



# Evaluation Summary



International  
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## *Public-Private Partnership (PPP) between the chocolate and cocoa industry and the ILO in Ghana and Côte d'Ivoire – Midterm implementation review*

### Quick Facts

**Countries/Regions:** *Ghana, Côte d'Ivoire*

**Midterm:** *07/2013*

**Evaluation Mode:** *Independent*

**Administrative Office:** *ILO/IPEC*

**Technical Office:** *ILO/IPEC-DED (Design,  
Evaluation and Documentation Section)*

**Evaluation Manager:** *IPEC*

**Evaluation Consultant:** *Sue Upton*

**Project Code:** *RAF/11/01/GIG  
RAF/11/04/GIG*

**Donors & Budget:** *ADM Cocoa, Barry  
Callebaut, Cargill, Ferrero, The Hershey  
Company, Kraft Foods, Mars Incorporated and  
Nestlé (US\$ 2'060'000 + 1'000'000 added  
03/2012)*

**Keywords:** *Child labour; Cocoa farming; Global  
value/supply chain; Public private partnerships*

### Background & Context

#### Summary of project purpose, logic and structure

Since the Harkin-Engel Protocol was signed in 2001, interventions to protect children from hazardous work on cocoa farms and support access to appropriate educational opportunities have made progress in

eliminating child labour (CL) from the cocoa supply chain in Côte d'Ivoire and Ghana. The PPP (Public-Private Partnership) is part of IPEC's current programme on CL in West Africa and works in alignment with three similar projects. While these three projects are funded by USDOL, the PPP is funded by the chocolate and cocoa industry through the National Confectioners Association (NCA). All four projects work with many of the same stakeholders and their alignment serves to encourage cross-fertilization and increased efficiency and effectiveness.

#### Purpose, scope and clients of the evaluation

The PPP aims to accelerate progress in the elimination of child labour in cocoa growing communities through interventions at national, district and community levels, which focus on strengthening national Child Labour Monitoring Systems (CLMS), capacity building and coordination of key actors. The emphasis on strengthening existing systems is the project's principal strategy for sustainability. The PPP plans to withdraw or prevent 3,000 children from CL and ensure that 200 households have increased knowledge of what constitutes hazardous work for children, while raising awareness and supporting community-based activities for a further 1,200 households. Implementing agencies include both government and civil society organizations working in six PPP specific communities and 13 common communities with the Cocoa Communities Project (CCP).

#### Methodology of evaluation

Over a two-day period in each country, the PIR brought stakeholders together to discuss relevant

issues and make recommendations to improve the delivery and sustainability of project outputs and objectives. Guided by an external facilitator, the process started with a review of project documents and some pre-field work interviews, which were followed by a one and a half day stakeholder workshop in each country and meetings with the national project teams. A participatory process enabled stakeholders to identify and discuss issues of interest or concern and to reach a consensus on the way forward.

## Main Findings & Conclusions

### Project design

Overall the PPP design is proving effective in complementing and extending the work of the IPEC's West Africa programme. Capacity building is underway at all levels and the Community Action Plan (CAP) approach has started to show results. National capacity to roll out CLMS may have been somewhat over estimated and the project's lack of any component linked to improving family economies may affect the sustainability of project results in PPP specific communities unless CAP-related activities can be developed to fill this gap.

### Project Implementation

#### Strengthening and expanding national Child Labour Monitoring Systems (CLMS):

The roll out of National Child Labour Monitoring Systems in both countries is facing some political and technical challenges that are largely beyond the control of the project. The PPP team in Côte d'Ivoire is full of hope for the *Système d'Observation et Suivi du Travail des Enfants en Côte d'Ivoire* (SOSTECI) and ready to do everything possible to fulfil its supporting role. In Ghana there is a sense of uncertainty about the future and feasibility of the GCLMS and associated partners were due to meet shortly after the PIR stakeholders' workshop to review the current situation.

CAPs in both countries are well underway. The principal challenges identified during the PIR were resource mobilization in Ghana and coordination and collaboration in Côte d'Ivoire, both vital and related aspects of successful community action planning that are addressed in the recommendations resulting from the project review.

The project has suffered significant delays in delivering support to direct beneficiaries, largely due to issues related to the baseline study carried out under the CCP. It has yet to start reporting on children withdrawn or prevented from CL but this will begin during the next reporting period, thus ensuring a minimum of three months to monitor the children concerned before the end of the project.

#### Building capacity to combat child labour, with a focus on supporting and participating in CLMS:

Activities under this immediate objective are underway in both countries, largely in collaboration with the CCP. PIR discussions focused on capacity building for workers and employers in Côte d'Ivoire and project sustainability and impact in both countries, which is dependent on effective capacity building.

#### Improved coordination led by National Steering Committees (NSC):

The PPP and its sister projects are contributing to overcoming the challenges to effective coordination that exist in both countries. The project is currently developing specific activities in Ghana and offering appropriate support to an IPEC proposal to streamline coordination in Côte d'Ivoire.

#### Transversal issues:

The PIR examined a number of issues related to the project as a whole. The eventual possibility of obtaining a short no-cost extension was seen as an opportunity to consolidate activities through the identification and sharing of good practices and advocacy for inclusion of measures to combat CL in Medium-Term Development Plans in Ghana. It would also enable more time to catch up on the initial delays in working with direct beneficiaries and enable project participation in an evaluation of the SOSTECI that is programmed for July 2014.

The specificity of the PPP's funding by industry lead to discussions of how project results and good practices could be shared with industry partners to encourage similar initiatives in the future. The Mars agreement for an investment of 1 million US dollars to be managed by the PPP for new work in Soubré in Côte d'Ivoire was also mentioned, as were a number of special concerns raised in the terms of reference.

## CONCLUSIONS

The PIR indicates that the PPP is working effectively and efficiently alongside the CCP, both projects providing added value to the other, and also to the ECOWAS I and II projects (the three other CL projects being implemented by ILO/IPEC). The project is on track to meet its objectives as far as this is within its control. The establishment of functioning national CLMS is a complex undertaking and the process is facing different challenges in each country: whatever the outcome, the IPEC projects have played a central role in reaching this stage and are contributing significant learning for the future. The PPP's focus on supporting existing agencies is helping to build sustainable capacity to combat CL through CLMS and the on-going work with NSCs will help to consolidate and support this work at national level.

It is unclear if the PPP will lead on to similar future funding collaboration between industry partners and some kind of feedback mechanism through which to discuss and share the relevant issues would no doubt be helpful, should the donor collective or individual companies be interested in this.

### Recommendations

**Recommendation 1** addressed to NPECLC and the NSC (PPP and other IPEC initiatives are recommended to offer appropriate support): **Improve effectiveness and sustainability of the GCLMS through the following measures:**

- Investigate re-establishing annual budgetary support from the Ministry of Finance;
- Investigate possibilities for PPP funding;
- Consider the merits of raising public awareness of CL issues to create pressure to provide funding;
- Develop advocacy within the government to raise awareness of CL monitoring issues so that all relevant ministries make CL part of their sector plans (particularly the Ministry of Local Government);
- Circulate and follow up on the Memorandum of Understanding signed with Ministries and Departments, to encourage its implementation;
- Carry out a current cost analysis to inform the streamlining of the GCLMS;
- Send correspondence between NPECLC and District Assemblies via the District Chief Executives and District Coordinating Directors and

copied to the focal persons (Social Welfare Officer and NGOs).

**Recommendation 2** addressed to district level stakeholders and the PPP project team: **Improve effectiveness and sustainability of the GCLMS through the following measures:**

Support and encourage coordinated advocacy by CCPCs, Development Cooperation Projects (DCPC), NGOs, local authority staff and other actors to encourage the mainstreaming of GCLMS and related issues (CAPs) into departmental and District Medium-Term Development plans, Annual Action Plans and the composite budget. Make decentralisation work!;

- Support and promote capacity building for District Chief Executives and District Finance Officers, especially in new districts, to ensure that they are aware of CL issues;
- Advocate for a revision of the **Functional Organization Assessment Tool (FOAT) used to assess District Assemblies (DA), in relation to CL issues** (Should the FOAT look at how CAPs and Area Council Plans feed into the development of Medium Term Development Plans? Should CL have a higher profile in the evaluation tool?);
- Work to empower communities to demand CL-related services from their DAs;
- Encourage alternative livelihoods programmes (skill development and micro finance) to enable families to supplement their income from cocoa;
- Investigate sustainable markets for food crops through Ministry of Agriculture and others and consider a local trade show to market produce.

**Recommendation 3** addressed to implementing agencies, other district level stakeholders and the PPP project team: **Improve effectiveness and sustainability of CAPs implementation and results with the following measures:**

- Explore all possible sources of public and private funding at both local and national levels;
- Build the capacity of communities to explore funding sources, develop proposals and advocate for the right to quality education and Decent Work. Develop local understanding of a rights-based approach and how to access local government services;
- Consider displaying the CAPs at district level to market them to potential local funders;
- Advocate appropriately for the extension of state social interventions to cover PPP communities;
- Explore options for livelihood support that the PPP can realistically offer in the remaining time.

### Ghana - Direct Beneficiaries

**Recommendation 4** addressed to implementing agencies and the PPP project team: **to ensure that direct beneficiary targets are met and successfully reported, implement the following measures:**

- Finish the needs assessment as soon as possible and decide what to do about any short fall;
- Start reporting on direct beneficiaries as soon as possible to iron out any problems using the DMBR and ensure a minimum of three months monitoring before the end of the project.

### Côte d'Ivoire - SOSTECI

**Recommendation 5** addressed to local level SOSTECI implementation partners and the PPP project team: **Improve effectiveness and sustainability of the SOSTECI through the following measures:**

- Strengthen the capacity of state agencies responsible for meeting the needs of children withdrawn or at risk of CL
- Resolve the issue of coordination of child protection issues at local level.
- Find effective and creative solutions to the issue of covering costs and recognizing the efforts of different actors involved in rolling out the SOSTECI (e.g. by delivering certificates, bicycles, T-shirts etc.).
- Investigate the feasibility of developing systems and support for using local foster families:
  - i. Identify and raise awareness of the need at community level;
  - ii. Identify voluntary foster families;
  - iii. Build the capacity of these families;
  - iv. Identify a strategy for reintegration of children cared for by such families;
  - v. Ensure regular monitoring of children placed in foster families.

### Côte d'Ivoire - CAPS

**Recommendation 6** addressed to implementing agencies, other local level stakeholders and the PPP project team: **Establish effective local platforms** to encourage collaboration between all the agencies concerned as a means of improving coordination, collaboration, training and resource mobilization and

supporting the effective roll out of the SOSTECI. (NB: this was also a recommendation emerging from the CCP PIR in February 2013).

### Côte d'Ivoire - Direct Beneficiaries

**Recommendation 7** addressed to implementing agencies and the PPP project team: **to ensure that direct beneficiary targets are met and successfully reported, implement the following measures:**

- Start reporting on direct beneficiaries as soon as possible to iron out any problems using the DMBR and ensure a minimum of three months monitoring before the end of the project;
- Follow up on the suggestions related to supporting schoolchildren to obtain birth certificates.

### Côte d'Ivoire - Training for workers and employers:

**Recommendation 8** addressed to the PPP project team and implementing agencies: **Ensure that relevant organizations** are invited to national and local training events and encourage them to get actively involved in replicating training themselves so that awareness continues to increase concerning Occupational Safety and Health (OSH) and workers' and employer' rights and responsibilities.

### Ghana and Côte d'Ivoire – Promoting project sustainability and impact

**Recommendation 9** addressed to the PPP project team and implementing agencies: **to promote the sustainability and impact of the project results, consider the following measures:**

- Review PPP capacity-building activities at community levels to ensure that the project is doing everything possible with the resources available. Operational, organizational and economic aspects should be reviewed.

*(Please see full report for further details)*

