



Evaluation Summary



International
Labour
Office

Evaluation
Office

“Towards child labour free cocoa growing communities in Côte d’Ivoire and Ghana through an integrated area based approach (CCP)”

Quick Facts

Countries: Côte d’Ivoire and Ghana

Final Evaluation: September 2014

Evaluation Mode: Independent

Administrative Office:
GOVERNANCE/FUNDAMENTALS/IPEC and field offices

Technical Office: FUNDAMENTALS/IPEC

Evaluation Manager: Evaluation and Impact Assessment (EIA) unit of FUNDAMENTALS

Evaluation Consultant(s): International Evaluator: Rafael Muñoz Sevilla (team leader); National Evaluators: Kingsley Arkorful (Ghana) and Samuel Kouakou (Cote d’Ivoire)

Project Code: RAF/10/54/USA

Donor(s) & Budget: USD 10,000,000

Keywords: Child Labour

Background & Context

The Project “Towards child labour free cocoa growing communities in Côte d’Ivoire and Ghana through an integrated area based approach” (Cocoa Communities Project- CCP) is implemented under the FPRW-IPEC strategic programme on child labour (CL) in West Africa/ECOWAS region and in the context of the Declaration of Joint Action to Support Implementation of the Harkin-Engel Protocol.

Regarding the West Africa Fundamental Principles and Rights at Work (FPRW)-International Programme on the Elimination of Child Labour (IPEC) strategy the project is particularly aligned to the projects “ECOWAS I and II” and “Public-Private Partnership” (PPP) which both ended in 2014 on April and December respectively. These projects have been/are under a common management structure, aiming at the same development objective and working in some cases with the same stakeholders. The CCP and PPP mutually reinforce and leverage from this close coordination. Among key linkages are, work to strengthen the child labour Monitoring Systems (CLMSs) in both countries, strengthen NSCs and provide direct support to communities.

The CCP seeks to fight against child labour in supporting the strengthening of capacities and policies of the cocoa sector in Cote d’Ivoire and Ghana. The Development Objective of the project is “To accelerate progress in the elimination of child labour, with a focus on its worst forms, in cocoa growing communities in Cote d’Ivoire and Ghana”.

The evaluation was conducted between June 23 and September 8, 2014. The evaluators reviewed project documents, developed data collection instruments, and prepared for the fieldwork during the week of June 23. Also, interviews with ILO staff in Geneva and the donor were conducted during the week of July 1st. Fieldwork was conducted in Ghana from 7 to 25 July and in Cote d’Ivoire from July 27 to August 14.

The evaluators interviewed representatives from the International Labour Organization (ILO), IPEC project management team and staff in Ghana and in Cote

d'Ivoire; key stakeholders, community members and project beneficiaries in both counties; and utilized secondary data that refer to documentary evidence that has direct relevance for the purposes of the evaluation and that have been produced by the ILO, other individuals, or agencies for purposes other than those of the evaluation.

Main Findings & Conclusions

Project design

There is consensus among stakeholders on the appropriateness of the project design and, from the primary and secondary data gathered, the evaluators conclude that the overall project design has proved to be highly appropriate in addressing child labour challenges in the cocoa sector within Ghana and Cote d'Ivoire.

Relevance

The CCP Project is aligned with the National Action Plans (NAPs) in both countries, and the fight against and the efforts to monitor child labour are both fundamental in national contexts where capacities and policies need yet to be strengthened. The limited time available prevented the full implementation of the livelihood component, and the impact it may have in increasing cocoa productivity and in generating income amidst beneficiaries cannot yet be analysed. The project remained highly relevant during its implementation and will remain relevant after its completion. The vast majority of national and local partners; community members and beneficiaries interviewed during the evaluation strongly requested further technical (and financial) support to consolidate achievements reached so far, and to upscale the project to other communities and departments in order to increase the number of beneficiaries. The potential to scale-up and to replicate the project is very high. .

Effectiveness and efficiency

The CCP executed with elevated levels of efficacy and all the main targets have been greatly achieved, despite the limited time available to provide direct services to beneficiaries and communities.

Community members, Key partners, Child Protection Committees (CPCs), chiefs and school teachers and authorities are now more aware of child labour issues and hazards and are actively engaging along with the families and children to end child labour and keep

children in school. Community Action Plans (CAPs) have been developed and are being implemented in target communities. Local/district authorities expressed great interest in collaborating in their implementation. The project made significant efforts to improve the access and the quality of education by improving school infrastructures, providing teaching and learning materials, and training teachers and/or School Management Committees (SMCs). 2.200 households have received different livelihood services and most beneficiaries have started producing agricultural/farm produce (corn, rice, poultry...) and/or diverse goods (soap, palm oil, bakery...)

Child Labour Monitoring System (CLMS) capacities were increased in both targeted countries. The technical and institutional capacity building of ILO constituents and a broad range of partner organizations and local and national agencies was strengthened..

Regarding the efficiency of the project, in light of the number of beneficiaries reached, the activities executed, the quality of the outputs generated, and taking into account their essential role in supporting the CCP actions, the evaluators conclude that the relationship between the financial resources invested and the results obtained is satisfactory.

Gender issues

The project, both in its conception and its implementation, integrated gender issues in an adequate manner ensuring that women benefited from the project and to promote women's empowerment. The CCP also applied participatory approaches to involve women in the design of CAPs, carried out education and training programs; and provided them with livelihood services that facilitated their access to resources and factors of production; facilitated the formation of women's groups to increase their performance, productivity and income collectively. Almost half (48%) of the children beneficiaries assisted with direct services were girls.

Major contributions towards impact

The evaluators consider that the projects' results and achievements contributed to its Development Objective and generated/has the potential to generate substantial impacts at the national/policy level and as well as the local and community level.

Sustainability

Globally, to some extent, the project established the basis for sustainability. On the long term, the

continuation of the project results will depend highly on national and decentralized budget allocations, and the availability of staff resources. However, in the short-medium term, from the data and evidence collected, the evaluators (and most of the project stakeholders) believe that further external financial support will be necessary.

Recommendations, Good Practices and Lessons Learned

Recommendations

1. Addressed to the ILO/IPEC, its partners and donors: The evaluators recommend ILO, its partners and donors, to follow up on impact evaluation and implementation. Additionally, more project interventions will strengthen results' sustainability ensuring "CCP Communities" remain longstanding "Child Labour free communities". Interventions would also be to scale-up.
2. Addressed to the ILO/IPEC, its partners and donors: Benefiting of IA reinforcing community participatory planning processes, efforts to implement a more integrated community based approach should be undertaken.
3. Addressed to the ILO/IPEC, its partners and donors: The selection of beneficiaries must enable the participation of the authorities at decentralized and local levels; and the populations affected by the project. The beneficiary selection method should be revised and improved.
4. Addressed to the ILO and its partners: building on the level of awareness of Child Labour issues continuously engaging communities, parents and children, ensures that people do not slip back into old practices.
5. Addressed to the ILO/IPEC and its partners: ILO and the IA technical support is needed in CAP development and implementation until ownership and sustainability is achieved, including efforts to advocate and attract more internal and external/local support for their implementation
6. Addressed to the ILO/IPEC and its partners: Together with Education Ministries, the needs of the communities should be updated and mainstreamed into the education sector/district development plans and instruments.
7. Addressed to: the ILO/IPEC and IA: School Kits: Provision of learning materials should be owned and managed by community-cooperative forms, not by individuals.
8. Addressed to the ILO/IPEC and its partners: In the very short term, it is urgent for the Agence Nationale d'Appui au Développement Rural (ANADER) in Cote d'Ivoire and the National Board for Small Scale Industries (NBSSI) in Ghana, to continue to provide support to the IGA beneficiaries so they can begin production; and commercialize their products. Also ILO and its partners should redouble efforts to assist (and monitor) farmers to effectively implement methods to increase productivity. Moreover, further support to IGA and to the transition from groups/associations to cooperatives is recommended.
9. Addressed to the ILO/IPEC, ILO constituents and the cocoa companies: Strengthening the role of trade unions would enable farmers and other workers to become more organized and act through these unions. It is also recommended to reinforce the role of ILO-IPEC, at national and decentralized levels (districts/departments), in awareness-raising and the mobilization of the cocoa companies. As well, the evaluators recommend ILO-IPEC and the Ministries of Labour to promote/strengthen spaces for tripartite cooperation in the fight against child labour in the cocoa growing communities (especially in Cote d'Ivoire).
10. Addressed to the ILO/IPEC and its partners: Support the Ghana Child Labour Monitoring System (GCLMS) to further strengthen data collection, analysis and reporting, and to complete a minimum of one monitoring and reporting cycle. Support Système d'Observation et de Suivi du

Travail des Enfants (SOSTECI) in extending its coverage after the pilot phase. In addition, provide further support to strengthen the data collection, analysis and reporting capacities, at decentralized and community levels, in both Ghana and Cote d'Ivoire.

11. Addressed to the ILO/IPEC and the USDOL. In order to allow for the necessary adjustments of project activities to the needs and evolution of specific national/local contexts, more flexibility in the administrative and financial procedures and a higher degree of autonomy for the Country Offices is needed.

Lessons Learned

1. The burdensome administrative/financial ILO-USDOL requirements and the rigidity of the LogFrame and budget didn't contribute to supporting the implementation of the project's integrated approach. Flexibility to adapt budget and activities is essential for addressing the needs in countries and for supporting project implementation.
2. Building on existing ILO/IPEC experiences, programs and resources and collaborating and coordinating with them have proven to be essential for a successful implementation. Stakeholder participation has also been a key element.
3. The elaboration of baselines took a long time, which considerably set back the start of Action Plans (APs) in the communities, thus, reducing their implementation schedule. Also, the start-up was slowed because of the efforts needed to negotiate with constituents an integrated approach they viewed to be in their own interest rather than driven by donor interest in cocoa.
4. The reduction of the APs implementation schedule had a considerable effect on the community mobilization work; the proper understanding of the project; the development of the planned activities; the Income Generating Activities (IGA) selection and the possibilities for the sustainability of the results. A broader involvement of community structures and populations while conducting the baseline surveys could contribute to a better understanding of the objectives of these studies by the populations and local authorities.

5. The selection of the direct beneficiaries of the APs (households and children) was essentially based on the results of the baseline studies. The baseline survey took place before awareness-raising and other community-level activities began. Furthermore, the selection of beneficiaries began only after the IAs were introduced to the communities.

6. Thus, the selection of the direct beneficiaries of the APs (households and children) was made before the Implementing Agencies (IAs) could be introduced in the communities. The introduction of the project's objectives and the awareness-raising and mobilization activities were made after the direct beneficiaries were selected, which, hampered the entry and the work of the IAs in some communities; generated a 'beneficiary - non-beneficiary' separation in the communities; generated a refusal in some 'non beneficiaries' to participate in the project, affected the social cohesion of some communities, reducing the "integrated approach" sought by the project. Regarding the livelihood component, the lag between training and actual take off of production in the communities was challenging. The situation blamed on project delays and the cumbersome nature of ILO procedures that deferred the release of funds for critical aspects of the project. The IGA adopted did not conduct a feasibility study. Overall, communities didn't sell easily due to their low negotiation capacity and low market research.

7. The beneficiary selection (livelihoods) led to frustration and displeasure within some communities, which could have lessened the mobilization around the IGA. Although alternative livelihoods can complement, not substitute the agricultural activities of the communities, in the long term, agriculture (cocoa and non-cocoa) still holds greater promise for transforming the economic and social lives of the communities.

Emerging Good Practices

1. The project brought into play various government, community and social actors cutting across from all sectors of the life and economy of the target beneficiaries, in supporting the achievement of the project goals.

2. The project recognized the existing roles related to the different national partners and supported or facilitated them to perform their tasks more effectively. That said, the project itself did not design new roles for these partners
3. The District Assemblies and Prefectures played a pivotal role in ensuring that the project formed part of the district's operations. Synergies were created among the different agencies that contributed to the project.
4. The CAP approach to community development mainstreaming into district/municipal planning processes, existing structures and operations.
5. Non-formal education schemes allowed to provide educational services to out-of school children and in some cases reintegrate them to the formal system.
6. Through the support for community-based cooperatives/local trade unions, farmers have the potential to collectively compete more effectively in the market and improve their income, strengthen their bargaining power, maintain access to competitive credit and input sources, etc.
7. The gender empowerment can foster cultural transformation central to the fight against child labour.
8. Community-based training and farm schools are good practices, as they allow children to learn in their village, and eventually, develop a professional/economic activity in their communities.