

**International Labour Organisation (ILO)
International Programme on the Elimination of Child Labour
(IPEC)**

**FINAL EVALUATION OF THE PROJECT FOR THE PREVENTION AND
ELIMINATION OF CHILD LABOUR IN SMALL-SCALE TRADITIONAL
MINING IN COLOMBIA**

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1. INTRODUCTION

Since the mid-1990s, Colombia, with support from the International Programme on the Elimination of Child Labour (IPEC) of the International Labour Organisation (ILO), has committed itself to the elimination of child labour through the formulation of national policy on the issue, with various institutions working in the areas of children and labour joining forces to address the problem. This policy has taken shape nationwide on three levels, and an inter-institutional committee has been formed for implementation and follow-up.

The ongoing effort has led to significant progress on the issue, especially considering the complexity of the phenomenon and the particular characteristics of the situation in Colombia, which includes such problems as poverty, violence, social disenfranchisement and armed conflict.

It was in this context that the Project for the Prevention and Elimination of Child Labour in Small-Scale Traditional Mining in Colombia was designed and implemented as one of the direct intervention initiatives outlined in the Second National Plan. That project is the subject of this evaluation, which is designed to provide elements for analysis of the direct interventions aimed at withdrawing children from work in mining.

The initiative for addressing the problem of child labour in small-scale traditional mining arose in 1992, when Carbocol decided to take action to protect children working in mining. Later, with IPEC's arrival in Colombia, bonds were established between the co-operation agency and the state mining company to move toward strategies to keep child labour from expanding. They worked together at first, but for reasons related to the availability of funds, the two institutions later began to carry out their interventions independently.

As part of the programme implemented by IPEC, a final evaluation of the work begun by Carbocol and IPEC was done to identify the achievements, strengths and weaknesses of those processes. IPEC approached the UN - Observatory on Children at the National University of Colombia, which, as an independent academic institution, has accumulated a great deal of knowledge about the situation of children in the country, as well as experience in the evaluation of policies, plans, projects and programmes.

Researchers working in the area of child labour in the UN – Observatory on Children designed a participatory methodology that would reflect the various stakeholders' views about the areas addressed by the national Project at the municipal, local and national levels. Because the project was formulated and implemented in a time frame of approximately two years, the researchers felt that using only interviews with the people involved, relying on their memory, could lead to biased results. This was controlled by comparing their comments with documents produced from the time the programme began until the time of the evaluation.

The information gathered was systematically documented and analysed according to categories established in the terms of reference drawn up by ILO/IPEC, with attention to the rights of children, gender and community participation.

The Observatory's role in this type of project consists of developing a well-founded analytical and critical view of the social processes being examined. One of the areas in which it has gone into greatest depth, therefore, is that of child and adolescent labour, an issue that is one of the legacies of María Cristina Salazar, the Observatory's founder and a pioneer in addressing this problem in the country and the region.

Participating in the evaluation of this programme provided an opportunity to continue contributing to the analysis and development of public policy on children's issues in the country from a critical, independent perspective, thanks to the experience and knowledge gained over the years.

2. BACKGROUND CONCEPTS

The evaluation of programmes and projects is a recent practice that is on the rise throughout the country because of the need to identify and analyse such elements as the results, progress, achievements, limitations and difficulties of public actions.

Nevertheless, *“although the importance and the need for evaluation are recognised, there is a lack of political will to do so, or a lack of methodological tools. There seems to be a framework of socio-political pressure that shapes decisions about the implementation of social programmes and the evaluation techniques and methods that are learned theoretically.”*¹

Evaluation

There are many definitions of *evaluation*. According to Cohen and Franco (1996), it is *“comparison with a desirable pattern.”*² According to Franco, *“to evaluate is to determine the value of something by comparing criteria with a particular pattern.”*³ The UN has defined evaluation as *“a process designed to systematically and objectively determine the relevance, efficiency, effectiveness and impact of activities in light of their objectives. It is an organisational process that helps improve activities while they are still under way and helps with planning, scheduling and decision-making in the future.”*⁴

One noteworthy definition is that of Roth (2002), who understands evaluation as *“... a serious practice of argumentation based on relevant information that makes it possible to comment specifically on the effects of public actions in a more accurate, less subjective manner.”*⁵

The conceptual development of programme evaluation is related to the evaluation of public policy, because projects and programmes are concrete local expressions of policy. For this reason, certain methodological strategies designed for analysing policy can be adapted to the evaluation of projects. One of these is the “cycle analysis” methodology designed by Jones in 1970, which distinguishes five phases of public policy development: identification of the problem, formulation of actions, decision-making, implementation and evaluation.

¹ NATIONAL PLANNING DEPARTMENT (DEPARTAMENTO NACIONAL DE PLANEACIÓN). 1993. *Planes de desarrollo: sistemas de seguimiento y evaluación. Notes from International Seminar-Workshop*. Bogotá: CID National University and Office of the President of the Republic.

² COHEN, E. FRANCO, R. *Evaluación de Proyectos Sociales*. Mexico: Ed. Siglo XXI, 1996.

³ FRANCO, R. *Algunas reflexiones sobre la evaluación del desarrollo*. Santiago: ILPES, 1971.

⁴ UN. 1984. *Pautas básicas para el seguimiento y evaluación de programas*.

⁵ ROTH, A. *Formulación, análisis y evaluación de políticas públicas*. Colombia: Ed. Aurora, 2002.

Based on this methodology, project analysis has some limitations, which have been corrected in this research. The first is that social processes are not sequential; that is, the problem is not necessarily defined at the outset, but is identified gradually, in its nuances and complexity, throughout the cycle, through the process of designing and implementing actions, which become learning moments in which new aspects of the problem, which were not understood at first, are identified.

Another limitation is that research takes into account as many elements of the situation as possible, and the situation is so complex that it is difficult to capture these elements in their entirety. Social phenomena are also dynamic, and the speed at which they advance, compared to the pace of research, is exponential. When the investigation is resumed, therefore, some earlier elements may not necessarily correspond to the new situation.

Cycle analysis, therefore, is limited by the fact that the evaluation always occurs at the end, without knowledge of the day-to-day evaluations and management that have occurred throughout the process. It is common for periodic reports to be done showing the project's progress in achieving the goals that were initially proposed.

The use of the cycle as a methodological strategy has significant advantages, including the possibility of providing a concise, graphic representation of the entire process; establishment of relationships between various events; and diachronic analysis of the entire project, from the earliest factors that influenced the project up to the moment of the evaluation.

When an evaluation is done, therefore, it must be rigorous enough to stand up to argument. Because social dynamics include various stakeholders with multiple interests, however, there is a clear *“technical difficulty in reflecting all these interests without creating feelings of pain, dissatisfaction, irritation and unhappiness among some citizens, institutions and public stakeholders.”*⁶

There are many ways of evaluating policies, programmes and projects. The characteristics of the evaluation depend on the following factors:

- **The moment at which the evaluation is done:** *ex ante*, during the process or *ex post*.
- **The reason for the evaluation:** whether it is endoformative or a summary.
- **The aspects of the policy, project or programme that are to be highlighted:** evaluation of impact, results, means, efficiency, effectiveness, relevance, sustainability and satisfaction.
- **The characteristics of the evaluator:** whether it is an external, mixed or pluralistic evaluation.

In practice, it is difficult to carry out a single type of evaluation that does not include some elements of the others. In general, “pure” evaluations are not designed; rather, they are hybrids that include the aspects that each evaluator wants to observe. For example, a participatory evaluation can include endoformative elements that provide opportunities for the stakeholders in

⁶ BARDACH, E. "Problems of problem definition in policy analysis." En: *Research in Public Policy Analysis and Management*. Greenwich: Ed. AI JAI, 1981.

the programmes to reflect on and analyse their public actions. Likewise, an external evaluation that does not take into account the participation of stakeholders who have had experience with the policy could significantly limit an understanding of the overall process.

The evaluation of the Project for the Prevention and Elimination of Child Labour in Small-Scale Traditional Mining in Colombia has been defined as an external reading of the validity of the design, implementation and performance of the National Project and the municipal action programmes, identifying the achievements, progress, limitations and difficulties that have arisen during the process. To determine this, we began with the various stakeholders' views of the process; because neutrality does not exist in these processes, we considered it necessary to take three cross-cutting approaches in analysing the information. These three approaches are children's rights, participation and gender.

3. THE PROJECT IN THE NATIONAL CONTEXT

3.1. Relationship to national policy

Colombia has had a child labour policy since 1996. The policy was designed with support from international agencies, mainly the ILO, as well as many national stakeholders. Although conceptual and organisational progress has been made over time, with the implementation of the first and second National Action Plans for the Elimination of Child Labour, it is important to remember that weaknesses still exist in the policy's guiding assumptions, because there is still no clear ethical position on working children in the various spheres of Colombian society.

According to the *Analysis of National Policy on Child Labour in Colombia, 1995-2000*,⁷ the policy was designed using a top-down model that did not necessarily reflect the specific characteristics of local areas. In examining working conditions for children and youth in a specific region or zone, therefore, we often find that national policy guidelines are not applicable at the local level, simply because they are not valid there. As we will see, the National Project for the Prevention and Elimination of Child Labour in Small-Scale Mining in Colombia made significant progress in developing participatory processes for formulating projects, bringing together relevant local and national stakeholders.

Because of prior determination of guidelines and approaches, however, there is still a certain degree of inflexibility that keeps decision-makers from taking into account the felt needs of the community. In other words, the perception that national institutions have of local problems does not necessarily coincide with that of the communities suffering from those problems. For the communities, child labour is normal, and the difficulties lie in priorities such as food, recreation and access to services. Problems related to children's issues are not perceived locally, because at that level all children (working, abused, displaced, etc.) suffer from a single problem: exclusion.

The Project for the Prevention and Elimination of Child Labour in Small-Scale Traditional Mining in Colombia made progress in recognising local situations, understood as the particular socio-

⁷ ÁLVAREZ, L; DURÁN, E; TORRADO, M; VARGAS, E; WILCHES, R. *Análisis de la Política Nacional frente al Trabajo Infantil en Colombia 1995-2002*. Colombia: UN – Observatory on Children and ILO, 2003.

cultural context in which child labour occurs. Its action was aimed at places where children and youths work in small-scale traditional mining under extreme circumstances and under inadequate living, health, educational, recreational and environmental conditions.

The project considered the provisions of the country's policy framework and focused on one of the so-called "worst forms," developing a strategy that worked toward the elimination of child labour in the mining sector.

In implementing the process, the project monitored the situation in order to make changes visible, while providing opportunities for local and national implementing agencies to meet and generate new learnings that would further enrich national policy by contributing to the development of the Third National Plan. This established two-way channels of communication involving national policy, the project and the action programmes.

Based on the critical situation of working children, IPEC developed a "shock" intervention strategy to respond to the urgent needs of this population. The intervention model grew out of the project coordinator's analysis of children's participation in the labour market in the capitalist system, in which *"labour is not voluntary, but forced, and does not represent the satisfaction of the worker's vital needs, but is barely a means of satisfying them. ... Therefore, by transforming the creative purpose of labour into a mere means of subsistence, labour alienates man from his being."*⁸

3.2. Child labour in mining within the national context

Although child labour in mining is a historical phenomenon in our society, for centuries it has not been perceived as a problem. *"Among the Greeks, work was done by slaves, including children; for the Romans, work was divided into material labour, which could be performed by children, and intellectual labour, which was done by skilled persons; in the Bible, we find accounts of child shepherds who had to draw water and help with household chores"*⁹ Work performed by children and youths, therefore, was part of everyday life and was as necessary as adult labour. The situation was considered normal and was culturally accepted.

This view has evolved in Colombian society, and a policy now exists that aims to eliminate child labour. For mining communities, however, child labour continues to be a normal part of children's upbringing, although it must be noted that the conditions under which it is done have particular characteristics in comparison to other types of labour, blurring the distinction between labour and exploitation, since, according to capitalism, it *not only produces goods, but transforms the worker himself into a good.*¹⁰ This makes children even more vulnerable.

Colombia is a country of many facets that, combined with the complexity of informal mining, lead to differences between the situation of one municipality and another. Each has specific characteristics involving living conditions, the presence of state authorities, social and political conflicts, etc. It is impossible, therefore, to generalise about the working and living conditions of children working in mining; rather, it is necessary to examine the situation of each municipality.

⁸ MARX, K. "Trabajo asalariado y capital". In: *Obras escogidas*. Vol. I. Marx-Engels. Moscow: Editorial Mir.

⁹ GERMAN COOPERATION MINISTRY. TERRES DES HOMENES. *Reconstruyendo sueños, saltando muros, creciendo juntos*. Bogotá: Fundación Creciendo Unidos, 1997.

¹⁰ URICOECHA, F. *División del trabajo y organización social: una perspectiva sociológica*. CES – National University of Colombia. Grupo Editorial Norma.

Mining communities are characterised by “the prevalence of pre-modern relationships,”¹¹ which are not based on the recognition of universal citizenship, with its acceptance of rights and duties. The involvement of children in labour activities stems from a recognition of a “*patriarchal structure that predominates in the family sphere, and the division of labour is limited to forms that exist within the family structure.*”¹² This is a characteristic of primary social organisations.

When we examine the socio-cultural, economic and legislative studies,¹³ we find that the small-scale traditional production of gold and emeralds occurs in areas that are under the influence of illegal armed groups, while coal and clay production is done in highly marginalised zones. Thus children involved in small-scale traditional mining are working far from centres of development, making the phenomenon even less visible. This is reflected in the distance between Patio Bonito and the urban area of Nemocón, or the mining zone and the municipality of Muzo.

These mining areas, meanwhile, have been developing as informal settlements of families displaced from their home communities because of violence by armed groups or a lack of opportunities. The families decide to settle in these remote places because they have a background in mining or believe the activity will provide them with a means of survival.

The activity is characterised by informality because it lacks regulation; there are no organisation and management processes; it is done without technical expertise, the miners lack appropriate tools, equipment and means of personal protection; and income from the activity is mixed in with the family's daily cash flow.

The precarious, informal living and working conditions go hand in hand with a weak presence of the state, which leads to even greater disenfranchisement and vulnerability, because the children in these settlements lack access to basic household services, have no place for leisure and recreation, and have limited access to health care and education. Youths and adults in these communities also have few options other than to continue mining the way their parents and grandparents did.

“I’ve seen people here making the same kind of brick, without changing anything in the production. They don’t modernise or progress. That’s why those bricks don’t represent competition for us.”¹⁴

Nevertheless, small-scale traditional mining continues to provide the mining families with a means of day-to-day survival. And because it is done under marginal conditions, it is an activity in which children become involved from an early age. For these families, childhood lasts only until age three; after that, a person is considered an adult.

“One of the most interesting concepts involves the age at which children are considered children, because usually you talk about child labour according to the definitions in the Constitution and other regulations, so there’s one definition and concept of childhood. When you try to understand the idea from a cultural standpoint,

¹¹ PRIAC. *Del socavón a la vida*. MINERCOL-UNDP, 2003.

¹² URICOECHEA, F. *Op. cit.*

¹³ MINERCOL, IPEC-OIT. *Children Who Work in Small-Scale Traditional Mining in Colombia*. 2001.

¹⁴ Interview with a businessman from the community of Patio Bonito. Nemocón. December 2003.

there are other concepts. In other places, people have told me that childhood lasts until age 7, but here it was really surprising. Here they said you're a child until age 3, because at that age you're able to carry a brick. The life cycle is associated with bricks."¹⁵

3.3. Child labour in mining within the municipal context

The municipalities in which the project's direct actions were carried out (Muzo, Sogamoso and Nemocón) are marked by particular characteristics related to the conditions in which children and youths involved in small-scale traditional mining live and work. The following is a description of the conditions in these municipalities.

MUZO

The Municipality of Muzo is located in the northwestern part of the department of Boyacá, 154 kilometers from Tunja, the capital. It has a population of approximately 16,019 people, of whom 66% are under age 17. The economy is principally based on emerald mining, which is mainly done in a small-scale traditional and informal manner, involving children and youths between ages 5 and 17, who perform activities including digging, sluicing and scavenging, either with their hands or with picks.

Emerald mining has been done in this area for years, using traditional techniques that have led to a deterioration of the people's natural, social, economic and cultural environment. The region has become a significant exporter of precious stones, but so far there has been no reinvestment to improve socio-economic and environmental conditions.

The poverty in which families in the mining settlements live has led to a series of social problems, such as domestic violence, child prostitution and high dropout rates from school, and the municipality has not implemented any programs to address them. The greatest felt needs of the population are the lack of employment opportunities other than *guaquería*,¹⁶ the lack of potable water, the precarious state of roads leading to the municipality, and the lack of recreational activities and facilities.

In the municipality, there is no culture of respect for children's rights:

*"In the municipality, children don't exist, they're not taken into consideration, there are no places for them, they are not protected. These people drive around however they want. They don't care if there's a child in the street."*¹⁷

¹⁵ Interview with Maritza Díaz, project consultant. December 2003.

¹⁶ Colloquial term used to refer to the small-scale traditional mining of emeralds.

¹⁷ Interview with a teacher at the school in the settlement of Mata de Café in the municipality of Muzo.

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SOGAMOSO

The municipality of Sogamoso is located in the northeastern part of the department of Boyacá and has a population of 147,000 (projection based on the 1993 National Population and Housing Census).

The municipality's economic activity revolves around commerce, services, agriculture, livestock and mining. The latter is the most significant, as it responds to the demand for material by companies such as Acerías Paz del Río, cement producers and the thermoelectric industry. Production volume, however, is being affected by a significant decrease in industrial activity. The mining here is done underground on a commercial scale, requiring semi-skilled labour and using rudimentary, unproductive techniques in which each mine depends on a small number of people.

There are two large mining areas in the municipality, Morca and Independencia, where there are two basic types of mining activity. The first is coal mining, which we have mentioned, and the second is household brickmaking. Children are involved in both activities. Brickmaking is the most complex, because the family home is located in the *chircal*, or brickyard, and labour therefore becomes part of the children's daily lives. This means that the child's time is divided between studies and work in mining, with no time for play or leisure.

The mining households in these municipalities are characterised by a demand for great physical effort, low income, constant exposure to environmental risk factors, absence of protective equipment, lack of affiliation with the mandatory health-care system, and lack of personal and family options. As a result, they are not conducive to the children's development. The communities are also neglected by the state. Because of these factors, the children's rights are clearly being violated.

It is important to keep in mind that the municipality is engaged in a zoning review, under which the brickyards will be eliminated over the next three years. No alternative economic solutions are being offered for these families, who know only brick making, a trade that has been passed from generation to generation.

NEMOCÓN

A municipality located 65 kilometers from Bogotá. Its average temperature is 12.8°C. Its population in 2000 was calculated at 10,778, of which 54.7% is under age 17.

The municipality's economic base consists of tourism and the brick industry. There is also flower production, as well as livestock and vegetable production. The community where small-scale traditional clay production is concentrated is Patio Bonito, which is located near Zipaquirá.

The community contrasts sharply with the natural scenery because of the high level of pollution and soil erosion. Each small house has a *chircal* or brickyard, making it even more difficult to withdraw children from this work, as brick making is considered a task like any other household chore with which they help.

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The entire settlement has only one health centre, on the main road, which has office hours once a week. The school is in the municipality. There is a community home operated by the ICBF, located in a small house in the municipality. The only places for recreation are the sports field at the school and the open areas left after years of removing clay. When it rains, these areas flood and some children swim there.

The marginal conditions are reflected in the lack of public services in households, difficult access to food, the families' low incomes and poor living conditions, among other things. The disenfranchisement and exclusion are evidenced by the fact that there are children who have never been outside the community or, even though there is a school nearby, have never studied and simply see brick making as their only way of life.

4. PROJECT CYCLE

In an ex post external evaluation, the evaluator can visualise certain aspects of the process, but cannot address the complexity of the entire process and all of its elements. Defining the project cycle, therefore, is essential for identifying milestones and the principal stakeholders who facilitated or limited appropriate implementation of the project.

The reconstruction of the project's historical process was based on information provided by stakeholder interviews and a review of documents.

As the following chart shows, the project grew out of a process of inter-institutional co-ordination in which the national agency responsible for the mining sector viewed the elimination of child labour as a problem that had to be addressed to promote the development of mining in Colombia. It included the issue in its institutional policies beginning in the early 1990s, and when IPEC arrived in the country, it became a key partner for intervening in the elimination of child labour in mining. This close relationship was conducive to Colombia's decision to formulate a national policy for addressing the issue.

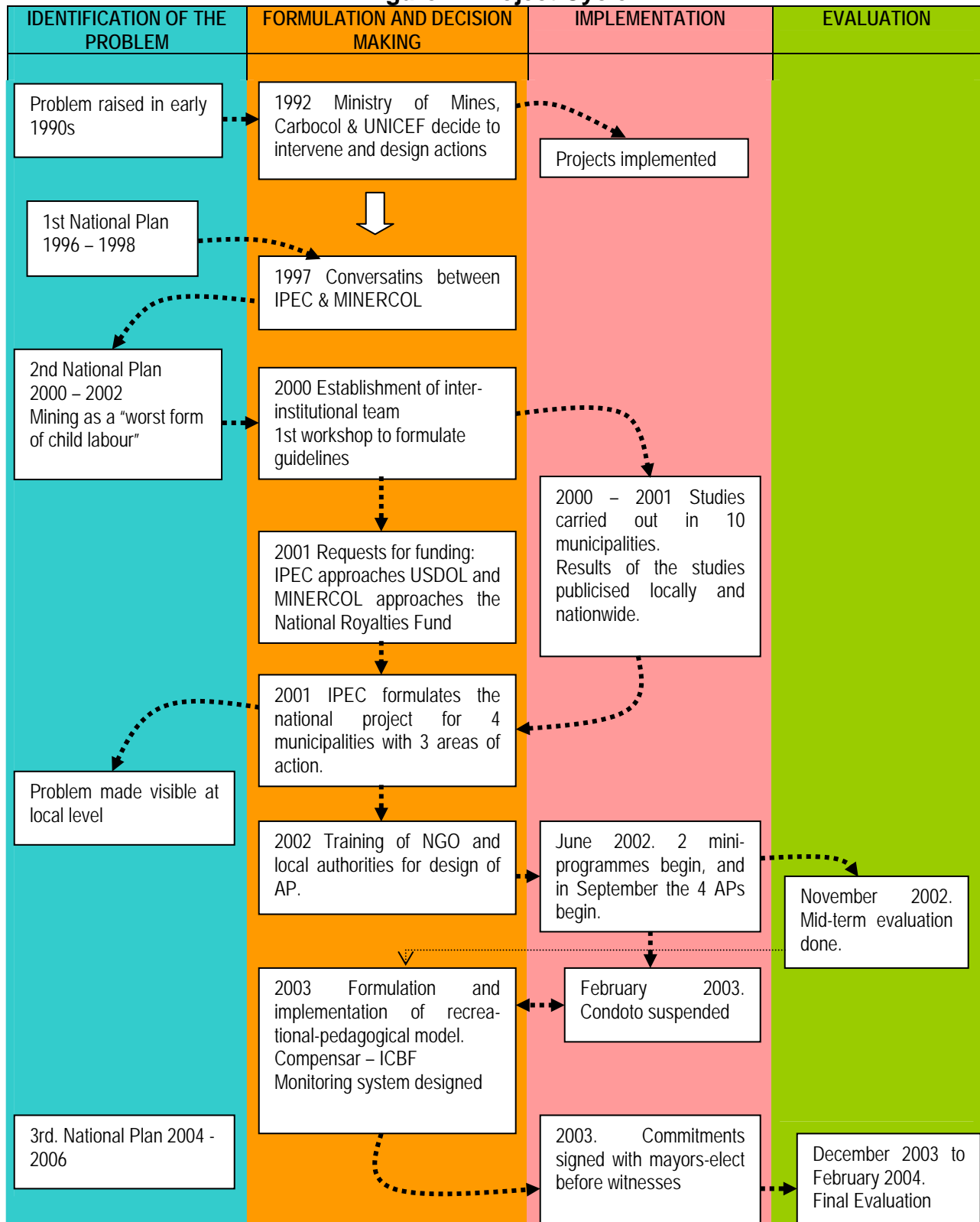
Later, with the inclusion of ILO Convention 182 in the formulation of the second National Action Plan, the involvement of children and youth in mining was considered one of the "worst forms of child labour" and became a priority.

This led to the development of ways to address the problem, in which Minercol and IPEC joined forces. The two entities established an agreement under which they would seek funds from the National Royalties Fund and the U.S. Department of Labour, respectively. The latter contributed US\$840,000, while the Royalties Fund approved US\$1.2 million, leading to a redesign of the project. This weakened the inter-institutional effort and finally led to a distancing between the two entities.

Nevertheless, the socio-cultural, economic and legislative study was carried out, determining the characteristics of child labour in the small-scale traditional mining of gold, coal, emeralds and clay, which became the main input for design of the project.

The results of the study were publicised nationwide and provided to local authorities in the municipalities, clearly describing the problem and making it possible later to design action programmes in each municipality.

Figure 1: Project Cycle



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In order to involve municipal institutions in the definition of the AP action areas, workshops were held in the municipalities. The planning was based on the project's overall guidelines and in the institutional capacity available. This was crucial to the implementation of the entire project, *"because the emphasis was placed not on distributing resources, but on strengthening programmes under way in the municipalities through which it would be possible to reach the families."*¹⁸

Three months after project implementation began in each municipality, the mid-term evaluation was done, providing important elements for the project's continuity. Because it focused on the APs, however, it did not contribute to the National Project.

Because of the armed conflict in Colombia, it was necessary to suspend the intervention in Condoto. This led to a re-planning of the intervention strategy, and a recreational-pedagogical action was developed involving Compensar and the ICBF. The process continued, and the final evaluation began in December 2003, leading to the findings presented in this document.

¹⁸ Interview with the Project Coordinator. December 19, 2003.

5. PROJECT DESIGN

5.1. Design and validity of the national project

As mentioned earlier, the project was drafted jointly; when IPEC designed the national project, therefore, it based its work on the joint agreements with Minercol. As a result, the initial design includes three areas of action: capacity building, direct action and the legalisation of informal mining; Minercol is directly responsible for the latter.

With the distancing between Minercol and IPEC, work could no longer be done in the area of legalisation. This was explained to the donors, who approved the suspension of that area. Because of that, and because Minercol is the state company with the constitutional mandate to oversee mining, it was believed that the mere presence of this national authority in the municipalities and communities where the project was implemented would have led to greater visibility and greater commitment on the part of the many stakeholders involved in the process.

Minercol's strong presence in municipalities such as Muzo or Condoto, where ordinary people do not identify state agencies, would have enriched the process. This did not occur, however, and from the standpoint of co-responsibility, the evaluating team analysing the interventions in Colombia believes that in these communities, which have historically been disenfranchised, the state remains weak and has been unable to assume its responsibilities.

Returning to the topic of design, it is important to note that this ultimately included four municipalities: Nemocón (Cundinamarca), Condoto (Chocó), Sogamoso and Muzo (Boyacá). Each has particular characteristics and contexts, but they share a common problem: child labour in the small-scale traditional mining of clay, gold, coal and emeralds.

The validity of the project's design is seen in the fact that it is based on the knowledge and prior experience gained through a national study carried out jointly by Minercol and IPEC. This study included the state-run company's information about the small-scale traditional mining sector and children's involvement in this work. The project also took into account experiences that had begun in other countries in the region, such as Ecuador, Peru and Bolivia.

A national policy framework, established in the Second National Action Plan, also existed. Thus the design is also linked to the provisions of national policy, reflecting its areas of actions. There is also synergy with national policy, as the project design drew on the policy framework and became a process that provided feedback for policy development. This is reflected to some extent in the Third National Action Plan.

Although significant progress has been made in participatory formulation with regard to linkage between the two stakeholders, the national entity and the international cooperation agency, the roles of other stakeholders — national, municipal and local — in the project design is not clear. The National Committee for the Elimination of Child Labour is known to have had influence in these processes, but as noted in the analysis of national policy,¹⁹ these stakeholders are simply consulted. They can express opinions, but have no decision-making capacity. Likewise, it is not

¹⁹ Evaluation provided by the work team of the UN - Observatory on Children.

clear to what extent municipal authorities, local stakeholders and especially the working children and youths and their families have the possibility of taking part in decisions about the interventions. Stakeholders repeatedly mentioned that they attended a workshop on the formulation of the action programs, and a few participated in the initial surveys, but none had a clear idea of the moment at which the National Project was formulated and designed, and all noted that the children and youths and their families, even though they had been previously identified, did not participate in the design of either the national project or the action programmes.

Because of the lack of beneficiary participation, the project was designed more on the basis of identified needs than felt needs. This is important, because when the implementing agencies approached the communities, they encountered resistance to the interventions, especially because they were designed to address a problem that the communities considered not a problem, but a completely normal situation. This was addressed during the intervention by giving families the opportunity to express opinions and affect some of the actions that were under way.

In the area of participation, it is noted that from the design stage, the project recognised the need to involve more national, municipal and local stakeholders who could directly or indirectly affect the situation of children and youths working in informal mining. This involved raising employers' awareness of the issue, clearly showing them their responsibility and their role in ensuring that adults have dignified work so that children can fully enjoy their childhood.

Another factor to be analysed is the consistency of the design in terms of its statement of objectives, strategies, actions and indicators. In this area, several problems were found:

- There was no linkage between the national capacity-building actions and direct actions. The design did not contemplate, as expected, connecting work being done at the national level with actions being carried out in each municipality. During the workshop, one official asked why representatives of the departmental governments were not present; these stakeholders should have been taken into consideration in linking work at the national and municipal levels.
- The indicators established make possible a quantitative measurement of achievements. There are, however, no indicators that are sensitive to cultural transformations in the communities or to changes of attitude among the children and youths, changes that were important in the process, according to representatives of the implementing agencies, but that do not appear in the activity reports and, therefore, are not systematically followed up.

5.2. Description and analysis of the design of the municipal Action Programmes

The following section presents a description and analysis of the design of the Action Programmes (APs) implemented in the municipalities of Nemocón, Muzo and Sogamoso. An analysis of validity is then done, including the perception of the evaluating group, as well as those of the various stakeholders who participated in the formulation of each of the APs. It must be noted that the Condoto AP is not included, as it was impossible to contact either representatives of the NGO or members of the municipal institutions.

In general, the documents related to the formulation of the APs include elements of the context of the municipalities in which the intervention was carried out. They begin with recognition of the existence of the problem, identifying characteristics of the political, economic, social and cultural context of each municipality. They establish the specific characteristics of the population to be involved in the direct intervention and indicate the presence or absence of the state and the various public stakeholders who interact in the situation.

Table 1. AP implementation strategies, by municipality

NEMOCÓN	MUZO	SOGAMOSO
<ol style="list-style-type: none"> 1. Information and awareness-raising: information campaigns and an oversight commission. 2. Access to social services: health, recreation and sports, and education. 3. Strengthening of families: individual guidance, networking, family strengthening. 4. Income generation: microcredit system (credit circles). 	<ol style="list-style-type: none"> 1. Promotion of school enrolment and technical training, as well as activities for appropriate use of free time. 2. Promotion of basic health care and nutrition. 3. Promotion of the diversification of economic activities. 4. Fostering of institutional ownership of the programme. 	<ol style="list-style-type: none"> 1. Community commitment and institution building. 2. Access to education, health care and healthy recreation. 3. Economic diversification.

Source: Based on documents for formulation of the APs.

The intervention strategies show differences among the programmes that correspond to the characteristics of each of the implementing NGOs. For example, strategies proposed in Nemocón emphasise personalised work with the families; in Muzo, priority is placed on activities aimed at access to services; and in Sogamoso the greatest emphasis is on the commitments of families and institutions regarding child labour in small-scale traditional mining. In general, the strategies of the three programmes revolve around three components: institution building, direct action with families and income generation.

Table 2. Sustainability strategies, by municipality

NEMOCÓN	MUZO	SOGAMOSO
<ol style="list-style-type: none"> 1. Change of cultural patterns and images. 2. Networking for prevention and oversight. 3. Management of proposals in the development plan. 	<ol style="list-style-type: none"> 1. Direct involvement of local authorities in implementation of the AP. 2. Official establishment of the AP at the local level. 3. Monitoring and evaluation of results with local participation. 4. Creation of processes for self-support in the group of AP beneficiaries. 5. Linkages with businesses. 6. Linkage of dates with national, departmental and local entities. 	<ol style="list-style-type: none"> 1. Institution building and community participation in committees. 2. Including the issue of child labour in the Social Policy Council. 3. Strengthening of families. 4. Beneficiaries' participation in existing programmes.

Source: Based on documents for formulation of the APs.

Each AP includes strategies for ensuring the continuity of actions and results after the NGOs withdraw from the municipalities. These are formulated in a general way. The documents do not reflect specific actions that will make these strategies operative or indicators for measuring sustainability.

Table 3. Direct beneficiaries of the Action Programmes, by municipality

NEMOCÓN	MUZO	SOGAMOSO
DIRECT	DIRECT	DIRECT
<ul style="list-style-type: none"> ◆ 285 children and youths between ages 5 and 17. ◆ 62 families. 	<ul style="list-style-type: none"> ◆ 476 children and youths between ages 5 and 17. ◆ 238 families. 	<ul style="list-style-type: none"> ◆ 433 children and youths between ages 5 and 17. ◆ 273 families.
INDIRECT	INDIRECT	INDIRECT
<ul style="list-style-type: none"> ◆ 221 siblings. 	<ul style="list-style-type: none"> ◆ 436 families. ◆ 591 non-working children. 	<ul style="list-style-type: none"> ◆ 310 children and youths and other ◆ 176 families.

Source: Based on documents for formulation of the APs.

With regard to the beneficiary population, the documents include clear criteria for establishing direct beneficiaries of the actions to be implemented in the municipalities. They also quantify the number of children expected to be withdrawn from mining, as well as those who are expected to be prevented from involvement in mining, and the families that will benefit from the programmes' actions. It should be noted that the municipalities where the direct actions were carried out were the ones with the largest number of working children and youths, according to the study by Minercol and IPEC. As the following table shows, Muzo is the municipality with the greatest number of children and youths involved in small-scale traditional mining.

Table 4. Immediate objectives of each AP, by municipality

NEMOCÓN	MUZO	SOGAMOSO
<ol style="list-style-type: none"> 1. Inter-institutional co-ordination: Social Policy Council and development of public policy. 2. 80% will have been withdrawn from exploitative working conditions. 3. A total of 62 families have been connected with alternative sources of income. 	<ol style="list-style-type: none"> 1. Awareness-raising with 541 families and 8 institutions with regard to children's rights, child labour, household chores and their negative consequences. 2. A total of 476 children withdrawn from child labour, with their rights restored. 3. A total of 50 adult heads of households will have received training and microcredit and 98 spouses will receive vocational-technical training. 	<ol style="list-style-type: none"> 1. Commitment by families and institutions to the elimination of child labour. 2. A total of 433 children withdrawn from child labour and provided with access to services. 3. A total of 80 families have been connected with alternative sources of income generation.

Source: Based on documents for formulation of the APs.

The immediate objectives proposed in each of the documents respond to the overall development objective, which is the same for all three APs: *“To contribute to processes for prevention and elimination by restoring rights and improving living conditions for the families.”* The operative steps for attaining the immediate objectives are described in a chart that relates each objective with the outputs to be obtained. Indicators are also established to make it possible to identify the degree to which each objective has been reached and the source of verification for each. This is a valuable tool for follow-up and for the establishment of local work by implementing agencies.

Based on the elements that we have described, we will evaluate the validity of the design of the Action Programmes based on certain specific aspects:

First, it is noteworthy that the APs were formulated within the framework of the National Project, creating linkages that made it possible to strengthen local implementation and provide feedback from municipal experiences to the national level. For the personnel of the implementing agencies, IPEC's technical guidance was key to understanding the problem. This was important because of the NGOs' lack of experience in the area of child labour in small-scale traditional mining.

For the design, a participatory process based on ILO/IPEC's intervention model was used,²⁰ with local authorities invited to join the NGOs in defining work strategies and the commitments of each. During the field work in the municipalities, it became evident that the beneficiary population had not been involved in the design, leading to actions that were based on the needs identified by municipal authorities rather than the felt needs of the children and youths and their families.

²⁰ According to the survey of representatives of implementing agencies and municipal officials, the majority (65%) were involved in the formulation process.

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In establishing the beneficiary population, the programmes began with information from the studies done by Minercol and IPEC. These identified the populations' problems and needs, but did not contain certain other elements that could have affected the design of the action programmes in one way or another. For example, the gathering and analysis of information was done separately, creating problems with the clarity of the data when the time came to systematically document the information.

In the area of restoring the rights of children and youths involved in small-scale traditional mining, the main strategy proposed in the programmes' design is access to health and education services and recreational activities through the reinforcement of programmes that already exist in the municipalities. This benefits the population by supplementing certain basic programmes for a specific period of time. It also makes the families' needs visible to the municipal agencies responsible for providing the services. As the Nemocón AP points out, however, "mere" access to services does not constitute a true restoration of children's rights; rather, this involves all the actions of the programme that make it possible to modify the families' situation, including access to services, income generation, strengthening of the family and of institutions, awareness-raising and commitments by the community. The complexity of the restoration of rights was considered, therefore, but strategies were not defined to transform this situation over time.

The design was ambitious and set immediate objectives to be achieved within one year of beginning the intervention in the municipalities. These were not feasible, however, not only because the time was so short, but also because situations existed that the programmes simply were unable to affect, such as cultural idiosyncrasies, inter-sector practices or the characteristics of the population itself. As a result, it is impossible to speak of a withdrawal of children from mining; rather, there has been a gradual decrease in their work hours.

The three action programmes include clear, precise indicators for the activities and outputs that they aim to achieve through implementation in the municipalities, as does the National Project. In general, these indicators are quantitative, making it impossible to evaluate the changes in attitude and behaviour that occurred through the work with the children and their families. These types of changes constitute a significant achievement for the process, and they must be kept in mind in future interventions. As one participant in the evaluation workshop commented, *"It is necessary to define indicators that indicate progress in processes of cultural transformation; the country has fallen short in this."*²¹

The National Project co-ordinator's office designed a monitoring and follow-up system that was given to each of the implementing NGOs. This system made it possible to record the activities carried out in each municipality, as well as the number of children withdrawn from small-scale traditional mining or prevented from becoming involved in such activity.

The characteristics of each of the implementing agencies also had an important influence on programme design. Each gave the design a nuance based on its experience in implementing social programmes. They did not, however, have any experience in the areas of child labour or mining. There was little prior intervention experience in these areas in Colombia, and when the NGOs were invited to participate, there was no specific experience in this area.

Although the projects identified factors related to the population and to mining, they did not include contextual aspects that would have enabled them to make assumptions about external factors that could have affected implementation, such as the dynamics of institutions in certain municipalities, the absence of departmental authorities and/or the organisational capacity of communities that depend on small-scale traditional mining.

5.3. Design and validity of the recreational-pedagogical programme

The formulation of the recreational-pedagogical programme was partly based on an evaluation of the phenomenon of child labour and the specific contexts in which the programme was to be implemented. It established a frame of reference and an analysis of the population of the child labour force in mining in which three key points were identified:

- Children do not begin by working full time, but by combining work and studies. The school enrolment rate among the children is higher in the 7-to-12 age group than among those between ages 13 and 17.
- Around age 14, there is a high dropout rate among the children who combine work and school, because their academic performance is affected by physical exhaustion, lack of motivation and the economic remuneration, however low, that they receive.
- An alternative, therefore, is key to avoiding a combination of work and studies. This consists of involving the child in recreational and leisure activities appropriate for their ages that foster holistic personality development and contribute to better performance in school.

Incorporating the lessons learned in other APs, the analysis of the children working in mining and the experience of the implementing entity, a programme was designed to address one of the basic factors in child labour: the absence of alternative opportunities for the children. The programme viewed play not only as appropriate use of free time, but as an opportunity to optimise the child's development and reclaim this as a child's right. In addition, by strengthening a programme run by an institution like the Colombian Institute of Family Welfare (whose presence goes beyond the municipalities that were the target of the project), the programme can reach a wider population.

The programme proposed three implementation strategies:

STRATEGIES
1. Withdraw children from mining and prevent them from becoming involved through personal/group development and participation in recreational-pedagogical activities.
2. Withdraw children from mining and prevent them from becoming involved through personal/group development, training as leaders in the recreational-pedagogical model and preparation to play an active role in and manage their projects.
3. Make strategies for the prevention and elimination of child labour sustainable by training educators in the ICBF-IPEC partnership.

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The programme strategy was to use the youths' own life stories to establish a personal development process that would help them recognise the negative consequences of child labour and arrive at conclusions not with a priori ideas or concepts that ignore each person's individual characteristics, but through a long process from the inside out, which does not only provide training for the young people, but that is carried out in conjunction with them. This would create alternative models for the children involved in mining, as well as opportunities for developing an awareness of the importance of play in childhood.

SUSTAINABILITY
1. Strengthening of a project that is formally part of a public institution like the ICBF.
2. The existence, operation and growth of the clubs.
3. A document resulting from the experience.
4. Youth and officials feel ownership of the programme and responsible for its formation.

The methodology included not only training, but also a process of personal development for the youth leaders, so that they could become models for other children. Thus the process with them was one of construction, not instruction, so that they could continue even after the programme ended.

BENEFICIARIES
Direct: 1,890 children and youths.
Indirect: 205 people, including youth leaders, ICBF officials and government officials.

The programme's direct and indirect beneficiaries are clearly established in the project's design, which takes into consideration not only children and youth, but also government and ICBF officials, who ultimately must ensure the continuity of the actions.

OBJECTIVES
Overall: To contribute to the prevention and elimination of child labour in Colombia.
Immediate: Prevention and withdrawal from child labour of 1,515 children between ages 7 and 12 and 870 youths, using the recreational-pedagogical model.

The immediate objective is directly aimed at meeting the overall objective, clearly specifying the products and activities to be carried out. A matrix is used to establish the indicators that will make it possible to determine the degree to which each objective has been achieved and the source of verification for each. This is a valuable tool, especially for follow-up and for establishing local work plans.

6. IMPLEMENTATION AND PERFORMANCE

This section provides an overall description of implementation and an analysis of each area of action based on the implementation and performance of the National Project. It is important to clarify that the third area contemplated in the original design is not included in this analysis, as it was not implemented because of the split between Minercol and ILO/IPEC.

Project implementation began in 2001, after it had been formulated and approved and funding had been obtained. A management process then began with national institutions and the NGOs to begin working with officials of the institutions, raising their awareness and training them on specific issue related to child labour in small-scale traditional mining, as well as training the NGOs in the ILO's direct intervention model.

The implementation of the two areas of action — national capacity-building and direct intervention — was initially characterised by a workshop methodology aimed at gaining a deeper knowledge of the issue. The first workshops were designed to share the findings of the study on “Children Who Work in Small-Scale Traditional Mining in Colombia: A Socio-Cultural, Economic and Legislative Survey,” which was carried out by Minercol and ILO/IPEC. Later workshops were designed to help organisations of workers and employers identify their responsibilities and to gain the commitment of public institutions. Other workshops were carried out simultaneously to train the NGOs that had been chosen to implement the direct intervention actions in the municipalities.

The process of selecting implementing agencies began in 2000. In the first half of 2002, the four NGOs that would carry out the direct intervention were determined. The municipalities where the intervention would be done were chosen at the time of the initial formulation, and there was a database of information about the beneficiary population. In the municipalities of Condoto and Muzo, however, the difficulty of dealing with a floating population arose, and it was necessary to start over and re-identify the population to be involved in the study. This caused a delay of about two months in the schedule set for these two municipalities. In Sogamoso and Nemocón, mini-programmes were used to update the database, making it possible to meet the original deadlines.

While the direct interventions were under way, management actions were begun simultaneously with the various national agencies to involve them in the elimination of child labour in small-scale traditional mining through formal commitments in the Operating Plans of the various national entities. The next section analyses the progress made in this regard, broken down by the various areas of action.

6.1. Implementation and performance in the area of national capacity-building

The national programme is based on activities in the areas of national capacity building and implementation of the action programmes. All goals were not achieved in the area of legalisation of small-scale traditional mining and the adoption of codes of conduct, because IPEC, as an international co-operation agency, is not responsible for the legalisation of mining and it was impossible to work jointly with Minercol on this. The project's national co-ordination efforts were

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aimed at including the issue in plans and programmes related to child labour in small-scale traditional mining, the implementation of methodological and technical processes for the formulation of municipal plans, awareness-raising and transformation of cultural patterns, and the presentation of follow-up reports to the sub-regional office in Lima and the office in Geneva.

In the area of institutional strengthening, progress was made in raising awareness among national agencies that have a clear role in the area of child labour because they are part of the national policy framework. Various stakeholders have been involved in the project and have assumed specific responsibilities. The actions carried out as part of this component included:

With the government and state agencies:

- The Third National Action Plan for the Elimination of Child Labour and Protection of Working Youth 2003-2006 was approved and presented on December 1 in compliance with the mandate established in the National Development Plan 2003-2006. This plan included the issue of child labour in small-scale traditional mining.²²
- The issue was included in the process under way by the Colombian Institute of Family Welfare (ICBF) to formulate a Ten-Year Plan for Children.²³
- The issue was included in the National Development Plan.
- The issue was included in the General Law on Children,²⁴ which is being prepared.
- Commitments related to implementation of the project and child labour in general were obtained from the ICBF and the Ministry of Social Protection.²⁵
- Icontact was involved in the implementation of actions related to quality control of products made without child labour.

With organisations of employers and workers:²⁶

- With support from ANDI and Asocolflores, an event was held to obtain commitments from representatives of the mining industry regarding the elimination of child labour in mining.
- ANDI approached universities about including the issue in academic programmes.
- CUT included the issue in its political manifesto and its regular political actions.

In the implementation of this area of action, the following elements are noteworthy:

²³ Technical Progress Report. December 2003. A ²⁴ *Ibíd.* ²⁵ Interview with the National Co-ordinator.

²⁶ Technical Progress Report. September 2003. ²⁷ Workshop held at the National University of Colombia, January

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- Initial joint work between ILO/IPEC and Minercol made possible a greater understanding of child labour in small-scale traditional mining in Colombia. For the National Project, it is important to recognise that Minercol contributed its cumulative knowledge about the mining areas in which children work.
- According to the project's formulation, prior experiences with UNICEF, Ecocarbón, Censat and ICBF were taken into consideration.
- A joint workshop was held with Ecuador, Peru and Bolivia to share experiences in interventions in child labour in small-scale traditional mining.
- Because this was not a regional project, IPEC Colombia had autonomy in the project's implementation, making it possible to take into consideration specific characteristics of the situation in Colombia.
- The project held many workshops to raise awareness and train NGOs in the methodology, to share intervention experiences in the sub-region, to train workers on the issue of child labour, especially in small-scale traditional mining, and to design and formulate various components of the direct interventions.

To analyse the implementation of the national capacity-building area, it is necessary to keep in mind a series of elements that influenced management of this area at the national level.

First, the country has been unable to establish a true process of state decentralisation. The lack of interconnection among the national, departmental and municipal levels makes it impossible to manage projects in such a way that national actions have local repercussions. "*What happens at the bottom doesn't flow up, and what happens at the top doesn't flow down.*" This has led to a lack of connection between the results obtained in the area of national capacity-building and the results from the direct actions in municipalities.

With regard to the distancing between IPEC and Minercol, some participants in the workshop held to validate the results of this evaluation²⁷ said that this was a significant loss for the municipalities in the area of legalisation of small-scale traditional mining, because they consider informality to be a major factor in the problem of child labour in mining at the local level.

The project demonstrated the magnitude of the problem and reinforced institutions, as demonstrated in stronger awareness-raising actions and the placement of the issue on the agendas of national agencies, gaining their formal commitment. Nevertheless, there has been little progress in strengthening programmes already under way in national agencies, except for the ICBF's youth club programme.

Key sectors of civil society related to the problem, such as employers and trade unions, were also involved through commitments, although, as in the case of national agencies, this was done with formal statements that have not translated into specific, long-term actions for addressing the problem. Some specific actions have been taken with certain mining companies in municipalities, but it is necessary to continue working and implementing strategies aimed at developing a sense of community co-responsibility for child labour in mining.

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Allocating resources from the Condoto action programme for the ICBF youth clubs was a good idea because it influenced two of the project's action areas, strengthening the national programme through the use of a novel methodology (national training) and triggering processes of cultural transformation that complemented the actions in the municipalities (direct action). Experiences like this are an example of joint work between co-operation agencies and state entities. Progress in formalising the certification of quality of products that have not been manufactured with child labour is a strategy that produces a disincentive for child labour.

This component's **relevance** is visible in areas such as its connection with the provisions of the National Action Plan, because it focuses intervention actions on a sector that is considered one of the "worst forms of child labour." Joint actions begun with the national mining authority (Minercol) are also key for national capacity-building. The way in which awareness-raising strategies were planned and the issue was placed on the agendas of national agencies by creating opportunities for learning and reflection is especially noteworthy.

The project succeeded in getting the issue onto the agenda of the National Committee for the Elimination of Child Labour and raising the awareness of important organisations, which received training and other benefits from IPEC (nine workshops and various meetings were held with the institutions, NGOs and organisations of workers and employers). These activities led to progress toward the objective proposed in this area. Although institutions are more aware of the problem, however, the actions carried out do not necessarily imply that they have increased their capacity to eliminate child labour, because their formal commitments do not necessarily translate into changes in their institutional practices. The same is true of the Development Plan 2003-2006, the Ten-Year Plan and the General Law on Children. Inclusion of the issue in these documents indicates that there public awareness exists, but it does not mean that the state and other stakeholders have moved toward recognising children as a priority sector of the population. In addition, children still are not seen as people with rights; but rather as a group that is the object of interventions.

With regard to **efficiency** in this area, a review of expenses as of December 2003 shows that spending in each budget area (personnel, AP sub-contracts, training, equipment, miscellaneous, etc.) did not exceed the budgeted amount, and in some areas there was a balance remaining that could be used in the final months of the intervention. This demonstrated appropriate management of resources in accordance with requirements.

With regard specifically to the efficiency of the national capacity-building component, we find that it initially had a budget of US\$46,000, which was later reduced to US\$21,000. When we examine spending as of December 2003, we find that:

Given efficiency as	Where:
$E = \frac{\text{Budgeted costs}}{\text{Real costs}}$	$E > 1$, the project is very efficient
	$E = 1$ is efficient
	$E < 1$, the project is increasingly inefficient

$$E = 21,000/13,546.99 = 1.5$$

This indicates that the project's resources have been managed efficiently and that a balance of US\$7,453 remained for final project activities.

In the area of **sustainability**, the inclusion of the issue in the Development Plan and institutional plans reflects a formal element that can contribute to the sustainability of the progress that has been made. Training and awareness-raising work with officials is a contribution to future development, although that alone does not imply that the issue has permeated organisational cultures or that an official who is more aware of the issue will necessarily be a catalyst for specific action.

When this aspect of the project's performance is analysed in the context of state reform, it is not clear how the project aims to build institutional capacity at a time when the state apparatus is being systematically dismantled and within a global model in which the state delegates its functions to private enterprise.

6.2. Implementation and performance in the area of direct action

The four Action Programmes (APs) were not carried out simultaneously because the formulation and approval of the programmes took longer for the municipalities of Condoto and Muzo than for Nemocón and Sogamoso. This led to modifications in the project timeline, which showed up in the intermediate evaluation, which showed that the APs were out of sync.

The official starting date for the four APs was September 25, 2002. In Nemocón and Sogamoso, however, work was already under way to update the database of families through mini-programmes that made it possible to identify the beneficiary population and begin direct actions with the families. In Muzo and Condoto, updating the databases took longer than expected, especially in Muzo, where the population is transient. In addition, because the study had been done a year before the programme began, when efforts were made to locate the families, many were no longer in the communities. As the co-ordinator of the Muzo AP said:

"Locating the families was very difficult and required a great deal of effort because the database that the ILO gave us was outdated. It included families that were no longer working in mining and families from the municipality of Quipama, who could not benefit from certain actions of the programme."²⁸

Implementation of the programme in the municipality of Condoto lasted four months, during which the database was updated, some awareness-raising actions were undertaken, the work plan was established, the school was repaired and groups of children and youths were formed. Because of the lack of security due to illegal armed groups in the area, however, the NGO was at great risk, as explained in the final report.

"There was a lack of guarantees in the processes to be carried out because of external pressures that impeded the programme's progress. The public safety situation in the area restricted some of the planned activities."²⁹

²⁸ Interview with staff of the NGO Cooptrabajo. Muzo, December 2, 2003.

²⁹ Final report of results. CORPASODE. Action Programme of the Municipality of Condoto. February 28, 2003.

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The other three municipalities continued their actions as planned. The national project decided to define a new, innovative programme that would make it possible to progress in a short time toward the strengthening of the ICBF (specifically its youth club programme), because one of the determining factors in the involvement of children in mine labour was found to be the lack of alternatives for the appropriate use of free time. This programme began in April 2003, benefiting the four municipalities.

Actions in the municipalities focused on three components: institution building, direct action with families and income generation. The approaches taken by the NGOs at the local level were different because of the specific situation in each municipality.

In Nemocón, there was a phase that involved approaching the community and local authorities, gradually introducing the ILO's position on child labour while identifying and recognising the community's views on the issue. Joint dialogue with the community and local authorities brought to light tensions to be taken into consideration in the intervention in order to progress toward the objectives (officials have a mindset that focuses on what "must be," while people's daily life centres on "being").

The ACJ acknowledges the initial difficulty that arose in working with the community in Patio Bonito, which had been "manipulated" by various institutions in the past. This difficulty was remedied, according to the ACJ staff, by using a work model "based on recognising the other through ongoing accompanying, without imposition," a strategy that made it possible to build trust between the community and the programme. One great achievement in this initial stage was the way in which the social work team "tilled the ground" so that the families finally began to talk about their problems and became involved in the programme. Besides the model used by the agency, it was also helpful to involve key stakeholders, who gradually got others involved.

Another element that was not considered at the start, but which arose as the team got to know the community, had to do with the population's origin. Most of the people were from Jericó, Boyacá. They were very reserved and it was difficult to develop bonds of neighbourliness, friendship and mutual collaboration.

While this relationship of trust was being developed between the implementing agency and the community, work was being done with officials. Difficulties were encountered, because the possibility of institutional action depends on the official in charge at the time. The same is true at the national level, as indicated in the analysis of national policy. Some officials were very interested and finally committed themselves, but others, who are old-fashioned or whose institutions are undergoing restructuring and lack sufficient human resources, simply did not participate actively in the AP.

These situations are difficult to transform through an AP, but the national project played a role in this area. It was difficult to co-ordinate, because changes involving the issue at the national level did not have a local impact, while other actions were being carried out locally.

Awareness-raising among various stakeholders was one of the main accomplishments of the work with institutions, although greater progress was made in some areas than in others. Nevertheless, an issue that had been mentioned for a long time by Minercol finally took shape with concrete interventions, and officials who had been involved at the start recognised that

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those initial actions, which had once seemed isolated, had a noticeable effect and served as a catalyst for development of the intervention.

Being involved in training for the formulation of the AP also motivated them to continue participating and mobilising other authorities on the issue. Some officials were more active than others. These included the government secretary, the co-ordinator of Umata, the person responsible for social programmes in the local government, the person responsible for the recreational facility known as the "*ludoteca*," the police station staff, and in the community itself, the school principal and teachers.

With support from the municipal government and the trust of the families in the community, it was possible to arrange access to health, education and recreation services for children and youths.

In Sogamoso, the community already had a vague idea of the project because of the surveys that had been done for the baseline (IPEC-Minercol survey). When the NGO arrived, however, there was some resistance from the community. Thanks to the work carried out, trust was built and the agency gained respect and credibility in the community. At the same time, initial contact was made with local authorities and institutions, placing the project and the issue on the local agenda. Thus work was done in two areas to meet two of the programme's three immediate objectives: access to services and strengthening of institutions.

The work done in the institutions first made the issue visible, and then created strategic partnerships to optimise actions by various institutions and connect them with the project. The NGO did careful follow-up of every action, ensuring that they were implemented well and took the greatest possible advantage of inputs. In work with the community, there were clear rules from the start, which resulted in greater commitment by families to withdrawing their children from the labour force. The beneficiaries were given a great deal of responsibility, ensuring their active participation; benefits were linked to that participation.

The NGO had constant support from ILO/IPEC, which did ongoing follow-up of the AP. Although ILO had provided clear guidelines for the project, the Colombian situation, especially in Sogamoso, meant that changes were needed in certain project activities, such as microcredit, because the families of the working children were not prepared for such a system. The emphasis was then shifted to providing implements and inputs for strengthening productive units. Because of the degree of development in the municipality of Sogamoso, it was relatively easy to get the issue onto the public agenda and establish linkages with institutions to meet the AP's objectives.

In the municipality of Muzo, conditions for implementation of the AP were not optimal. At first, communication between the NGO and the mayor was very difficult. The municipality lacked a social policy council and experience in inter-institutional work. As a result, the NGO had to organise processes for the formation of a Local Committee for the Prevention and Elimination of Child Labour. During that process, tensions arose between the programme co-ordinator and committee officials, especially over how municipal resources would be invested. This made it necessary for the national project co-ordinator to travel to the municipality to mediate between the NGO and the committee members. At the time of this evaluation, the committee's influence at the local level was not evident.

Approaching the community was less complicated. Once the database was updated, activities began with families in the communities. Awareness-raising was done in the community on the

issue of child labour, and activities were carried out to restore children's rights. Nevertheless, the lack of institutional programmes, the absence of models for children and youths and the cultural factor related to "the emerald dream" were elements that might have influenced the intervention's impact. The extreme poverty and lack of training among families in the mining area of Muzo interfered with the implementation of certain programme activities, such as vocational training and the income-generation component.

Despite these difficulties, positive results were achieved for the beneficiary families, including the municipal hospital's commitment to implement health brigades in the mining communities. The head of the education office also agreed to provide an education subsidy to children and youths in the mining area. In sum, the characteristics of the municipality and the NGO's lack of experience in implementing social programs made it impossible to achieve all the anticipated results; nevertheless, the issue of child labour was made visible and certain entities made a commitment to improving conditions for families in the mining area.

Bearing in mind the national government's complete neglect of this municipality and the lack of institutional programmes, we believe that stimulating social development processes is valid, because they strengthen the communities' organisational capacity and empower them to respond to the need for change that will transform the institutional mindset of the local governments.

The differences encountered with regard to inter-institutional efforts in the municipalities are corroborated by the results of the survey of municipal officials. In Sogamoso y Nemocón (63%), the APs were seen as stimulating joint work among institutions. In the municipality of Muzo (25%), on the other hand, this did not occur for the reasons we have mentioned.

During the implementation process, it was possible to recognise nuances in the characteristics of the municipalities. The main factors in these differences are work with families, access to aid and the productive units.

Work with families: While large-scale workshops were held in Muzo and Condoto, in Nemocón more personalised work was done with each family, and in Sogamoso the work was done with groups of mining communities.

Access to aid: While Nemocón and Muzo allocated donations equally to direct beneficiaries, in Sogamoso this was based on participation in activities, the needs identified by children and youth, and commitments from the families to withdraw their children from work.

Income-generation: Nemocón and Muzo had support from an external consultant. This was not necessary in Sogamoso because of the NGO's experience in this field. The final productive activities also differed from municipality to municipality. Nemocón and Sogamoso focused on handcrafts. The former had support from Artesanías de Colombia and the second from SENA and a private consultant. In Muzo, productive activities were aimed at various areas. Nemocón and Sogamoso recovered traditional activities from the past, while Muzo began with a survey carried out with the community. Community dynamics in Muzo also kept families from forming associations for production.

As part of the AP planning process, each NGO formulated a quarterly work plan showing how activities would be implemented and the outputs expected within certain time frames. In

accordance with the guidelines proposed by the national co-ordinator of the APs, each quarter had a specific emphasis:

“For example, if during the first quarter the main objective was awareness-raising, the plan established the resources, dates and percentage achievement of each activity by output.”³⁰

Moving ahead gradually by components meant that the income-generation component was implemented late. In addition, during implementation of the APs, the decision was made to reformulate the initial design regarding the microcredit system. As the consultant on income generation commented:

“The lack of planning of operative implementation had a negative effect on the income-generation component. This sort of thing cannot be left until the end, in sequential order. It must be included from the start. ... In many cases, I found out when we were in the workshops that there were people who did know how to read and write. It makes no sense to try to teach them accounting if they can't read or write. That was the great difficulty, the great structural weakness, that I found in the processes: it was not an integrated intervention.”³¹

At the end of 2002, an external agency carried out a mid-term evaluation that provided an outside perspective on the process under way, to *“document, with the stakeholders involved, the practices implemented during the first year of the project for the elimination of child labour in small-scale traditional mining in Colombia, obtain recommendations based on lessons learned, and implement corrective actions and adjustments to the plans.”³²* Based on the results of the evaluation, specific actions were strengthened. Noteworthy results included:

- The project implementation was appropriate.
- It was recommended that the income-generation component be implemented quickly.
- It was suggested that the cultural aspect be reinforced; at that point, it seemed disconnected from the rest of the intervention.
- Improvements were proposed for communication among the NGOs.
- A lack of connection was found between implementation at the municipal and national levels.
- The NGOs indicated that ILO/IPEC's supervision was characterised by a great deal of control giving them little autonomy.

This evaluation made an important contribution to strengthening the implementation process; it focused on the area of direct action, however, placing less importance on aspects such as the design of the project and programmes and the area of national capacity-building. In addition,

³⁰ Interview with the co-ordinator of the action programmes. December 19, 2003.

³¹ Interview with the consultant for income generation, Luis Gonzalo Pérez. December 2, 2003.

³² CAMARGO, ISAZA, PABÓN. Mid-term Evaluation of the Project for the Elimination of Child Labour in Small-Scale Traditional Mining. February 2003.

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when the evaluation was done, little progress had been made in the actions of the programmes in the municipalities.

Overall, progress has been made in all the municipalities. Further ongoing oversight is necessary, however, because the families are just “taking off.” They are motivated to continue and to transform their situation, but if they are left at that point, the gains made so far could be lost and there is a danger that the progress made in withdrawing children from work could be erased.

The work plan originally proposed was followed, with certain changes that did not significantly affect the results. For example, the income-generation component was delayed because prior work needed to be done with the community.

During the implementation process, it became evident that there was a need to work with the women in the community, because through them, change could be brought about in the families. Family relationships in these municipalities are fairly chauvinistic, with the man as the head of the family and women and children subordinate to him. Involving the women was complex, therefore, but as the project progressed, the women became empowered. By the time of the evaluation, they clearly recognised that they make their own opportunities and that they play a new role as people capable of bringing about change and as pillars of the formation and shaping of a future for their children in particular and the children of the community in general. Such processes are advisable, therefore, and should be permeated by a gender focus that can foresee and reinforce situations such as this.

The project’s performance demonstrates the transformation that occurred in the communities during its implementation. The beneficiary families were the main source of information about the changes they experienced as a result of the project.

Table 2
The AP process in Nemocón, Sogamoso and Muzo

Before implementation of the AP	During implementation of the AP	After the AP ended
<ul style="list-style-type: none"> ◆ We took the children to work; children had to work... ◆ There are no opportunities for recreation. ◆ People were afraid because they went out alone. ◆ Women worked all day. We had no stimulation and no one paid attention to us. ◆ The only option we saw was brick making. ◆ Even neighbours didn’t get together or communicate. ◆ We weren’t aware that children should study 	<ul style="list-style-type: none"> ◆ We recognised how children were being worn down. ◆ Before, the community felt abandoned. ◆ We realised that there are ways of earning money other than spending 24 hours a day making bricks. That motivated us, because we saw different work possibilities. ◆ The AP has been a big support, because we don’t feel so alone. There are people who listen to our problems. ◆ Young people have learned to do other things with clay besides making bricks. We also know more about accounting. ◆ We’ve gradually lost our initial fear, because our initial expectations have been met. 	<ul style="list-style-type: none"> ◆ There’s no money, so children may go back to work in brick making. ◆ The productive units remain. ◆ We are aware that child labour is bad, but we don’t have the money for our children to continue their studies. ◆ We don’t know if the new mayor will support us.

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<p>instead of working.</p> <ul style="list-style-type: none"> ◆ We didn't have friends with whom we could talk about our problems. ◆ Before, women only did one thing. ◆ There wasn't enough money to send the kids to school. ◆ Young people only thought about making money; they weren't motivated to study. ◆ We thought it was better for kids to work instead of playing or hanging out in the street. ◆ We thought that children had to help themselves; that's why they needed to help us at work. ◆ The only activities we knew were making bricks and mining coal. ◆ The kids didn't like to work. 	<ul style="list-style-type: none"> ◆ People have learned to share. We celebrate special days together. ◆ Women have learned to recognise their own worth. ◆ Women have been trained in new things; we've gotten out of our routine. ◆ Our husbands understand our role and help more; they realise that it helps them, too. ◆ We learned how to treat children. ◆ Thanks to the AP, children have discovered their talents. ◆ Now some kids have been able to study, because they've had support to enrol, buy materials and uniforms, and get remedial assistance. ◆ More kids are in school. There is assistance for books, uniforms and fees. ◆ Academic performance is better thanks to the reinforcement they get in the youth clubs. ◆ Training for parents, to help them see that there are other work options. ◆ Creation of six productive units. ◆ Places for recreation for children. ◆ "Now we can't force children to work." ◆ Talks and workshops for the families. ◆ Recreation and places for families to enjoy leisure time. 	
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Source: Workshop carried out with parents in the municipalities, December 2003.

Bearing in mind that the population's access to health, education and recreational services was deficient, it was **relevant** for the project to carry out institutional strengthening actions so that the local stakeholders responsible for guaranteeing these services assumed their responsibility.

"The participation of local authorities has raised the profile and helped people take ownership of the need to solve the problem."³³

The reformulation of the income-generation component, which was originally proposed as a microcredit component, was also relevant. The consultant for this component said:

"The formulation of the project included having a well-known financial entity take responsibility for managing microcredit. But because all the programmes together didn't amount to \$50,000, no financial institution was going to be interested in managing that, especially with that sort of population. When that idea was discarded, we determined that the possibilities of association could function in both Nemocón and Muzo."

³³ Interview with Yolanda Arango of the Attorney General's Office. December 16, 2003.

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Some employers became involved, mainly in Muzo and Nemocón, where work was done to raise employers' awareness about child labour in mining and the need to eliminate the problem. Because this is still at an early stage, however, we cannot clearly see a commitment by these bodies to creating dignified working conditions for adults that would lead to the elimination and prevention of child labour.

"The company is willing to collaborate in any way it can."³⁴

With regard to **effectiveness**, the evaluation found that the project made progress in reducing the work hours of the children and youths, but did not find that they had withdrawn from the labour force completely. This was mentioned by the staff of the NGOs, who considered this an initial achievement, but who also saw the need to continue working in this area.

"There have been steps toward elimination, but this is a process, because you have to show the children that they have the right to play. It means changing mindsets. This programme was a start."³⁵

With regard to municipal institutions' commitments to eliminating child labour in mining, the study showed positive results, because the problem became more visible and was placed on the local agenda.

In the area of local capacity building, progress was made in local authorities' recognition of community responsibility, but their degrees of commitment differ according to their capacities.

In the area of income generation, which was meant to improve the families' incomes, at the time of this evaluation the productive units were in a consolidation phase and had not yet become profitable for the families.

With regard to **efficiency**, initially each direct action area had a planned budget of US\$85,000 per municipality, which was later reformulated, taking into account the size of the beneficiary population in each municipality. Muzo and Condoto were finally allocated US\$100,000, while Sogamoso and Nemocón received US\$94,000 and US\$60,000, respectively. When we reviewed the expenses as of September 2003 by the action programmes in Muzo and Nemocón, we found that about 70% of the total budget had been used, showing that there was appropriate distribution of resources throughout the life of the project.

With regard to the total budget for the direct action area, the budget amount was US\$340,000, but because of the suspension of Condoto (which spent US\$40,929) and the transfer of resources to the recreational-pedagogical AP, \$72,000 was finally budgeted. This line item increased to US\$366,929. When we analyse efficiency, we find that:

Where: E > 1 means the project is fairly efficient E = 1 means it is efficient E < 1 means that efficiency is gradually decreasing

³⁴ Interview with an employee of the Muzo mining company.

³⁵ Interview with the ACJ team. December 22, 2003.

$$E = \frac{340.000}{366.929}$$

With regard to **sustainability**, implementation of the programmes coincided with municipal government elections. The project established a strategy for ensuring the continuity of its actions involving child labour in small-scale traditional mining. It called together the mayors-elect to sign a commitment before witnesses, agreeing to include the issue in their new development plans. This was done in a national workshop held on November 13, 2003.

Funding was also obtained for the programme co-ordinators to do community supervision, installing the system for monitoring and verifying fulfilment of the commitments. There were no resources for actions.

In the area of sustainability of productive units, the evaluation found no evidence of the sustainability actions to be implemented.

In questioning stakeholders about the sustainability of the actions carried out, we found that:

- Parents believed their children were likely to go back to work after the programme's actions ended.
- In Sogamoso, a specific area on the elimination of child labour was included in the Social Policy Council's sub-committee on children and the family. The Municipal Council also signed an agreement establishing a permanent task force on working children. In the area of access to basic services, the school principal committed to working to keep children and youths from dropping out of the educational system³⁶ during implementation of the AP.
- In Muzo, the issue was included in the Municipal Development Plan. Municipal resources were obtained to continue with the health brigades in the mining communities. The director of the education office agreed to maintain the places allotted for children and youths. In the area of education aids, BellSouth agreed to provide resources for a year. Although a Local Committee for the Elimination of Child Labour in Mining was formed, no actions are evident that would ensure its continuity.
- In Nemocón, the issue was included in the new Development Plan. The mayor-elect is from the mining community, and is committed to helping children who work in the brickyards. To encourage children to remain in school, the principal agreed not to charge fees for materials or other items. In addition, businesspeople involved in brick making signed a code of conduct committing them to supporting actions to eliminate child labour.

³⁶ Mentioned by the principal of the school in the community of Morcá. This was a commitment by the school, and was not part of the intervention of the Education Secretariat of Sogamoso.

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With regard to perceptions of sustainability, 50% of municipal officials believe that after the AP ends, some institutions will continue with activities related to the programme. In addition, 50% believe that institutions and other stakeholders in the municipality have incorporated the learnings of the AP, which will guide future actions benefiting children and youths working in small-scale traditional mining. In the municipalities, there is an optimistic view of the actions' sustainability.

In the area of **unforeseen effects**, during the evaluation parents of children and youths who benefited from the AP said they could not match the resources that the programme had provided to take their children to school.

In the three areas covered by the APs, women became empowered. This could be seen in their participation in all programme activities.

The implementation of the APs also led to the empowerment of local stakeholders on the issue of the elimination of child labour in mining.

A gender perspective was not included in Muzo and Sogamoso. The co-ordinators of those APs mentioned this in the interview. In Nemocón, although it was not specifically mentioned, empowerment of women in the community was a key element in progressing toward the transformation of cultural patterns within the family, as well as in recognising children as people with rights.

7. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

From the beginning, the Project for the Prevention and Elimination of Child Labour in Small-Scale Traditional Mining in Colombia was meant to be a joint effort between international cooperation and state entities. A plan was developed that recognised the knowledge that had been accumulated over the years by the state agency that had the greatest understanding of the problem.

The project fell within the framework of national policy and created a synergy of activities that enabled it to contribute, based on practical experience, to the development of a new National Action Plan that was more comprehensive than earlier plans.

Through actions carried out at the national level during the project, the issue was included in the National Plan for Children and the General Law on Children. This represents progress in development of a comprehensive policy on children that, as the name implies, includes all children, rather than addressing the various problems separately (child labour, abuse, trafficking, poverty, etc.).

The problem of child labour in small-scale traditional mining is related to structural factors that affect the implementation of specific projects and programmes. The absence of the state social sector in municipalities that have pre-modern local organisations hampers the development of universal citizenship. As a result, movement toward the restoration of rights and recognition of children as citizens must begin with acknowledgement of these pre-modern factors.

IPEC's technical oversight of the project was a key factor that reinforced the process, providing clear guidance for the NGOs from the start, whether or not they had experience.

Given the beneficiary population's disenfranchisement, the design of the APs is relevant, because an intervention whose goal is to improve living conditions in marginalised communities is well received.

The APs make the problem visible in the municipalities, leading to the empowerment of the communities involved and shared responsibility among certain sectors of civil society.

The income-generation component was the weakest part of the APs, partly because it began late and the communities had high expectations, and partly because of the model used.

The characteristics of the situation in each area and the approaches taken by the implementing NGOs nuanced the intervention in each of the municipalities. Each participating NGO has clear, recognised strengths that gave the interventions a personal touch. In addition, the municipalities of Nemocón, Muzo and Sogamoso have different conditions in such areas as community organisation, the presence of the state, culture and living conditions, which shaped the actions taken in each place.

There is less and less access to national resources for social interventions and, therefore, continued dependence on resources from international co-operation agencies.

Recommendations

- We recommend the design of indicators and methodologies that would make it possible to implement qualitative processes for addressing this type of problem.
- Because of the complexity of the phenomenon of child labour in small-scale traditional mining, we recommend further research to gain a deeper understanding of the problem.
- In future processes, it is advisable to include the beneficiary population beginning with the design stage.
- More progress is needed in awareness-raising, because there is a demonstrated need to empower communities to set up oversight mechanisms for monitoring children's rights.
- Greater interconnection must be fostered between the population and municipal institutions to make the empowerment processes more active.

8. LESSONS LEARNED

The relationship established with the communities by the NGOs created a sense of accompaniment that made it possible to identify the potential of specific groups, mainly women, who felt that their role as women and mothers was valued. Children, youths and adult men also felt the support provided by the NGOs during the slightly more than one year in which work was done to develop community processes that would make children the focus of community action.

The transformation of social practices always requires significant time. As a result, these processes are still in their “embryonic stage,” leaving the communities feeling that they have been abandoned. Because of this, another year of accompaniment was planned, deepening the emotional and physical bonds between the communities and the NGOs.

This, however, highlights the need for reflection about who plays the leading role. Both the communities and local authorities identified the NGOs as having the main role. As a result, when the process ended, they felt they had been left alone. This underscores the need to rethink the situation. The subjects of the intervention are the children and youths and their families, and they should play the leading role throughout the process. For this reason, their participation in every stage of the process, from the very beginning, is clearly necessary.

Because the neoliberal model makes the state’s role less and less visible, the experience of partnership between a national public agency, the ICBF, and a private family compensation entity with a limited geographic scope, such as Compensar, is important and could be replicated. The partnership between these two entities is a clear strategy for national capacity-building.

In the area of institution-building, we also must not forget to include decision-makers who address the area of adult workers, as there is a proven relationship between unemployment, underemployment and informal adult labour and the involvement of children in the work force. This has been clear throughout the intervention, where parents working in small-scale traditional mining began as children themselves and have now involved their own children in the activity, although other factors, including cultural and historical ones, are also important. Nevertheless, Colombia’s commitments to other international bodies and the contradictions that these create within the country make it necessary to create dignified working conditions for adults as part of the effort to eliminate child labour.

The dissemination of information about children’s rights and community participation in project management may be lip service if people do not have true, expanded access to new opportunities. The children themselves are seeing and experiencing the labour tragedies of their parents and relatives, which contradict the lifestyles they see everywhere in the media. Colombia’s children are growing up immersed in these contradictions; they say that they don’t want to grow up, or that they will have to leave the country in order to live well. As a result, as Carlos Plaza said in one workshop, it is necessary to involve stakeholders who are never present, such as the Ministry of Finance and others, not to ask them for subsidies for more and more poor people, but to rethink and plan the redistribution of wealth in the country.

It is important to continue working on the restoration of rights based on the principles of indivisibility and shared responsibility. This means seeing rights not as access to the services

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provided by various sectors, but as interconnected human rights that enable children and youths to live freely and happily as citizens.

This means making progress in the conceptual sphere, enabling people to take responsibility for their own development within a family that meets the emotional needs of its members, as well as ensuring that the state performs its functions and that the community becomes a social support network focused on children.

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APPENDICES

APPENDIX 1. ACTIVITIES CARRIED OUT BY THE RESEARCH TEAM

ACTIVITIES IN THE MUNICIPALITY OF MUZO

ACTIVITY	PARTICIPANTS
WORKSHOP	PARENTS WHO WERE AP BENEFICIARIES
WORKSHOP	CHILDREN AND YOUTH WHO WERE AP BENEFICIARIES
PASSIVE OBSERVATION	MINING AREA
GROUP INTERVIEW	BENEFICIARIES OF THE INCOME-GENERATION COMPONENT
GROUP INTERVIEW	MEMBERS OF THE LOCAL COMMITTEE FOR THE PREVENTION AND ELIMINATION OF CHILD LABOUR
GROUP INTERVIEW	REPRESENTATIVES OF THE NGO COOPTRABAJO
GROUP INTERVIEW	YOUTH LEADERS OF YOUTH CLUBS
GROUP INTERVIEW	OUTGOING MAYOR AND MAYOR-ELECT
INDIVIDUAL INTERVIEW	MINE OFFICIALS
INDIVIDUAL INTERVIEW	TEACHER FROM THE SCHOOL IN THE MINING COMMUNITY OF MATA CAFÉ

ACTIVITIES IN THE MUNICIPALITY OF SOGAMOSO

ACTIVITY	PARTICIPANTS
WORKSHOP	PARENTS WHO WERE AP BENEFICIARIES
WORKSHOP	CHILDREN AND YOUTH WHO WERE AP BENEFICIARIES
PASSIVE OBSERVATION	BRICKYARDS (<i>CHIRCALES</i>)
GROUP INTERVIEW	BENEFICIARIES OF THE INCOME-GENERATION COMPONENT
GROUP INTERVIEW	MEMBERS OF THE SOCIAL POLICY COUNCIL (SUBCOMMITTEE ON CHILDREN)
GROUP INTERVIEW	REPRESENTATIVES OF THE NGO MINUTO DE DIOS
GROUP INTERVIEW	YOUTH LEADERS OF YOUTH CLUBS
INDIVIDUAL INTERVIEW	HEAD OF THE SCHOOL IN THE MINING COMMUNITY OF MORCA

ACTIVITIES IN THE MUNICIPALITY OF NEMOCÓN

ACTIVITY	PARTICIPANTS
WORKSHOP WITH TEACHERS	SEVEN TEACHERS FROM THE SCHOOL IN THE MINING COMMUNITY OF PATIO BONITO
WORKSHOP WITH FAMILIES	WOMEN FROM THE MINING COMMUNITY
GROUP INTERVIEW WITH OFFICIALS	SIX NEMOCÓN LOCAL GOVERNMENT OFFICIALS
GROUP INTERVIEW WITH ACJ REPRESENTATIVES	TWO ACJ REPRESENTATIVES. CO-ORDINATOR AND EXPERT IN INCOME GENERATION

PROJECT CONSULTANTS INTERVIEWED

NAME	ACTIVITY
Luis Gonzalo Pérez	Income generation
María Isabel Martínez	Recreational-pedagogical AP
Adriana Lucía Castro	Monitoring system
Maritza Díaz	Awareness-raising component
María Clara Melguizo	Systematic documentation
María Gabriela Corradine	Colombian handcrafts

NATIONAL GOVERNMENT OFFICIALS INTERVIEWED

NAME	AGENCY
Carlos Plaza	Ministry of Social Protection
Ramón Vásquez	Minercol
Yolanda Arango	Attorney General's Office
Lilia Flórez	ICBF

APPENDIX 2. SURVEY OF REPRESENTATIVES OF THE IMPLEMENTING NGOS

**EXTERNAL EVALUATION
PROGRAMME FOR THE ELIMINATION OF CHILD LABOUR IN SMALL-SCALE
TRADITIONAL MINING**

SURVEY

The following questions refer to the programme's design. If you are not familiar with a particular area, please skip to the next question.

Design of the AP

Did you participate in the programme's design?

Yes ___

In what way? _____

No ___

Why? _____

Are you aware of earlier studies done in the region with children and youth in small-scale traditional mining?

No ___ **Yes** ___ **Which ones?** _____

Are you aware of other actions undertaken to benefit children and youths working in small-scale traditional mining?

No ___ **Yes** ___ **Which ones?** _____

Implementation and performance

Place an X beside the indicator that you believe applies to the category established.

CATEGORY	INDICATOR	MARK X
Stages of assistance process	The stages through which the beneficiaries of the programme must pass are not clear.	0
	Aware of the activities being carried out but not of the stages of the programme.	1
	The states of selection of the population, reception, ongoing participation and preparation for exit are identified.	2
CATEGORY	INDICATOR	MARK X
Selection of beneficiaries	The selection processes are not clear.	0
	Only one specific criterion is considered in selection of the population.	1
	Age, school enrolment, health, income, family members and working conditions are considered.	2
Focus on rights of children and youths	The programme only includes specific activities aimed at withdrawing children and youth from mining.	0
	Besides activities aimed at withdrawing children and youth from mining, the programme promotes the general welfare of beneficiary children and youths.	1
	The programme fosters a culture of respect for children's rights.	2
Inter-sector work	The programme has not fostered interrelated efforts among sectors of the municipality regarding child labour in the mines.	0
	The programme has fostered opportunities for different sectors to meet to present the actions they have carried out to address child labour in mining.	1
	The programme has created opportunities for sectors to work together to plan and carry out joint actions to address child labour in mining.	2
Shared responsibility	The programme has delegated responsibility for working children and youths to families only.	0
	The programme has shared responsibility for working children and youths with the families.	1
	The programme has promoted a sense of responsibility of the state, society and the family for children and youths working in small-scale traditional mining.	2

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Follow-up	The programme has not considered follow-up actions with children and youths who drop out and/or leave.	0
	The programme only has data about entry of working children and youths.	1
	The programme has a system for periodic follow-up with the entire beneficiary population.	2
Sustainability	When the programme ends, the actions aimed at children and youths working in mining will end.	0
	When the programme ends, certain institutions will continue related actions.	1
	Municipal institutions and stakeholders have incorporated learnings from the programme to guide future actions that will benefit children and youths working in small-scale traditional mining.	2

APPENDIX 3.
**SYSTEMATIC DOCUMENTATION OF THE WORKSHOP FOR THE FINAL INDEPENDENT
EVALUATION OF THE PROJECT FOR PREVENTION AND ELIMINATION OF CHILD
LABOUR IN SMALL-SCALE TRADITIONAL MINING IN COLOMBIA**

TOPIC	COMMENTS
Design	<p>The project includes clear objectives and indicators that made it possible to establish the changes resulting from its implementation. The project was formulated in a participatory manner, involving key stakeholders working on the issue of child labour in small-scale traditional mining, although the beneficiaries of the direct actions in the municipalities did not have the anticipated degree of participation. There is a problem with qualitative indicators, as it was not possible to measure transformations in families' attitudes and behaviours as a result of the implementation of the action programmes in the municipalities. <i>Indicators must be defined that demonstrate progress in processes of cultural transformation.</i></p>
Income generation	<p>Some participants consider the income-generation component to have been the most difficult. The evaluators found that the actions related to this component began later than other programme actions. The person responsible for this component in the municipality of Nemocón agreed that prior intervention is necessary to gain the trust of the target population.</p> <p>The national project co-ordinator stated that activities such as training were done with NGOs while other actions were being carried out in the municipalities. The productive units, however, only became established in the last four months of the project, and had not generated alternative income for the beneficiary families.</p> <p>Other participants said that this type of process requires mobilising local capacities and potential, and breaking out of the national mindset that holds that it is impossible to organise informal activities.</p> <p>While the productive units in Sogamoso and Nemocón centred on small-scale traditional production, in tune with the local situation, in Muzo various types of projects were supported, with no assurance that they would be sustainable.</p>

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<p>National Capacity</p>	<p>In the area of national capacity-building, some participants believe that the distancing between Minercol and IPEC represented a significant loss to the municipalities with regard to the legalisation of small-scale traditional mining, reducing the capacity for preventing and eliminating child labour in mining. About this, one Minercol official said, <i>“Minercol, as a state agency, will always be a facilitator of processes. Unfortunately, in the case of the project with IPEC, the separation occurred because of resources. I repeat that we are facilitators of actions, regardless of resources, and we will continue to take part in the process. Minercol is promoting an economy of solidarity project. It would be good to work together, because it will surely coincide with the municipalities in which this project is being carried out.”</i></p> <p>A representative of the Ministry of Social Protection stated, with regard to child labour, that <i>“It is necessary to take a clear, unambiguous position so as not to relativise the message or the stance that the country has taken with regard to the problem.”</i></p> <p>The participants also agreed, however, that the Colombian government’s dynamics have not fostered greater self-determination for municipalities. Decentralisation is not yet a reality, and there is a large gap between national and municipal administration. In other words, <i>“Things do not flow down from the top or up from the bottom.”</i> This was a factor in the distance between the areas of national capacity building and direct action in the municipalities.</p> <p>The representative from Umata in Nemocón stated that departmental administration is also distanced from the municipal level.</p> <p>Another important factor affecting national capacity building is the fact that IPEC’s time frames were not in step with those of the Colombian government.</p>
<p>Action programmes in municipalities</p>	<p>There is relatively little presence of institutions in the municipalities where the APs were carried out. This could affect progress in the institution-building component. Nevertheless, participants said that <i>“it does not necessarily constitute a weakness, because even while there are no public agencies, there are other types of stakeholders and it is necessary to work with them. There is always some presence of the state. In Muzo, for example, the education sector is fairly strong.”</i> Most agreed that these intervention processes strengthened the capacities of community organisations, empowering them to take action to change the institutional mindset of the municipalities.</p> <p>Likewise, the representative from the Ministry of Social Protection</p>

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	<p>stated that <i>“it is in these kinds of municipalities, where institutional development is very weak, that there is the greatest need for this type of intervention. These are processes that make it possible to move ahead with the guidelines of the CPN90 for decentralisation.”</i></p>
<p>Withdrawal of children from mining</p>	<p>With regard to whether children will return to mine labour when the APs in the municipalities end, the participants believed that <i>“Much has been accomplished. This is a long-term process, so it is impossible to say that they are going to stop working, but progress has been made. We’ll have to see what has happened a few years from now.”</i></p> <p>Other people believe that this is a possibility as other institutional programmes for children outside school are suspended. <i>“Because these programmes have played a key role in addressing the problem, the children will go back to working.”</i></p> <p>Some representatives of the recreational-pedagogical AP believed that the processes carried out with the children, such as those that gave new meaning to play and/or subjective processes, made progress in reducing the motivation for children to work in mining.</p> <p>The national project co-ordinator stated that <i>“Whenever you let go of a controlled process, phenomena may increase until a steady state is reached. It will increase until it stabilises. There have been significant changes in institutions and people who participated. All possible institutions in the area were involved. There is a process under way, and that will not stop even if we withdraw. People have seen a change and realise that they won’t die of starvation if [children] do not work. If it were possible to work constantly on personal development, more progress could be made. Breaking out of the fatalistic mindset that there’s nothing to be done about the situation.”</i></p>
<p>Sustainability</p>	<p>With regard to the sustainability of results in the municipalities, work must aim at <i>awareness-raising and community oversight, which compensates for the backsliding that can occur when there is a turnover of personnel in institutions.</i></p> <p>All intervention processes create emotional bonds between the communities and the agencies responsible for the interventions; families were always told that the intervention would only last one year.</p>
<p>Communication strategies</p>	<p>The national project co-ordinator clarified that the communication strategies were not conceived as a separate component, as in the case of CDL, but as communication campaigns in isolated events, particularly to mobilise the media in specific events, which was Judith Sarmiento’s task.</p> <p>The calendars are part of the development of communication</p>

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	<p>material. These strategies were conceived as alternative awareness-raising mechanisms, <i>“because it isn’t an issue that makes the news. With our scant resources, getting into the media would have been too expensive. Instead, we got into the media at specific points. The issue of labour is not completely absent from the media.”</i></p>
<p>Other factors of interest</p>	<ul style="list-style-type: none"> ▪ The system for monitoring the APs was designed and implemented from the time the actions began in the municipalities. ▪ Bear in mind the concept of the social sphere held by institutional stakeholders (such as mayors), so that the processes and challenges included in the national plans are taken into account during planning and budget allocation. ▪ Another point to keep in mind is that of felt needs. Families do not see child labour as a problem, There are cultural factors that underlying this problem (it is difficult for people to identify with it and feel it; it is a slow process). ▪ The “bottleneck” in getting the issue included in municipal plans is related to the resources that the municipality can allocate for maintaining actions for the beneficiary population.