. In addition, EducaFuturo has strengthened the GADs' awareness and ability to address child labor. In the case of Panama, the project has successfully introduced the issue of child labor in indigenous communities, where it was not previously seen as a problem. Local indigenous leaders supported the development of project activities to reduce child labor.
- J.** The capacity of the IAs to implement monitoring procedures has been strengthened due to the well-developed monitoring system required by USDOL.

Conclusions on Educational and Youth-related activities

- K.** Activities targeting children and youth are the major focus of the project. As they aim to reduce children's engagement in labor, EducaFuturo has allocated most of its available human and financial resources to the implementation and monitoring of EpC and A Ganar-related activities. This approach is consistent with the project objectives.
- L.** EducaFuturo has used the EpC methodology to prevent children from engaging in child labor. There was also a decrease in the number of hours they worked as children had less time available for work while participating in the EpC. Children became more aware of their rights and of the need to continue their schooling.
- M.** The EpC activities were designed to include 700 attendance hours over a two year period. The implementation was divided into two cohorts. The first one had enough time to complete its activities. The last EpCs of the second cohort had more difficulty

completing the 700 hours and they have needed to adapt the methodology to accomplish their targets

- N. A Ganar has been traditionally considered a methodology to help youth find employment and return to school. However, EducaFuturo adapted A Ganar for youth (*A Ganar para adolescentes*) for the 15 (and 14 in the case of Panama) to 17 year olds who were mostly attending school. The implementing agencies (IAs) further adapted the A Ganar general methodology to a younger audience. Thus, there are a variety of adaptations implemented by the IAs depending on the characteristics of each geographical area. This was a challenge for those IAs that were not experienced in A Ganar, but it did permit more flexibility, which was a positive factor in most cases because it allowed the project to offer a variety of ways to attract youth to the program. The reduction of vocational training issues and the introduction of general life skills were positive and appropriate for the youth who were still in school. The selection of A Ganar's vocational training components was in general appropriate and adapted to the local environment. However, in some cases, the content of vocational training selected for A Ganar may have not been entirely relevant for children aged 14-16 years (e.g. construction-related skills in some communities in Panama).⁴⁵

Conclusions on Livelihoods-related activities

- O. Livelihoods interventions were available for parents with children/youth enrolled in EpC or A Ganar. As the provision of this component was conditional to the above, the livelihoods activities could only be initiated under certain conditions (number of children in the EpCs; household inability to cover basic needs; households with members with disabilities in Ecuador). The resulting delay in starting the livelihoods component, particularly in Panama from March 2016 onward, reduced the time available to follow up on the income generating activities after the completion of the livelihoods trainings, due to the upcoming closure of the project, unless EducaFuturo is granted a requested no-cost extension to be approved by USDOL.
- P. The livelihoods trainings and technical assistance have been more useful for parents who already had some previous entrepreneurship experience, even if at a very basic level. Trainings were about technical issues but also developed general skills for marketing and management. Parents with previous work experience felt more empowered after the training and tended to grow their businesses, as observed in the livelihoods activities visited by the evaluator in Ecuador.
- Q. The type of entrepreneurship implemented by households contributed to the successful outcome of livelihood trainings: The more successful cases seem to be those related to

⁴⁵ For example, the theme selected for use in Tolay (Panama) was "general skills" but, in practice, the training focused on skills in construction work. In the area where this A Ganar group was implemented, the two most common industries are agriculture and construction. Construction for youth under 18 years is restricted to specific activities. Although the activities taught in the course fell within the country's legal framework, the project could have provided a more appropriate and pedagogical option for the youth, even if construction was demanded by the beneficiaries.

non-basic⁴⁶ products. A plausible explanation for this is that these products need to be placed in the market (they are not basic goods) and this requires beneficiaries to focus not only on the production but also on marketing.

- R. Additionally, it can be concluded that the monitoring and support provided by the project after the training is a key factor for the success of livelihoods activities. The training on livelihoods issues was at a basic to intermediate level and needed to be complemented by practical activities (especially after providing seed capital). During the first stages of implementing a business, households had specific questions and the provision of post-training and follow-up support to households seemed to be an important factor for the success of livelihoods activities.

Conclusions related to the needed features of a Two-country project

- S. Implementing the project across two countries was mainly a challenge. EducaFuturo had to implement the same activities in each country with an expectation that experiences and knowledge would be exchanged between the two countries. For this purpose, the project had a single Project Director as well as Education, M&E and Livelihoods Specialists that covered both countries. In practice, even if communication was fluent between both country teams, each office functioned in a very autonomous way. The number of activities to be implemented in each country, implementation delays and the lack of financial resources available for coordination among countries contributed to limited exchanges between country teams. Notwithstanding the above, POA made some effort to foster this coordination, such as organizing meetings in POA's headquarters in Washington, DC, holding meetings in Panama and Ecuador for both teams, providing trainings for FUDELA in Panama and trainings for the Education Specialist in Panama, etc. Likewise, Skype and virtual calls were also used.
- T. Exchanges were more relevant when it was possible to identify common challenges for stakeholders or the project staff.

Conclusions related to the Coordination with ILO-PPP

- U. The midterm evaluations of both projects (EducaFuturo and ILO-PPP) recommended increasing the collaboration and common exchanges between these two projects. EducaFuturo followed this recommendation. Although the projects had different scopes, certain outputs had similar wording. The geographic target areas only coincided in two communities (Viche in Ecuador Esmeraldas Province- and Changuinola in Panama - Bocas del Toro province). In the case of Viche, the same IA (Comunidec) was a sub-grantee in both projects and this created a strong link. After the MTE, there was relevant collaboration in the field among both projects.

⁴⁶ Basic products: Products that cannot be used to satisfy basic food needs in the households (bread, chickens); they have to be sold beyond the community (cocoa, hats, uvillas).

- V. Likewise, both projects were active in some joint activities, such as holding virtual exchanges on child labor with several countries of the region, formulating recommendations and best practices, and sharing knowledge during the study on people with disabilities developed by the ILO in Ecuador.

5.2 Recommendations

Recommendations for USDOL and future projects

1. When educational activities (EpC) do not begin simultaneously, it is necessary to plan these so that all cohorts have a homogeneous methodology and time allocated for implementation. Differing the start dates for activities reduces the time available to adapt methodologies, so special emphasis should be put toward ensuring the follow-up of ongoing and completed activities.
2. Closely linked with the previous recommendation, the delay in implementing project activities may affect a project's ability to provide follow up after the end of these activities. Planning should take into account not only the time for implementation but also the time needed for monitoring or follow-up. If not, it is difficult to make objective conclusions about the effects of project interventions.
3. Since the target of 700 hours for the EpC is not a methodological requirement by QL or Entrena but a commitment with USDOL as stated in the POA's proposal, this should be reconsidered in future projects. The number of hours allocated should be adapted to the socioeconomic situation of the communities and the actual schedules. The hours-requirement may distract the facilitators from achieving the objectives of the EpC and make them focus instead on accomplishing a certain threshold number of teaching hours.
4. When adapting an existing methodology to a new target group (youth 15-17 years old), such as A Ganar, general guidelines should be produced and shared with the IAs **before** initiating the activities.⁴⁷
5. Multi-country projects require a detailed coordination system and sufficient allocation of resources to set in motion the needed mechanisms for exchange and sharing of experiences such as periodic meetings, visits to the other country, regular Skype or videoconference meetings, etc. It is advisable to describe these needed actions in project proposals and to allocate specific resources for the same within the budget breakdown.
6. A project that covers numerous locations may need a strong staffing structure in the field and at management level. This is also valid in the case of multi-country projects and

⁴⁷ With the exception of FUDELA, the IAs had no previous experience in the A Ganar approach and the adaptation of a methodology they had not managed before was a great challenge. The result is a very heterogeneous adaptation of A Ganar throughout the communities.

should be considered in the design of future similar projects, with sufficient resources allocated for it.

7. During the development of the CMEP and the baseline survey, and in parallel with these activities, it would be useful to include an analysis of the political context of the countries and a mapping exercise of the political stakeholders. This would allow for increased knowledge about the legal competencies of public sector stakeholders and for improved identification of possible partners. In the case of Ecuador this analysis was needed to identify who was the most appropriate GAD⁴⁸ for the implementation of each activity in the territories (at Provincial, Cantonal or Parroquial level).
8. As it takes close to one year to develop the CMEP and the baseline survey, DOL should take this start-up period into account when preparing new projects in order to more effectively engage staff in key activities and to develop realistic timetables. This would help minimize other types of delays that are outside of the project's control (i.e. weather-related, political changes).
9. Regarding the coordination between EducaFuturo and the ILO-PPP (and, in general, the coordination among projects), it would be advisable to describe the donor's expectations in the funding announcement for each project. As the projects do not have a clear obligation to coordinate their activities with other initiatives, they tend to prioritize the actions described in the project proposal and the CMEP which will be monitored by the indicator system. For example, this may include describing in detail the expectations regarding common actions, common studies, common dissemination materials, etc.).
10. As the link between disability and child labor is a sensitive issue, it would be helpful to include a special section in the endline survey (or conduct a special analysis from the endline survey data) for households with a member with disabilities in order to see if there are differences between these households and the rest of the project's target households. It would be useful to see whether the evolution of child labor is similar between the two groups. This recommendation is also valid for future projects that include people with disabilities.
11. As knowledge is limited regarding the relationship between child labor and disabilities, it would be useful for USDOL to continue the research activities initiated with EducaFuturo and to include addressing the issue of disability in future projects on child labor. This would contribute to a more evidence-based approach when addressing the links between child labor and disability.

⁴⁸ GAD: Gobierno Autónomo Descentralizado (Decentralized Autonomous Government).

ANNEX 1: Overview of Project Progress

Area	Indicator	Targets and Actuals (as of April 2016)	
		Target	Actual
Project Objective Indicators	POH.1 % of HH with child laborers below legal working age	Target	71%
		Actual	By the end of LOP
	POH.2 % of HH with children in hazardous child labor (HCL)	Target	68%
		Actual	By the end of LOP
	POH.4 % of HH with all children of compulsory school age (5-14) attending school	Target	91%
		Actual	By the end of LOP
	POC.1 % of children in Child Labor (per country, sex & age)	Target	64%
		Actual	By the end of LOP
	POC.2 % of children in HCL (per country, sex & age)	Target	64%
		Actual	By the end of LOP
IO1 Indigenous, afro-descendant and migrant child laborers, as well children at risk and children with disabilities, with increased access to and retention in school			
IO1.1 Increased participation of targeted children and adolescents in formal and non-formal education	OTC.1 % of target children aged 5 to 14 who attend school regularly	Target	93%
		Actual	93%
	OTC.2 % of target children aged 5 to 14 who are promoted to next grade	Target	50%
		Actual	94%
	OTC.3 % of target children aged 5 to 17 out of school who are re-inserted into formal education or enrolled in non-formal education	Target	2%
		Actual	0%
	OTP.1 # of target children 5-14 who complete two years of alternative Education services – EPC	Target	1624
		Actual	-
IO 1.2 Increased quality of education services	OTC.4 % of trainers who replicate EPC methodology	Target	20%
		Actual	20%
	OTP.2 # of teachers who complete Quantum Learning	Target	0
		Actual	136
	OTP.3 #of facilitators who complete Quantum Learning and Espacios para Crecer (EPC) methodology training	Target	80
		Actual	100
	OTP.4 # of trainers who complete QL and EPC training to become multiplying agents	Target	80
		Actual	17
OCFT Common Indicators: Education	E.1 Number of children engaged in or at high-risk of entering child labor provided education or vocational services	Target	516
		Actual	582
	E.2 Number of children engaged in or at high-risk of entering child labor enrolled in formal education services	Target	0
		Actual	0
	E.3 Number of children engaged in or at high-risk of entering child labor enrolled in non-formal education services	Target	516
		Actual	582

Area	Indicator	Targets and Actuals (as of April 2016)		
	E.4 Number of children engaged in or at high-risk of entering child labor enrolled in vocational services	Target	0	
		Actual	0	
Beneficiary Tracking Indicator - Education	BT-ED % of target children that received any regular form of education during the past six (6) months previous to reporting date	Target	4,998	
		Actual	4,990	
IO 2 Target households with improved livelihoods strategies				
IO2.1 Target HH with improved production and commercialization capacities and services	OTC.5 % of target households regularly meeting basic needs	Target	Baseline: 56% food 46% education 39% health 31% transport.	
		Actual	Endline survey	
	OTP.5 # of target households that implement sustainable productive initiatives	Target	100	
		Actual	107	
	OTP.6 # of people with disabilities in target households, with project support to improve their livelihood	Target	45	
		Actual	56	
	OTP.7 # of target migrant HH covered by social programs	Target	40	
		Actual	0	
	OTP.8 # of adults in target HH that complete a literacy course	Target	100	
		Actual	177	
	OTP.9 # of adults members of target HH that complete courses on production and commercialization topics organized by the project	Target	345	
		Actual	434	
	OCFT Common Indicators: Livelihoods	L.1 Number of HH receiving livelihoods services	Target	812
			Actual	887
L.2 Number of adults provided with employment services		Target	225	
		Actual	184	
L.3 Number of children of legal working age provided with employment services (other than vocational training)		Target	0	
		Actual	0	
L.4 Number of individuals provided with economic strengthening services		Target	0	
		Actual	184	
Beneficiary Tracking Indicator – Work Status	BT-WS % of target children engaged in any form of CL during the past six (6) months previous to reporting date	Target	3,261	
		Actual	3,438	
IO 3 Target households and children with improved access to Social Protection (SP) programs				
IO3.1 Target HH that use Social Protection programs operating in each	OTC.6 % of target HH that use SP programs available in each country	Target	60%	
		Actual	60%	

Area	Indicator	Targets and Actuals (as of April 2016)	
country			
IO3.2 Target Communities have protection mechanisms available to children and youth	OTC.7 % of Target Communities with child labor monitoring systems (" <i>sistemas de vigilancia del TI</i> ") CLMS	Target	10%
		Actual	10%
	OTP.10 # of target children receiving support from local child protection programs	Target	370
		Actual	370
IO 4 Target Youth 15-17 years old transitioned from unsafe or exploitive working conditions to acceptable work and/or work training			
IO4.1 Target youth aged 15-17 with increased access to employment under safe conditions	OTC.8 % of target youth aged 15-17 with employment under safe conditions	Target	0%
		Actual	0%
	OTC.9 % of target youth aged 15-17 with employability and self-employment skills	Target	25%
		Actual	0%
	OTP.11 # of youth 15 -17 y.o. who complete 3 stages of the "A Ganar" program	Target	456
		Actual	24
IO 5 Public and private sector institutions implement CL prevention/eradication activities in project-related economic sectors or zones of intervention			
IO5.1 Private sector with improved capacity to address CL	OTC.10 # of private companies in project-related economic sectors or geographic areas that address CL prevention and/or elimination	Target	4
		Actual	4
	OTP.12 Number of private company's staff sensitized on CL prevention and elimination	Target	130
		Actual	131
	OTP.13 # of private companies in project-related economic sectors or geographic areas that adopt a safe work standard for youth	Target	6
		Actual	5
IO5.2 Public sector with improved capacity to address CL	OTC.11 # of public institutions in Panama and Ecuador that develop CL prevention or/ and elimination activities in project-related geographic areas	Target	6
		Actual	7
	OTP.14 Number of public sector institutions' staff sensitized on CL prevention and elimination and on safe work standards for youth	Target	25
		Actual	81
IO5.3 Target communities with improved capacity to address CL	OTC.12 # of target communities with regular actions on CL prevention and elimination	Target	7
		Actual	7
	OTP.15 # of community action plans on the prevention/ elimination of child labor	Target	7
		Actual	8
IO 6 Target households with positive attitude and/or behavior change toward CL and the importance of children's right to education			
IO6.1 Target HH are aware of the hazards of CL on child and adolescent	OTC.13 % of heads of HH in target HH who agree that children below legal working age should attend school	Target	Baseline: 80%
		Actual	Endline
	OTC.14 % of heads of HH in target HH who agree that children below legal working age should not work	Target	Baseline: 85%
		Actual	Endline

Area	Indicator	Targets and Actuals (as of April 2016)	
		Target	Actual
development and learning	OTC.15 % of heads of HH in target HH who agree that children 15-17 years old should be protected from HCL	Target	Baseline: 77%
		Actual	Endline
	OTP.16 # of direct awareness raising activities on CL prevention / eradication developed by the project	Target	5
		Actual	6
IO 7 Enhanced knowledge base on CL in Ecuador and Panama			
IO7.1 Knowledge sharing system on CL available in Ecuador and Panama	OTC.16 Number and types knowledge sharing mechanisms on CL available in Ecuador and Panama	Target	Baseline: 0
		Actual	Endline
	OTP.17 # of review on CL-related research available in each country	Target	2
		Actual	0
	OTP.18 # of reports on Child Labor-related research available	Target	2
		Actual	0
	OTP.19 # of events implemented to disseminate information generated on CL by the project	Target	2
		Actual	4

NB: Since many indicators are monitored annually, they are calculated for the second TPR every year. The last available TPR is that of April 2016 (first of the two TPRs in the year). This means many indicators are not calculated for this TPR and that the most updated data is by October 2015 (last available second TPR in the year).

TERMS OF REFERENCE

for the
Independent Final Evaluation
of
EducaFuturo:
Combating Child Labor among Vulnerable Populations
in
ECUADOR and PANAMA

Cooperative Agreement Number: IL-23988-13-75-K

Financing Agency: U.S. Department of Labor

Grantee Organization: Partners of the Americas, Inc.

Dates of Project Implementation: 27 December 2012 - 26 December 2016

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**Total Project Funds from USDOL Based
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Vendor for the Evaluation Contract:



Sistemas, Familia y Sociedad
Consultores Asociados

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ACRONYMS

Acronyms	Definitions
APRODISO	Asociación de Profesionales Darienitas para el Desarrollo Integral Sostenible
APROTENGB	Asociación de Profesionales y Técnicos Ngäbe Bugle de Bocas del Toro
CL	Child Labor
CMEP	Comprehensive Monitoring and Evaluation Plan
COMUNIDEC	Comunidades y Desarrollo Local
EpC	Espacios para Crecer
FUDELA	Fundación de las Américas
FY	Fiscal Year
HH	Household
ILAB	USDOL International Labor Affairs Bureau
ILO	International Labour Organization
IO	Intermediate Objective
NGO	Nongovernmental Organization
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
PoA	Partners of the Americas, Inc.
SFS	Sistemas, Familias y Sociedad – Consultores Asociados
SWOT	Strengths, Weaknesses, Opportunities, Threats Analysis
ToC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor

BACKGROUND AND JUSTIFICATION

USDOL - OCFT

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

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and

address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

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

Project Context⁴⁹

Child labor in Ecuador and Panama is prominent in the most vulnerable and socially excluded sectors: indigenous and Afro-descendant populations. These two populations account for a high incidence of poverty, social exclusion, unemployment and lack of education, which also explains why they are most at risk of child labor, especially in its worst forms.

Ecuador has made a significant advancement in efforts to eliminate the worst forms of child labor, including strengthening the legal framework and participating in a number of programs targeting the worst forms of child labor. However, children in Ecuador continue to engage in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. This particularly affects indigenous populations, where historically nine out of ten indigenous children work compared to one out of three non-indigenous, many in hazardous and worst forms of child labor.⁵⁰ These children perform hazardous work in the production of bananas and flowers, fishing, raising livestock and animal slaughter, although reportedly child labor in the flower industry has decreased. Evidence from Ecuador indicates that children working in agriculture use dangerous machinery and pesticides; carry heavy loads; and work long hours; all considered hazardous activities.

The Government of Ecuador has ratified all key international conventions concerning child labor, including International Labour Organization (ILO) Conventions 138, 182, the United Nations Children’s Fund (UNICEF) Convention on the Rights of the Child, the associated Optional Protocols and the Palermo Protocol on Trafficking in Persons. The minimum age for work in Ecuador is 15, and the minimum age for hazardous work is 18. While the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, the number of labor inspectors per province is too low and resource constraints prevent them from conducting inspections and enforcing child labor laws.

⁴⁹ Adapted from: Partners of the Americas, *EducaFuturo Technical Proposal FINAL* as well as USDOL-ILAB, *2014 Findings on the Worst Forms of Child Labor: Panama* and *2014 Findings on the Worst Forms of Child Labor: Ecuador*. Accessed respectively at: <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/panama> and <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/ecuador>

⁵⁰ Peter Bille Larsen *Indigenous & Tribal Children: Assessing child labor & education challenges*. ILO-IPEC 2003.

The Government of Ecuador funds and participates in programs that include the goal of eliminating or preventing child labor, including its worst forms. Education in Ecuador is compulsory and free for children ages from 6 to 14 and free through the 12th grade. However, additional charges such as fees, uniforms and transportation as well as lack of access to schools prevent many children from attending. Preprimary school is not mandatory education for those 2 to 6 years of age. The Ministry of Education mandates all the educational programs except for higher education which is administered by a national technical council.

In Panama, indigenous and Afro-descendant populations are also the most vulnerable to child labor. In Panama, the greatest number and proportion of child laborers are found in the *comarcas indígenas*, Panama's indigenous areas. The 2010 census reported that among the indigenous population, 25.5% of children 5 to 17 were working, and among Afro-descendants, 25.7% of children between the ages 15 and 19 were economically active. According to the 2010 child labor survey, the largest percentage of child laborers, 73.4%, is found in the agricultural sector. Children of indigenous descent face greater barriers to accessing education services, including having to travel significant distances to reach school. Additionally, children from indigenous communities frequently migrate with their families to work in agriculture. Farm owners often pay wages according to the amount of crops harvested, leading families to bring their children to work alongside them to harvest more crops. Girls from indigenous communities are also subjected to forced domestic work. Moreover, the ILO Committee of Experts has noted that children from indigenous and Afro-Panamanian communities are particularly vulnerable to the worst forms of child labor and recommends government efforts to ensure their social integration and access to education.

Like Ecuador, the Government of Panama has also ratified all key international conventions concerning child labor. While the Constitution, Family Code, and Labor Code set the minimum age for employment at 14, Article 70 of the Constitution allows children below the minimum age to work under conditions established by law. In 2014, several government agencies continued to review and comment on the updated draft of the List of Hazardous Occupations Prohibited for Children. The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, but the Government reported that the 2014 budget was insufficient to meet their commitments for coordination, implementation, and monitoring related to child labor.

The Government of Panama also funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms, but it is important to ensure that children from indigenous and Afro-Panamanian communities have access to education and social programs. Compulsory education in Panama has been increased to 15 years old including preschool, primary and secondary education. Yet Panama has struggled with coverage and quality in its educational system, especially for the indigenous populations who often live far away from the nearest schools. This situation becomes worse with middle school coverage, where there is little to no access to education. As a result, there are large numbers of children dropping out of primary school and even more at the secondary levels. In addition, there are a significant number of migrant families in Panama and their children often miss school, get behind and eventually drop out.

The EducaFuturo Project⁵¹

On December 18, 2012, Partners of the Americas (PoA) received a four-year Cooperative Agreement worth US\$6.5 million from USDOL to implement a child labor elimination initiative called EducaFuturo: Fighting Child Labor in Vulnerable Populations in Ecuador and Panama. The purpose of the Cooperative Agreement was to support a reduction in child labor by increasing children's access to quality education and training opportunities, promoting sustainable livelihoods for their households, and increasing beneficiaries' access to national social protection programs that help households overcome dependence on the labor of children to meet basic needs in Ecuador and Panama. PoA was awarded the project through a competitive bid process, and under their leadership and coordination the project is implemented by three agencies in Ecuador, called Fundacion de las Americas (FUDELA), Comunidades y Desarrollo Local (COMUNIDEC) and ExpoFlores, and two agencies in Panama: Fe y Alegría and Asociación de Profesionales y Técnicos Ngäbe Bugle de Bocas del Toro (APROTENGB).

The project has adopted an area-based approach in both countries, where children in targeted localities are eligible for services regardless of the form of child labor involved. In both countries, EducaFuturo's strategy for selecting geographic areas include the following criteria: rates of child labor and out-of-school children, presence of indigenous and Afro-descendent populations, potential for strengthening value chains and/or family enterprises, existing allies and partners, strength and openness of local governments to collaborate with project initiatives, incidence of migration, national government priority level, and the levels of youth unemployment. The project works in five regions in Panama (Darien, Colon, Bocas Del Toro and the Comarcas of Embera-Wounan and Ngäbe-Bugle) and four regions in Ecuador (Azuay, Cañar, Imbabura, and Esmeraldas). The EducaFuturo project aims to reach 3,930 children, 1,290 youth and 1,600 households, totaling 6,830 direct beneficiaries.

The project has identified seven intermediate objectives (IOs), as identified in the Results Framework found in Table 1 on page 8 of this TOR. To reach these objectives, the project works with stakeholders to improve educational results for children and adolescents involved in child labor, and to improve family income in order to offset the income earned by children. Specifically the project is designed to:

- Provide educational services and institutional capacity building in order to help eradicate child labor and promote safe employment and entrepreneurship among youth;
- Support linkages with existing public and private child labor initiatives in Panama and Ecuador;
- Provide technical assistance for promoting access to social protection services and improved livelihoods;

⁵¹ Adapted from: Partners of the Americas, *EducaFuturo Technical Proposal FINAL*, the *EducaFuturo CMEP* and the *POA Panama Ecuador Final Midterm Report 072915*

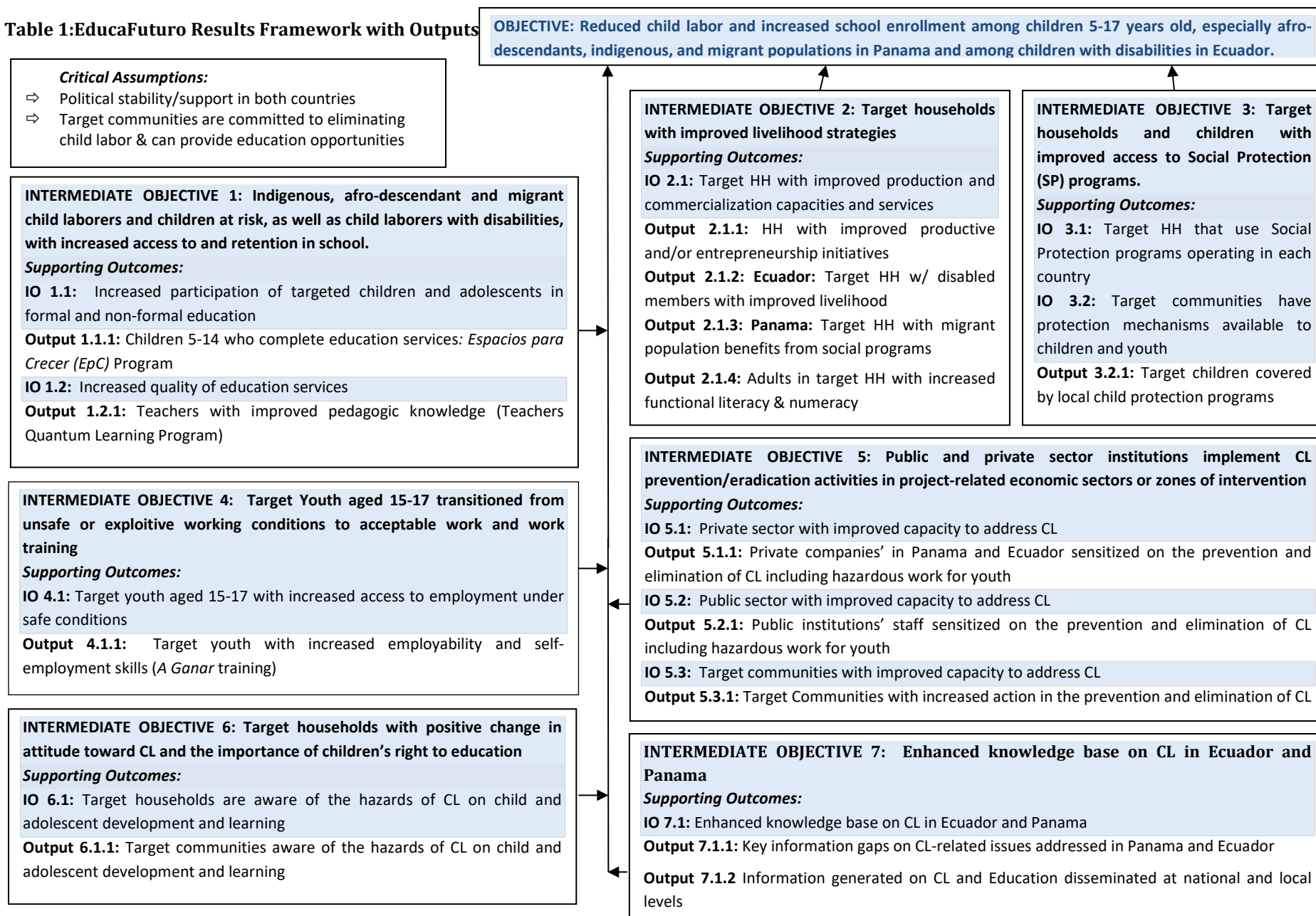
- Strengthen policies and increase the involvement of both the public and private sectors in reducing child labor;
- Raise awareness at the national and local levels regarding the negative impacts of child labor; and
- Conduct research in both target countries that: fills gaps in the child labor-related knowledge base, generates reliable child labor-related data, and collects information on best practices and lessons that may be shared in Ecuador and Panama.

An independent interim evaluation was conducted in mid-2015 and found that the project design was responsive to the context of child labor in Panama and Ecuador due to its focus on vulnerable populations engaged in informal sector child labor. The project component demonstrating the most success was *Espacios para Crecer* (EpC, or “Spaces for Growth”), which imparted new teaching methodologies for teachers and school directors and was already seeing replication. The evaluation found that the weakest area was the provision of *A Ganar*, the project component that provides educational services to youth, which was falling significantly behind enrollment targets. Below is a selection of the key recommendations provided by the evaluation:

1. Improve monitoring and reporting of EpC and *Al Ganar*;
2. Provide coaching and follow-up training to EpC facilitators and ensure adequate materials and space;
3. Propose a revision of *A Ganar* targets to USDOL;
4. Provide close technical support and adapt the *A Ganar* message and methodology to its beneficiaries;
5. Finalize remaining livelihoods plans and provide follow-up and monitoring;
6. Facilitate a partnership with Quantum Learning and provide guidance for training; and
7. Ensure active and regular communication with government and prioritize collaboration with the ILO.

Below is the EducaFuturo Results Framework, identifying its primary intermediate objectives and outputs.

Table 1: EducaFuturo Results Framework with Outputs



PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external interim and final evaluations. The interim evaluation was conducted during April 2015 and the final evaluation is due in July 2016.

Evaluation Purpose and Scope

The final evaluation will:

- a. Determine whether the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), was appropriately formulated and whether there are any external factors that affected project outcomes in a positive and/or challenging way;
- b. Assess the relevance and effectiveness of all project interventions, including its effects on the lives of beneficiaries and on the institutional/policy environment in Ecuador and Panama;
- c. Assess the efficiency of project interventions and use of resources;
- d. Document lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Panama, Ecuador, and in other implementation countries in the region; and
- e. Assess the sustainability of the interventions implemented by the project in both countries near to project end.

The evaluation should assess whether the project's interventions and activities had achieved the overall goals of the project, and the reasons why this has or has not happened, including an assessment of the factors driving the project results. The evaluation should also document lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Panama, Ecuador, and similar environments elsewhere, as appropriate. The evaluation will also assess whether the project has started to take steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations. Recommendations should focus around identifying steps the project can take to maximize sustainability during the remaining months of implementation, as well as documenting lessons learned and promising practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

The scope of the final evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Partners of the Americas. All activities that have been implemented from project launch through the time of evaluation fieldwork should be considered. The evaluation will assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in

implementation, its effects on project beneficiaries, and an understanding of the factors driving the project results. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

The evaluation will address the following questions and issues:

Project Design

1. Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation? Related to this are the following specific sub-questions:
 - a. Examine the efficacy of the specific models (EpC/Quantum Learning, A Ganar) to increasing educational opportunities, creating community identification, increasing community capacities and increasing knowledge and comprehension about the dangers of child labor.
 - b. Examine the efficacy of the livelihood services to increase opportunities for households. By the end of the project, is there any evidence that improvements in livelihoods opportunities helped households reduce their children's participation in labor?
 - c. Examine the effectiveness of EpCs and *A Ganar* to fight against child labor. Did the participation of children in EpC and *A Ganar* result in the withdrawal and prevention from child labor and improved school attendance?
2. How has the project addressed the main "problems" that it identified as causal factors for child labor in Panama and Ecuador? (Please refer to problem analysis section of CMEP).
3. Did the design of the Project continue being adequate for the cultural, economic and political context in which work was developed, particularly concerning the model of *Espacios para Crecer? A Ganar?*
4. Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?
5. What have been the benefits and challenges of developing a project like EducaFuturo in two countries, as opposed to implementing in a single country?

Implementation and Effectiveness

6. How effective has the project been in achieving its objectives? What have been the main factors influencing the achievement or non-achievement of the objectives?

7. How did the project adapt its strategies to the different target groups and/or implementation challenges in both countries?
8. How has the project engaged with key stakeholders, including the Governments of Ecuador and Panama and the ILO-lead public policies project? Has it been effective? After project implementation, are target stakeholders (representatives of institutions and communities) more aware about the exploitative character of child labor?
9. Were the recommendations and lessons learned from the midterm evaluation integrated into the project's strategy and/or implementation after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?
10. Are there any lessons learned about specific sectors regarding the types and efficacy of the services offered?
11. Did the technical support given to families with disabled members improve the living conditions of these people and decrease CL?

Sustainability and Impact

12. How does the grantee's exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended?
13. What are the apparent effects of the project on government and policy structures, in terms of changes in education and child labor matters?
14. What are the apparent effects of the project on partners and other organizations engaged in the fight against child labor in the country (NGOs, community groups, schools, National Committees against Child Labor, etc.)?
15. What are the apparent effects of the project interventions on individual beneficiaries (children, youth, parents, teachers, etc.)?

EVALUATION METHODOLOGY AND TIMEFRAME

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

A. Approach

There are 5 particular types of documents for the EducaFuturo project that will be used in the evaluation plan:

- Project proposal
- Baseline study
- Comprehensive Monitoring and Evaluation Plan (CMEP)
- Technical Progress Reports (TPRs)
- Interim Evaluation (2015)

These documents will be a basis on which to check quantitative data and to contrast the initial objectives with the final results in both countries and for the project as a whole. The final date will be provided by the project's monitoring system although additional data could be extracted from beneficiaries during the field visits.

Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (teachers, parents and children) will improve and clarify the use of quantitative analysis. These visits will verify the implementation of the project on specific sample of schools in order to conduct a spot check on the main results. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries.

The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

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

B. Interim Evaluation Team

The evaluation team will consist of:

1. The international evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The international evaluator will be responsible for developing the methodology in consultation with (Contractor), USDOL, and the project staff; assigning the tasks of the national consultant for the field work; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

C. Data Collection Methodology

The evaluator will collect diverse information using a variety set of (mainly) qualitative and qualitative methods, including but not limited to:

Method	Tools / Target Groups / Products
Interviews with key informants	<ul style="list-style-type: none"> • Governments (National, Local, Community leaders); International agencies, other projects, Project's staff. • Various questionnaires and interviews forms will be used with each of the groups above mentioned. • Visit institutions to interview key stakeholders. Assess their perception and satisfaction with the project implementation and results; contrast the validity of project strategies used in the field; appraise the quality of services (EpC, A Ganar, Livelihood,...) delivered by the project: identify unexpected effects of project activities as well as other relevant features of project implementation.
Interviews/focus groups with direct beneficiaries	<ul style="list-style-type: none"> • Households, youth, children • Interviews with the direct beneficiaries of the project's activities to check their satisfaction and their opinions about the project's contribution to improve their lives and the change of attitude facing CL • If possible, it is convenient to hold group interviews with a representative selection of parents (Committees of parents, for instance), teachers, facilitators
Interviews / focus groups with indirect beneficiaries	<ul style="list-style-type: none"> • School directors, teachers, facilitators • Individual or group interviews with the persons in charge of the implementation of the EpC and A Ganar methodologies in the field. • A selection of teachers not involved directly in the Project's activities would be useful to know their opinions.
Project performance analysis	<ul style="list-style-type: none"> • Revision of baseline information and initial documents: Project proposal, Baseline survey, CMEP. • Comparison of planned and actual achievements per project indicator for each country and for the global project. When significant differences, there will be a special analysis and exchange with the M&E staff. • Identification of causes explaining the indicators' achievements • This includes the quantitative table of project performance (template included in Annex 1 of this TOR)
Assess quality of monitoring data system	<ul style="list-style-type: none"> • Revision of the M&E consistency, the quality of the indicator system and the collection methods
Budget analysis matrix	<ul style="list-style-type: none"> • Revision of the project expenditures (planned/actual) per component/type of activities and per country/implementing agency, if possible, under the most recent budget revision.
Stakeholders' meeting	<ul style="list-style-type: none"> • A power point presentation will be done to present the main findings and, if possible, a preliminary set of conclusions and recommendations to contrast with the audience. • If there were some key points unclarified, a methodology based on work groups could be implemented to have deeper reflections of these key points.

1. [Document Review](#)

Pre-field visit preparation includes extensive review of relevant documents. During fieldwork, documentation will be verified and additional documents may be collected. Documents may include:

- CMEP documents
- Baseline and endline survey reports, if available
- Project proposal and revisions,
- Cooperative Agreement,
- Technical Progress and Status Reports,
- Project Results Frameworks and Monitoring Plans,
- Work plans,
- Correspondence related to Technical Progress Reports,
- Management Procedures and Guidelines,
- Research or other reports undertaken (baseline studies, etc.), and
- Project files (including school records) as appropriate.

2. [Question Matrix](#)

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

3. [Interviews with stakeholders](#)

Informational interviews will be held with as many project stakeholders as possible. The evaluation team will solicit the opinions of children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, union and NGO officials, the action program implementers, and program staff regarding the project's accomplishments, program design, sustainability, and the working relationship between project staff and their partners, where appropriate.

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

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work
- Implementers at all levels, including child labor monitors involved in assessing whether children have been effectively prevented or withdrawn from child labor situations
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations

- Government Ministry Officials and Local Government Officials who have been involved in or are knowledgeable about the project
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel, facilitators
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- U.S. Embassy staff member, if possible

4. [Field Visits](#)

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

[D. Ethical Considerations and Confidentiality](#)

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

[E. Stakeholders Meeting](#)

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

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

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

1. Presentation by the evaluator of the preliminary main findings

2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. If appropriate, possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

F. Limitations

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

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

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

H. Timetable

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

Task	2016 Date
USDOL provides background documents to SFS and Evaluator	Fri, June 17
Evaluation Questions and TOR Input received from USDOL	Wed, June 22
Evaluator submits Methodology/Sampling Plan to SFS for TOR	Fri, July 1
Evaluation Questions and TOR Input received from Grantee	Fri, July 1
Evaluator submits List of Stakeholders/Interviewees and Suggested Itinerary for Grantee feedback	Fri, July 1
Full Draft TOR submitted to USDOL and Grantee	Tues, July 5
Evaluation Launch Call	Thurs, July 7
Logistics Call	Thurs, July 7
TOR Finalized	Thurs, July 7
Cable Clearance Request sent to USDOL	Fri, July 8
Finalize Field Itinerary and Stakeholder List for Workshop	Fri, July 8
Contract signed by Evaluator	Mon, July 11
Evaluator submits Question Matrix	Wed, July 13
Evaluator interviews USDOL	Mon, July 18
Fieldwork: Ecuador	July 25 – Aug 4

Task	2016 Date
Stakeholders Meeting: Quito	Aug 5
Fieldwork: Panama	August 8-18
Stakeholders Meeting: Panama City	Aug 19
Post-fieldwork Debrief Call with USDOL	Thurs, Aug 25
Draft Report sent to SFS for quality review	Tues, Sept 6
Draft Report to USDOL for 48 hour review	Mon, Sept 12
48 Hour comments due	Wed, Sept 14
Draft Report sent to USDOL, Grantee and stakeholders for comments	Fri, Sept 16
Comments due to SFS	Fri, Sept 30
Revised Report sent by Evaluator to SFS for quality review	Thurs, Oct 6
Revised Report sent to USDOL and Grantee	Tues, Oct 11
Approval from USDOL to Copy Edit/Format Report	Tues, Oct 18
Final Report sent to USDOL and Grantee	Tues, Nov 1

EXPECTED OUTPUTS/DELIVERABLES

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

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Evaluation Questions
 - A. Answers to each of the evaluation questions, with supporting evidence included
- VII. Findings, Recommendations and Conclusions
 - A. Findings – the facts, with supporting evidence
 - B. Conclusions – interpretation of the facts, including criteria for judgments
 - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
 - D. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

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

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

EVALUATION MANAGEMENT AND SUPPORT

Sistemas, Familias y Sociedad (SFS) has contracted with Lorenzo Gracia to conduct this evaluation. Lorenzo is a Spanish national based in Madrid with 14 years of experience as evaluator in various Latin American countries (including Ecuador and Panama), as well as in Asian, European and African countries. Mr. Gracia has carried out evaluations of USDOL-funded projects on CL with indigenous children in Guatemala (*My Rights Matter* project final evaluation, 2013) and in Paraguay (within the *CLEAR I* project interim evaluation, 2015). In 2009 Mr. Gracia carried out the Mid-term Evaluation of the International Programme for Eradication of Child Labour (IPEC)'s activities in Latin America, as well as of an ILO/Spanish Cooperation-funded project on Youth Employment in the region (PREJAL). Mr. Gracia has relevant knowledge and experience in rural economy, livelihoods and education issues and he is fluent in English, Spanish and French.

SFS will serve as the Contractor responsible for providing evaluation management and support. SFS will provide logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. SFS will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ANNEX 3: Evaluation Matrix

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Verification
	Project Design			
1	Was the project's Theory of Change (ToC), as stated in the project Comprehensive Monitoring and Evaluation Plan (CMEP), valid? Were there external factors that affected its validity in a positive and/or challenging way during project implementation? Related to this are the following specific sub-questions	<ul style="list-style-type: none"> •Interviews / Group interviews •Revision of project's documents •Impact indicators (CL and Households) of Performance Monitoring Plan -PMP 	<ul style="list-style-type: none"> •Project staff •Implementing partners •MOL, MOE representatives •Facilitators •ILO •US Embassies 	<ul style="list-style-type: none"> •Project proposal •TPRs •Baseline survey report •CMEP
	a. Examine the efficacy of the specific models (EpC/Quantum Learning, A Ganar) to increasing educational opportunities, creating community identification, increasing community capacities and increasing knowledge and comprehension about the dangers of child labor.	<ul style="list-style-type: none"> •Interviews / Group interviews •Revision of project's documents •Education related indicators (PMP) 	<ul style="list-style-type: none"> •Project staff •Implementing partners •MOL, MOE representatives •Facilitators 	<ul style="list-style-type: none"> •Project proposal •TPRs •Baseline survey report •CMEP
	b. Examine the efficacy of the livelihood services to increase opportunities for households. By the end of the project, is there any evidence that improvements in livelihoods opportunities helped households reduce their children's participation in labor?	<ul style="list-style-type: none"> •Interviews / Group interviews •Revision of project's documents •Livelihood indicators (PMP) 	<ul style="list-style-type: none"> •Project staff •Implementing partners •MOL, MOE representatives •Facilitators •US Embassies 	<ul style="list-style-type: none"> •Project proposal •TPRs •Baseline survey report •CMEP
	c. Examine the effectiveness of EpCs and A Ganar to fight against child labor. Did the participation of children in EpC and A Ganar result in the withdrawal and prevention from child labor and improved school attendance?	<ul style="list-style-type: none"> •Interviews / Group interviews •Observation of EpC and A Ganar sessions •Revision of project's documents •Education project-related indicators (PMP) 	<ul style="list-style-type: none"> •Project staff. •Implementing partners •MOL, MOE representatives •Facilitators •US Embassies 	<ul style="list-style-type: none"> •Project proposal •TPRs •Baseline/endline survey report •CMEP •Monitoring system
2	How has the project addressed the main "problems" that it identified as causal factors for child labor in Panama and Ecuador? (Please refer to problem analysis section of CMEP).	<ul style="list-style-type: none"> •Interviews / Group interviews •Focus groups •Revision of project's documents •Education project- 	<ul style="list-style-type: none"> •Project staff •Implementing partners •MOL, MOE representatives 	<ul style="list-style-type: none"> •Project document •TPRs •CMEP

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Verification
		related indicators (PMP)		
3	Did the design of the Project continue being adequate for the cultural, economic and political context in which work was developed, particularly concerning the model of Espacios para Crecer? A Ganar?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Stakeholder's workshops ·Revision of project's documents ·Triangularisation of inputs ·Education and Youth related indicators (PMP) 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·MOL, MOE representatives ·Beneficiaries ·Local educators (directors, facilitators) ·ILO ·US Embassies 	<ul style="list-style-type: none"> ·Project proposal ·TPRs ·CMEP
4	Were the monitoring and reporting systems designed efficiently to meet the needs and requirements of the project? What improvements could have been made?	<ul style="list-style-type: none"> ·Interviews ·Focus groups ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Facilitators 	<ul style="list-style-type: none"> ·Project proposal ·TPRs ·Baseline/endline survey report ·CMEP
5	What have been the benefits and challenges of developing a project like EducaFuturo in two countries, as opposed to implementing in a single country?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Knowledge based-related indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·ILO ·MOL, MOE representatives 	<ul style="list-style-type: none"> ·Project proposal ·TPRs
Implementation and Effectiveness				
6	How effective has the project been in achieving its objectives? What have been the main factors influencing the achievement or non-achievement of the objectives?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Triangularisation of inputs ·Education, Youth, Livelihoods indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·MOL, MOE representatives ·Local educators (Directors, facilitators) ·Community leaders ·Beneficiaries 	<ul style="list-style-type: none"> ·TPRs ·Monitoring system ·Baseline/endline survey
7	How did the project adapt its strategies to the different target groups and/or implementation challenges in both countries?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Triangularisation of inputs ·Implementation 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·MOL, MOE representatives 	<ul style="list-style-type: none"> ·TPRs ·Monitoring system

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Verification
		indicators by public and private institutions		
8	How has the project engaged with key stakeholders, including the Governments of Ecuador and Panama and the ILO-lead public policies project? Has it been effective? After project implementation, are target stakeholders (representatives of institutions and communities) more aware about the exploitative character of child labor?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Stakeholders workshops ·Awareness raising indicators; Knowledge based indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·MOL, MOE representatives ·Local educators (Directors) ·ILO ·Community leaders 	<ul style="list-style-type: none"> ·TPRs
9	Were the recommendations and lessons learned from the midterm evaluation integrated into the project's strategy and/or implementation after the evaluation? If so, what were the results from implementing the lessons learned? If not, why did the project choose not to implement the recommendations?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Local educators (Facilitators) ·Ministries representatives 	<ul style="list-style-type: none"> ·TPRs ·Interim evaluation ·Monitoring system
10	Are there any lessons learned about specific sectors regarding the types and efficacy of the services offered?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Local educators (Directors, facilitators) ·Ministries representatives 	<ul style="list-style-type: none"> ·TPRs ·Interim evaluation
11	Did the technical support given to families with disabled members improve the living conditions of these people and decrease CL?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Livelihood indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Ministry representatives ·Local educators (facilitators) ·Livelihood beneficiaries 	<ul style="list-style-type: none"> ·TPRs ·Livelihood strategies

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Verification
	Sustainability and Impact			
12	How does the grantee's exit strategy contribute to the sustainability of project results? Is it being implemented as intended? How do government agencies and community-based institutions participate in the exit strategy? Are there services that will be continued once the project funding has ended?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Stakeholder's meetings ·Awareness raising indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Ministries representatives ·Local authorities ·Directors of schools 	<ul style="list-style-type: none"> ·TPRs ·Exit strategy
13	What are the apparent effects of the project on government and policy structures, in terms of changes in education and child labor matters?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Stakeholder's meetings Awareness and knowledge based related indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Ministries representatives ·ILO 	<ul style="list-style-type: none"> ·TPRs
14	What are the apparent effects of the project on partners and other organizations engaged in the fight against child labor in the country (NGOs, community groups, schools, National Committees against Child Labor, etc.)?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Awareness indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Ministries representatives ·ILO 	<ul style="list-style-type: none"> ·TPRs
15	What are the apparent effects of the project interventions on individual beneficiaries (children, youth, parents, teachers, etc.)?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Education, Youth and livelihood related indicators ·Impact indicators 	<ul style="list-style-type: none"> ·Project staff ·Implementing partners ·Ministries representatives ·Beneficiaries ·Local educators (directors, facilitators) ·Community leaders 	<ul style="list-style-type: none"> ·Project proposal ·TPRs

ANNEX 4: List of Interviews, Meetings and Site Visits

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ANNEX 5: EpCs Visited

Implementing Agency	School	Location	Method of interview	Number of children	Date
Comunidec	Unidad Educativa Tarqui	Viche, Quinindé	Group and individual	41	26-7-2016
FUDELA	Public Library	Cumbe, Azuay	Group	9	2-8-2016
FUDELA	Unidad Educativa Fasaynan	Principal	Group and individual	36	3-8-2016
EducaFuturo	Nuevo Progreso	Nuevo Progreso	Group	23	11-8-2016
EducaFuturo	MIDA Center in Yaviza	Yaviza	Group	38	11-8-2016
EducaFuturo	Community House	El Salto	Group and individual	27	12-8-2016
Fe y Alegría	Quebrada de Loro	Quebrada de Loro	Group and individual	24	15-8-2016
Fe y Alegría	Quebrada de Loro	Quebrada de Loro	Group	20	15-8-2016
APROTENGB/ EducaFuturo	Community court	Finca 13	Group	35	17-8-2016

9 EpCs visited during the final evaluation with a total number of 253 children.

ANNEX 6: A Ganar Groups Visited

Implementing Agency	Location	Method of interview	Number of youth	Date
Comunidec	Viche, Quinindé, Esmeraldas	Group	29	26-7-2016
FUDELA	Rocafuerte, Esmeraldas	Group	20	27-7-2016
Expoflores	San Pablo del Lago, Imbabura	Group	33	29-7-2016
FUDELA	Gualaceo, Azuay	Group (disabilities group)	22	2-8-2016
FUDELA	Gualaceo, Azuay	Group	44	2-8-2016
EducaFuturo	Yaviza (Darién)	Group	24	11-8-2016
Fe y Alegría	Tolay	Group	34	16-8-2016
APROTENGB/ EducaFuturo	El Empalme	Group and individuals	19	17-8-2016

9 A Ganar groups visited during the final evaluation with a total number of 225 youth.

ANNEX 7: Livelihoods Interventions Visited

Implementing Agency	Location	Method of interview	Number of participants	Date
Comunidec	Viche, Quinindé	Group	20	26-7-2016
Expoflores	Naranjito, Imbabura	Group	18	28-7-2016
Expoflores	Caluquí and El Topo	Individual and field visit	3	29-7-2016
Expoflores	Pijal	Individual and field visits	6	30-7-2016
Expoflores	Pijal	Group	5	30-7-2016
FUDELA	Principal	Individual and field visits	3	3-8-2016
EducaFuturo	Nuevo Progreso	Group	15	11-8-2016
EducaFuturo	Yaviza	Group	12	11-8-2016
EducaFuturo	El Salto	Group	22	12-8-2016
Fe y Alegría	Quebrada de Loro	Group	16	15-8-2016
APROTENGB/ EducaFuturo	Finca 4 Bambú	Group	15	17-8-2016
APROTENGB/ EducaFuturo	Finca 32	Group	9	17-8-2016

12 livelihood groups visited with a total number of 144 parents (nearly all were mothers).

ANNEX 8: Additional Meetings

- **Cantonal Council for Rights Protection (Consejo Cantonal de Protección de Derechos de Quindé) – Esmeraldas**
Meeting held on July 26th, 2016 with 14 representatives of the Committee.
- **Cantonal Board for Children Rights Protection (Consejo Cantonal de Protección de los Derechos de los Niños) – Naranjito, Imbabura**
Meeting held on July 28th, 2016 with 6 representatives of the Board.
- **Workshop with teachers trained in QL – Panama city**
Meeting held on August 9th, 2016 with 2 teachers.
- **Monitoring Committee in Changuinola (Comité de Vigilancia de Changuinola) – Bocas del Toro**
Meeting held on August 16th, 2016 with 6 representatives of the Committee.

ANNEX 9: Ecuador Stakeholder Meeting Attendance Sheet

This page is intentionally left blank in accordance with the Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

ANNEX 10: Panama Stakeholder Meeting Attendance Sheet

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