



International  
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# MID-TERM EVALUATION REPORT

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## Combating Child Labour in the Coffee Industry in Central America and the Dominican Republic

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### Contents:

- I. Synthesis Report*
- II. Management Review as part of an overall evaluation of the project process and perspectives*
- III. Conclusions and recommendations of the Stakeholders Evaluation Meeting*

San Jose – Geneva  
May – July 2001

**This document has not been professionally edited**



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## **Combating Child Labour in the Coffee Industry in Central America and the Dominican Republic**

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### **I. Synthesis Report**

San Jose  
July 2001

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

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# **MID-TERM EVALUATION REPORT**

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## **Combating Child Labour in the Coffee Industry in Central America and the Dominican Republic**

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### **II. Management Review as part of an overall evaluation of the project process and perspectives**

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Jorge Calderón Suárez, Independent Consultant  
May 2001

**International  
Programme on  
the Elimination  
of Child  
Labour  
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## Project Design

<b>Programme Title:</b>	Combating Child Labour in the Coffee Industry of Central America and the Dominican Republic
<b>Donor :</b>	United States of America – Department of Labour
<b>Executing Agency:</b>	ILO-IPEC
<b>Geographical Coverage:</b>	Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras and Nicaragua
<b>Starting Date:</b>	November, 1999
<b>End Date:</b>	June, 2002
<b>Amount:</b>	\$ 6.112.236,00 <sup>1</sup>

## Period of evaluation

November, 1999 - May, 2001

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<sup>1</sup> Budget per country in US\$

Sub regional component:	1.169.503
Nicaragua:	1.101.564
Guatemala	1.193.848
Honduras	441.768
El Salvador	688.499
Costa Rica	880.468
Dominican Republic	636.586

## **Project design and strategy**

The design of the project has been defined in the Project Documents, (ProDocs) and is: To prevent and progressively eliminate child labour in the coffee industry of Central America by (i) preventing and removing children from full-time and hazardous work; (ii) providing the target children and families with viable alternatives through a package of social protection measures; (iii) mobilising support and working in close partnership with the coffee producers, communities, families, NGOs, and the Governments in the region in order to sustain action to prevent child labour; (iv) designing and implementing a credible child labour monitoring system; and (v) promoting the sharing of experience in the prevention and elimination of child labour in the coffee sector at the national and sub regional levels. The programme will be initially implemented for a period of two years. It will consist of activities implemented both at the sub regional and national levels. Six countries will participate in the programme: Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras and Nicaragua.

The components of the action programmes, to be carried out by the implementing agencies are:

- Awareness raising;
- Education;
- Health; and
- Economic alternatives.

## **Background of the mid-term review**

The current project started in late 1999 in six Central American countries with the aim of combating child labour in the coffee industry. To date, project management has been set up, staffing has been completed, the project infrastructure has been put in place, baselines have been completed, and some initial activities started. Since there were considerable time losses since the beginning of the project, a new starting date was negotiated, and set to June 2000. The original 2 year duration of the project was maintained.

Recognizing that there was little experience, either on the part of government or NGOs, in preventing child labour in this industry, or in withdrawing and rehabilitating children found working on the coffee plantations, the project has placed heavy emphasis on capacity-building and on setting up a model system for monitoring the plantations. For this reason (among others), the direct activities with children have been late in getting started.

Furthermore, within the last 18 months there have been significant changes in the economics of the coffee industry with a general decline in the industry overall. This appears to be generating reconfigurations among the major sectors within and outside the industry, including some significant shifts in labour dynamics that may affect incidence and prevalence of child labour. This situation varies from country to country; El Salvador, for example, experiencing an entirely different effect due to the earthquake damage, has fared less well than Costa Rica with its more stable growers associations. This situation will be explored in a synthesis report, which will be finished by the end June 2001.

The complexity of the programme, the contextual changes in the coffee industry, the high expectations on this project to demonstrate models for addressing agricultural child labour, and the modest pace of project implementation to date, are the background for this mid-term assessment.

This is an ideal point in time to take a closer look at the activities that are planned for the future in light of the economic changes in the coffee industry, and to assess the cost-effectiveness and efficiency of the current project model to address these. Should changes in the project model, Project Documents, budgets, or staffing be needed, this more extensive mid-term assessment would provide an opportunity to do so.

This management review is part of the mid-term review, which includes also a coffee syntheses report and a stakeholders meeting. The revised project document may be produced based on the 3 elements of the mid-term review (management review, coffee syntheses report, and stakeholders meeting).

### **Objective of mid-term review**

The objective of the mid-term evaluation is to assess feasibility, sustainability and effectiveness of the project and to evaluate the need to make structural adjustments.

The objective of this management review is to evaluate the management component of the project.

## The project Process

Timeframe

ACTIVITY	TIME											
<b>1999<sup>2</sup></b>	Jan	Feb	Mar	Apr	May	June	July	Aug	Sep	Oct	Nov	Dec
1. Project conceptualized/negotiation (98-99)												
2. Consultancy Rijk van Haarlem and Panuuda Boonpala in Central America												
3. Most NGOs identified in all countries												
4. Meeting Turin: brainstorming on project formulation. Formulation of final project documents / ProDocs defined												
5. Start of project start CTA: Rijk van Haarlem												
6. Workshop to prepare Base Line Surveys, with SIMPOC, CTA and implementing universities												
<b>2000</b>	Jan	Feb	Mar	Apr	May	June	July	Aug	Sep	Oct	Nov	Dec
7. Start; Programme Officer. Jose Maria Ramirez												
8. Identification NGOs (El Salvador, Honduras)												
9. Redefine start of project to June 00												
10. Start project coordinators												
11. Training workshops for project coordinators and administrative assistants/coordinators												
12. Draft baseline surveys												
13. Train NGOs in preparation of summary outlines												
14. CTA and PO visit all countries to train NGOs and project coordinators/administrators and discuss the draft of the baseline surveys												
15. Start transitional action programmes, Costa Rica (Turialba)												
16. Select monitors												
17. First summary outlines are arriving												

<sup>2</sup> The development of the Project Documents took place in 1999, and especially the development of the Agriculture project consumed considerable time and energy from the CTA, also into 2000.

<b>2001</b>	<b>Jan</b>	<b>Feb</b>	<b>Mar</b>	<b>Apr</b>	<b>May</b>	<b>June</b>	<b>July</b>	<b>Aug</b>	<b>Sep</b>	<b>Oct</b>	<b>Nov</b>	<b>Dec</b>
18. First summary outlines are arriving												
19. Start transition action programmes, Nicaragua												
20. Start second programme officer Marinka Romeijn (funded commercial agriculture)												
21. Start Contract monitors												
22. Train monitors												
23. Change backstopping Geneva to hazardous labour												
24. Change NGOs in El Salvador												
25. Approval of first summary outlines												

As can be observed in the table above, the NGOs were selected very early in the process (during 99), and were trained on the preparation of summary outlines only in August 2000. However, between the start of the preparation of the outlines and the approval/implementation, there was a period of another 9 months for most of the NGOs.

We can also observe that the monitors have been contracted before the approval of the summary outlines of the implementing Agencies.

## Status of the Project

At this moment the project status is as follows:

- Six Country Project Documents (ProDocs) and 1 Sub regional ProDoc have been prepared;
- The project structure is in place at sub regional and national level (personnel recruited and contracted, offices rented and equipped, vehicles and motorcycles purchased (see appendix 2, infrastructure of coffee project);
- The baseline surveys have been finalized in every country. The information generated from the questionnaires has been entered in database files and made available to the NGOs and the project coordinator for planning purposes. This information is also being used to establish the monitoring databases;
- The project target populations have been identified and interviewed;
- A database has been constructed for the monitoring system. One Person in each project has been trained to manage the D-Base based database;
- All NGOs have been selected and trained in project formulation;

**Table 2: Status of summary outlines on May 30<sup>th</sup> (Action Programmes)**

Country/place	NGO	Status of Summary Outline	Remarks
<b>Dominican Republic</b>	ADESJO	Approved	
<b>Costa Rica-Turrialba</b>	CentroSol	Approved	started activities
	AcSol	Starting proposal	
<b>Costa Rica-Guanacaste</b>	DNI	in revision	
	Hijos del Campo	Starting proposal	
<b>Nicaragua-Matagalpa</b>	Cesema	Approved	started activities
	Asocafemat	in revision	
<b>Nicaragua-Jinotega</b>	Cuculmeca	Approved	started activities
	Asocafeji	in revision	
<b>El Salvador</b>	AGAPE	Starting proposal	Selected May 30, 2001
	ASAPROSAR	Starting proposal	Selected May 30, 2001
<b>Honduras</b>	Hope	in revision	
	Funbancafe	in revision	
<b>Guatemala</b>	Funrural	Approved	
	Copedegua	in revision	
	Pastoral	in revision	
	Hope	in revision	

- Partners identified and contacts have been made in all project areas;

- Materials for monitoring training developed;
- Four progress reports prepared per country and sub region (latest over the period Jan.-March 2001);
- Of the total 6.1 million budget, an overall 15.3 per cent has been spent, and at the sub regional level 40 per cent was spent, by April 30<sup>th</sup> (see chapter 10); and
- Five summary outlines have been approved. Implementation is starting at this moment.

## Staffing and staff functions

At the sub regional level, in Costa Rica, the project management staff consists of:

- 1 Chief Technical Advisor (CTA) (Since Sept. 99).
- 2 Programme Officers (1 since May 00, 1 since Jan. 01).
- Administrator and Secretary (see appendix 2, infrastructure of coffee project).

The same staff are responsible for the management of the Commercial Agriculture project, another US-DOL funded project in Central America. Although this report does not intend to review the progress of the Commercial Agriculture project, many of the comments that apply to the coffee project are also valid for this project.

The main activities of the CTA have been the development of the monitoring system of the project, and the training of the monitors in the field. At the moment, almost all monitors have been hired and trained in the field. In most of the training activities, one of the professional officers has been accompanying the CTA, especially at the beginning of the project. The CTA has been responsible for the budget and budget revisions, and for the general management of the project. In practice, the programme officers have been responsible for the development and negotiation of the summary outlines, and most of the day-to-day activities of the project.

At the sub regional level (San José office), the IPEC Sub regional Coordinator (Carmen Moreno) is managing all IPEC projects, except the Coffee and Commercial Agriculture projects. This leads to the situation of the presence of 2 managers in San Jose, (one for IPEC in general, one CTA for coffee/agriculture). The IPEC National programme managers relate directly to the IPEC coordinator, while the coffee and commercial agriculture project coordinators relate to the CTA.

At country level, IPEC has National Programme Managers (NPM) in every project country, except in Costa Rica. The National Programme Managers are not funded by the US-DOL projects. The NPM has an overview of all the IPEC projects, and communicates directly to the IPEC Sub regional Coordinator in Costa Rica. The NPM plays an important role in the political arena of the country, facilitating the implementation of projects at local level, through the generation of political commitment and awareness in government agencies, labour unions and employer's organizations, amongst others.

Every country has one Coffee Project Coordinators (PC), except Costa Rica, where there are 2. The PC runs, depending on the situation, projects in one or more areas and communicates directly with the CTA in Costa Rica (or in practice, with one of the technical advisors). This leaves the NPM in principle out of the picture. The NPM has no decision power over the coffee project, while he or she does have this power over other projects. The CTA and the technical advisors have selected the Project Coordinators and monitors.

In all countries, the project has an office at the project site. In some cases (Nicaragua and Dominican Republic) this office is provided by one of the project partners (NGO or Association), and in the other cases the office is rented. All offices have been equipped with furniture, computers and telephones. In the case of El Salvador, the office offers space for the implementing agencies.

In all countries the project has an administrative assistant, who at this moment has very limited responsibilities and functions. Since most of the project financial transactions take place in the

capital (the projects funds are managed by UNDP), it can be expected that the workload for the administrative assistant will stay low.

All projects have selected, contracted and trained monitors. The numbers of monitors varies per country from 2 to 8, as defined in the ProDoc. Some monitors have motorbikes for transport, (always 2 per motorbike), while other projects do not have transportation. Some of the projects have a car, some with driver; some have no transportation at all. Some needs, like the need for transportation were identified and changes were identified prior to review, and corrective measures were taken.

All monitors, administrative assistants and project coordinators have been trained.

## Evaluation - objectives and indicators

This part of the evaluation considers 2 parts of the project:

- Relevance of objectives
- Effectiveness of indicators

### *Relevance and attainment of objectives*

#### The Project's Development Objective:

***“This project will contribute to the prevention and progressive elimination of child labour in the coffee industry of Central America.”***

#### **Observation:**

- Since the coffee sector is losing economic strength in Central America, it might be necessary to rethink the sectoral approach. An adjustment of the project focus might be necessary for the second phase, to consolidate, amplify and integrate the project results, not only in coffee, but also into agriculture in general.

#### Immediate Objectives:

**Objective 1:** ***“At the end of the programme, 21,300 children (4,600 in Guatemala; 2,800 in El Salvador; 2,700 in Costa Rica; 1,200 in Honduras; 4,000 in Nicaragua; and 6,000 in the Dominican Republic) will have been prevented and/or withdrawn from full-time and hazardous work in the coffee industry through: (a) the provision of viable support services to children, such as education, vocational training, recreation, and health and nutrition services; (b) the provision of income-generating activities for their families; (c) the implementation of awareness-raising activities to change prevailing attitudes and perception regarding child labour.”***

#### **Observation:**

It appears likely that the target number of children that have been identified and that have to be reached and removed from work cannot be achieved within the current project period, which ends June 2002. Only 13 months now remain to the end of the project. An extension of the first phase of the project will be necessary, since the original activities were planned for 18 months.

**Objective 2:** ***“At the end of the programme, the Chambers, Associations and Councils of Coffee producers and coffee plantation owners, Governmental bodies, and NGOs will have been sensitized to the problem of child labour and will have made public, political, and financial commitments to the project; and the capacity of implementing Agencies will have been strengthened.”***

#### **Observation:**

In the current structure of the project, we consider that only part of the objective is attainable. Awareness can be raised among the decision makers close to the project, but will not reach the

political decision makers at the national level. To do this it will require a more active and intense coordination and participation of the national IPEC coordinator, for which a re-design of the project at management level will be necessary. A new strategy at the political level will have to be constructed and implemented in order to fully attain this objective.

**Objective 3: *“At the end of the programme, a monitoring system will have been established and operational to verify that:***

- ***child workers are progressively phased out from full-time and hazardous work and provided with viable alternatives;***
- ***children and families identified through the baseline surveys are benefiting from the social protection services of the programme***
- ***no new children are engaged in work on coffee plantations (if new children are found working on plantations, they will be integrated in the programme as beneficiaries);***
- ***Progress is being made towards the prevention and elimination of child labour in the coffee sector.”***

**Observation:**

Objective 3 is not an objective by itself, but a means to verify the attainment of objective one. We suggest changing the level of objective one to an output of objective one. At the same time, we suggest to amplify the scope of the monitoring system to a sector-wide level that can serve as a basis for a general monitoring system for all IPEC projects in the country in a later stage. This will be a more flexible, sustainable and efficient system, which will strengthen IPEC impact at national level.

### Attainment of indicators

Evaluation of the attainment of the indicators and progress made so far.

**The evaluation is based on the tables below, taken from the latest progress report.**

Objectives and Indicators			
Immediate Objective 1:	Indicator(s):	Target:	Progress towards achieving target
<p><i>At the end of the program, child labour in coffee plantations will have been reduced in Central America and the Dominican Republic:</i></p> <p><i>Children working in coffee plantations will have been</i></p> <ul style="list-style-type: none"> <li>• <i>identified, prevented and/or withdrawn from full-time and hazardous work in the coffee industry;</i></li> <li>• <i>Provided with viable support services, such as education, vocational training, recreation, and health and nutrition services.</i></li> </ul> <p><i>Families of target will have been</i></p> <ul style="list-style-type: none"> <li>▪ <i>organized, trained and assisted to participate in alternative generating-generating activities</i></li> </ul> <p><i>A awareness-raising activities to change prevailing attitudes and perception regarding child labour will have been implemented</i></p> <p><i>(21,300 children (4,600 in Guatemala; 2,800 in El Salvador; 2,700 in Costa Rica; 1,200 in Honduras; 4,000 in Nicaragua; and 6,000 in the Dominican Republic))</i></p>	<ul style="list-style-type: none"> <li>- Availability of data on child labour in the coffee sector.</li> <li>- Number of working children prevented and withdrawn from full-time and hazardous work in the coffee sector.</li> <li>- Number of younger sibling benefiting from the social protection component and prevented from entering work in the coffee industry.</li> <li>- Number of families depending on child labour and/or at risk of using child labour benefiting from the alternative generating-generating activities and who are able to sustain their families without child labour.</li> </ul>	<ul style="list-style-type: none"> <li>▪ A synthesis report on child labour in the coffee sector of Central America produced and disseminated.</li> <li>▪ 21,300 children prevented and/or withdrawn from full-time and hazardous work in the coffee industry.</li> <li>▪ 4,150 families (at least) of the target group organized, trained and assisted to participate in alternative income-generating activities; selected families will have access to a revolving fund to be established by the programme.</li> </ul>	<p>ToRs for the synthesis report are being drafted and a consultant is being identified.</p> <p>Target population identified and interviewed through the baseline surveys:</p> <ul style="list-style-type: none"> <li>- 16,739 children under 18 years;</li> <li>- 4,993 heads of households;</li> <li>- 695 coffee plantation owners or administrators</li> </ul> <p>Technical proposals for intervention of identified NGOs at different stages of preparation.</p> <p>Two projects have started the social component (Turrialba and Matagalpa and Jinotega).</p> <p>Awareness-raising activities (mainly workshops and meetings) have already taken place in all projects.</p>
<p>Effectiveness of the indicators/comments on progress made:</p> <p><b>1. Baselines:</b></p> <ul style="list-style-type: none"> <li>• Although the target population has been identified and interviewed, at the country project coordination levels there are doubts about the methods and materials that have been used during this exercise. At the time of the surveys, IPEC did provide the universities with a questionnaire, but not with terms of reference of how to proceed when gathering the information. This has led to a poor identification of the target group, which again may lead to serious problems in execution of the project. Also, it might obscure the impact of the project.</li> <li>• There is a difference between the number of children indicated in the objective and actual number of children identified (21.300 targeted, 16,736 identified).</li> <li>• The implementing Agencies (the destination of the survey information) were not involved in the planning of the survey</li> <li>• At the same time, there is a certain discontent among the general population on the selection of the target population. In several occasions the population and schoolteachers expressed their concern to the evaluators about the exclusion of certain children/families. This might be contributed to <ul style="list-style-type: none"> <li>• Inadequate information management, or</li> <li>• Methods that have been used for the identification have been imperfect.</li> </ul> </li> <li>• During the mid-term review, the evaluators did not find the reasoning or criteria that have been used to choose the target beneficiaries</li> </ul>			

Objectives and Indicators			
<p><b>2. Identified NGOs:</b></p> <ul style="list-style-type: none"> <li>The NGOs were selected with 7 criteria, based on experience, credibility and presence in the project area</li> <li>The NGOs were identified early in the process, and were trained only 1 year after the identification.</li> <li>There have been many problems in the negotiation of the summary outlines. This has led to a discontent amongst many NGOs,</li> </ul> <p>Some of the factors that contributed to problems in the process of preparation of the summary outlines:</p> <ul style="list-style-type: none"> <li>Limited experience in the countries (government, NGOs) in prevention and eradication of child labour</li> <li>Insufficient training of implementing agencies and Project Coordinators in the formulation of the summary outlines, resulting in poor quality documents that required extensive work by the PO's, leading to considerable overwork.</li> <li>Insufficient involvement of the project coordinators and administrative assistants in the preparation of the summary outlines</li> <li>Inefficiencies in the exchange of information between the NGOs, the National Programme Managers, Project Management in Costa Rica and the backstopping group in Geneva.</li> <li>National Programme Managers have not been sufficiently involved in document preparation</li> <li>In the case of El Salvador, the process of approval from government of the implementing Agencies has been slow. The government decided on May 30 2001 not to approve the 2 selected NGOs and propose 2 different ones. The process of constructing the summary outlines will have to start again.</li> <li>High workload of the 2 technical officers in Costa Rica, due to the lack of clear division of labour in the team</li> <li>Changes and inefficiency in the backstopping process in Geneva (different persons)</li> </ul> <p>In the case of El Salvador, there has been a recent decision (May 01) of the Minister of Labour, not approving the initially selected NGOs, and proposing two alternatives.</p>			
<p><b>3. Two projects have started implementation of activities early in the process (Matagalpa/Jinotega and Turrialba):</b></p> <p>Although the immediate effects have been positive, these efforts have been isolated, and have not been followed up properly by IPEC, especially in the case of Costa Rica. The expectations that were raised were high, and there was a gap of several months between the end of the initial funding (an exceptional payment was made to get activities going) and the final approval of the project proposal.</p> <p>At the time that the final summary outlines were proposed, and the first payments are taking place, the total amount of the intermediary project (bridging period between first payment and final action programme approval) has not been paid yet. The mid- and long run effects in case of inadequate follow up can be negative.</p>			
<p><b>4. The workshops have been directed mainly towards the monitoring system.</b></p> <p>Although there has been some involvement of the labour inspectors, the national and local capacity in this topic has not been used sufficiently, and other actors, like the implementing agencies, ministry of education, employers and workers organizations have not been involved in the design and implementation of the system.</p>			
Immediate Objective 2:	Indicator(s):	Target:	Progress towards achieving target
<p><i>At the end of the program, the Chambers, Associations and Councils of Coffee producers and coffee plantation owners, Governmental bodies, and NGOs will have been sensitized to the problem of child labour and will have made public, political, and financial commitments to the project; and the capacity of implementing Agencies will have been strengthened.</i></p>	<ul style="list-style-type: none"> <li>- A steady increase of support to the program by the coffee producers and their associations (monetary and in kind).</li> <li>- An increase in the number of coffee producers and their associations that become involved in action to prevent child labour in the coffee sector.</li> <li>- The integration of child labour into the agendas of the coffee sector, governmental and non-governmental institutions.</li> <li>- An adoption of a plan of action to combat child labour in</li> </ul>	<ul style="list-style-type: none"> <li>▪ Generate more public opinion about the negative effects of child labour in the coffee sector.</li> <li>▪ To commit parents of working children, community leaders and local authorities to have an active participation in the process of withdrawing and preventing children from work in the coffee sector.</li> <li>▪ Chambers, Associations and Councils of Coffee producers and coffee plantation owners, Governmental bodies, and NGOs mobilized and taking</li> </ul>	<p>Implementing Agencies intervention plans submitted and currently under revision.</p> <p>An important number of meetings and contacts with coffee producers associations, academic institutions, local and regional governments, Labour and Education Ministries and other institutions have taken place to present the projects and gain support.</p> <p>An institutional network and seven local committees have also been created to support the project (Turrialba).</p> <p><i>Implementing NGOs, NPCs and administrative assistants have been trained in the design, management and implementation of child labour action</i></p>

Objectives and Indicators			
	<p>the coffee and other economic sectors.</p> <p>- Key stakeholders, the coffee sector and governments in the region are aware of the child labour problem and continue to take action to combat the problem.</p>	<p>action against child labour, by making public, political, and financial commitments to the project</p> <ul style="list-style-type: none"> <li>▪ Adoption of Plans of Action to combat child labour in the coffee and other economic sectors.</li> </ul> <p>NGOs and implementing Agencies capacity strengthened in the design, management and implementation of child labour action programs</p>	<p><i>projects.</i></p> <p><i>The program has been in the media of several countries (Costa Rica, Nicaragua and Honduras).</i></p>
<p><b>Comments in general:</b></p> <p>The actions that have been taking place so far in this area have been adequate. However, in some cases (El Salvador, Nicaragua) the coordination with the national programme managers, which, through their role, are the appropriate actors to facilitate public and political awareness raising activities, can be strengthened. It is important to consider that the expected contributions from the coffee producers (that were considered in the planning of the project), have been reduced significantly due to the coffee price decline, which might affect the implementation and outcomes of the project.</p>			
Immediate Objective 3:	Indicator(s):	Target:	Progress towards achieving target
<p><i>At the end of the program, a monitoring system will have been established and operational to verify that:</i></p> <p><i>a) child workers are progressively phased out from full-time and hazardous work and provided with viable alternatives;</i></p> <p><i>b) children and families identified through the baseline surveys are benefiting from the social protection services of the program;</i></p> <p><i>c) no new children are engaged in work on coffee plantations (if new children are found working on plantations, they will be integrated in the program as beneficiaries);</i></p> <p><i>d) progress is being made towards the prevention and elimination of child labour in the coffee sector.</i></p>	<p>- The child labour monitoring and verification system is in place and operational. (The number of visits made by the monitors in each country and the number of children found to be working).</p>	<ul style="list-style-type: none"> <li>▪ A monitoring system established and operating, with results available to the public.</li> </ul>	<p>Monitoring manual and databases of seven projects finalized.</p> <p>Training material on monitoring prepared.</p> <p>Monitoring personnel of five projects interviewed and selected.</p>
<p><b>Comments in general:</b></p> <p>The monitoring system has been put in place very early in the project. Although it is mentioned in some of the national project documents that the monitoring system should be implemented 4 months after the start of the activities of the implementing Agencies, the monitors have been hired, trained and equipped before the NGOs have started with the implementation (objective 1).</p> <ul style="list-style-type: none"> <li>• At this moment monitors are covering the lapses in the baseline data</li> <li>• Several NGOs are carrying out the same activities at this moment (collecting data and verifying the target population), which inevitably means duplication</li> </ul> <p>There does not seem to be a clear basis for assigning personnel and equipment for the monitoring system at the project level. Some of the criteria that could be thought of are: target population, extension/accessibility of project area, and distance to capital.</p>			

**Evaluation of the progress at indicator level**

**Indicators**

**In relation to immediate objective 1**

<b>Indicators</b>	<b>Progress</b>
Availability of data on child labour in the coffee sector.	<i>Data available In general, of poor quality</i>
Number of working children prevented and withdrawn from full-time and hazardous work in the coffee sector.	<i>No progress</i>
Number of younger sibling benefiting from the social protection component and prevented from entering work in the coffee industry.	<i>No progress</i>
Number of families depending on child labour and/or at risk of using child labour benefiting from the alternative income-generating activities and who are able to sustain their families without child labour.	<i>No progress</i>

**In relation to immediate objective 2**

<b>Indicators</b>	<b>Progress</b>
A steady increase of support to the programme by the coffee producers and their associations (monetary and in kind).	<ul style="list-style-type: none"> <li>▪ Initial support negotiated</li> <li>▪ Decline in monetary support (due to financial crisis)</li> </ul>
An increase in the number of coffee producers and their associations that become involved in action to prevent child labour in the coffee sector.	In process Difficult to measure since indicator is not precise
The integration of child labour into the agendas of the coffee sector, governmental and non-governmental institutions.	In process
An adoption of a plan of action to combat child labour in the coffee and other economic sectors.	No progress
Key stakeholders, the coffee sector and governments in the region are aware of the child labour problem and continue to take action to combat the problem.	In process

**In relation to immediate objective 3**

<b>Indicators</b>	<b>Progress</b>
The child labour monitoring and verification system is in place and operational (The number of visits made by the monitors in each country and the number of children found to be working).	<i>Monitors recruited, trained and equipped Monitoring system cannot start properly, since there has been a problem with timing: the activities and outcomes to be monitored have not been started yet.</i>

## Evaluation of the use of Resources

### *Project expenditure*

(Updated 30.4.2001(US\$))

Country Coffee Project	Total budget Amount	Expenditure	Budget left	% Spent
Sub regional	1.169.503,00	474.841,61	694.661,39	40,60%
Guatemala	1.193.848,00	96.826,19	1.097.021,81	8,11%
El Salvador	688.449,00	48.845,79	639.603,21	7,10%
Honduras	441.770,00	42.925,02	398.844,98	9,72%
Nicaragua	1.101.553,00	110.267,95	991.285,05	10,01%
Costa Rica	880.467,00	112.282,30	768.184,70	12,75%
Dominican Republic	636.587,00	53.397,75	583.189,25	8,39%
<b>Total</b>	<b>6.112.177,00</b>	<b>939.386,61</b>	<b>5.172.790,39</b>	<b>15,37%</b>

N.B. This budget reflects the status on April 30<sup>th</sup>. Starting from April/May most of the monitors have been contracted, so the expenditure at country level will change very quickly in the coming months.

As can be seen in the budget expenditure, the spending has taken place mainly at the sub regional level. This expenditure includes:

- Salaries CTA and professional officers
- Travel CTA and professional officers

At the country level, the expenditure has been very limited, varying between 7.1 per cent and 12.75 per cent. This expenditure includes:

- Office rent
- Equipment of the offices
- Salaries coordinators
- Salaries administrators
- Salaries monitors
- Motorbikes/cars
- Baseline surveys
- Training of monitors/project coordinators/administrative assistants
- Training of implementing Agencies on project formulation
- A 2 month funding for NGO (Costa Rica, US\$ 7000)
- A 6 month funding for 2 NGOs (Nicaragua, US\$ 19.000)

There is a clear imbalance between the expenditure at sub-regional level (40.6 per cent) and national level (9 per cent). This will have consequences for the possible extension of the project.

From these figures, it becomes obvious that the expenditure has taken place mainly at the level of objective 3; the monitoring system. At the level of objective 1, there has hardly been any expenditure (total of US \$ 26.000.) Since the activities of objective 3 should logically start some months after starting the activities of objective 1, there is a clear problem of timing.

The analysis of the expenditure shows that it is necessary, in order to guarantee a successful implementation of the rest of the project, to extend the implementation time. From a technical point of view it would not be advisable to try to use the remaining 85% of the funds in the remaining 12 months of the project. It would be better to extend the project period for at least 6 months, until December 2002, i.e. a project extension on existing funds.

In order to make optimal use of the existing resources, it would be recommendable to link the coffee and the agriculture project, preferably in total execution, but at least at the financial level.

From a cost-benefit point of view, the expenditure of 15 % of the budget has not yet led to any direct benefits. The cost-benefit ratio has been extremely low until now. At the same time, many expectations have been raised at national (political) and local level about the benefits of the project. Therefore, the speed of project execution must be radically increased.

## Evaluation of the effects on the beneficiaries

**The direct beneficiaries of the project are:** Children and families working on coffee plantations in each country identified through the baseline surveys. Initially, the programme will directly benefit at least 21,300 children and 6,500 families. In addition, at least 5,000-10,000 children in each country will indirectly benefit from awareness-raising activities.

Although most of the children and families have been identified and interviewed, there has been no direct effect on them yet. In some cases, there has been an impact on the indirect beneficiaries, such as:

- Awareness raising for teachers
- Awareness raising for coffee growers
- Awareness raising at community level (this can be considered as an indirect benefit for the target population)

### **Social and economic effects from the implementation of the project**

- Expectations raised in some communities are very high, and with a long delay in delivery.
- In some communities there is a sense of exclusion among the families that have not been selected for the project.
- Several NGOs have started to hire personnel, without their summary outlines having been approved. This has led to the work of consultants without payment.
- NGOs are feeling that due to the long latency period between the conception and start of the project, they are losing credibility in the project area.

## **Evaluation of the project coordination and management**

### ***Planning***

Although there has been a planning and conceptualization process previous to the project, there has not been an adequate planning and consultation process after it. Also, in that the monitoring structures from Asia there were not sufficient attention to adapting them for the coffee production conditions. This is reflected in the absence of a time line and work plan in the project, through which one can evaluate, organize give adequate follow-up to the actions corresponding to the different project phases. This lack of adequate and detailed planning has led to disorder, a lack of coordination and uncertainty in the project team, since they do not count with an adequate reference frame to sustain and justify their actions. Furthermore, there is a lack of timing between the actions and the opportunity, since there is no logic framework with expected results and time indicators.

### ***Administration***

Instead of a participatory style of administration, one with an adequate process of dialogue and consensus building between the CTA, the team and the implementing agencies and beneficiaries, the style of administration has been more directive, personal and top-down. Management by objectives or another standard objective approach would be helpful in a project as large and complex as this one.

### ***Coordination***

The CTA relates directly to the Director of ILO in Central America, and not to the Regional IPEC Coordinator. This weakens IPEC at regional and country level, since there are 2 different communication and administration lines from the countries, through IPEC Costa Rica, to Geneva.

At national level the PC communicates directly with the CTA, and does not involve the NPM in the coordination. This creates a situation that weakens both the NPM (who is supposed to have an overview over all IPEC activities), and the PC, to whom the support of the NPM is arbitrary, depending on personal preferences and styles. In many cases, in practice this is not a problem. However, in the case of a political conflict situation around the project, the NPMs and PCs negotiation capacities are limited.

### ***Information-sharing***

Problems in this area result directly from the above structures. There is no adequate and timely information flow between all aspects of the project. This has been aggravated by two factors: 1. the lack of a time-based work plan that permits filling information gaps and that can be used as an operation base and 2. The inadequate communication between project management and other levels in the work team has led to a deficient decision making process that does not respond with opportunity, efficiency and exactitude to the needs and demands of the different stakeholders and beneficiaries of the project.

Furthermore, there is a lack of procedures and guidelines at all levels, including:

- relations between IPEC, ILO and UNDP (financial)
- relations between National Programme Manager, Project Coordination, and the project management in Costa Rica

### ***Conclusions and Recommendations***

1. In order to ensure that children and their families will benefit from the project it is absolutely necessarily to extend the duration of the first phase of the project. The remaining project time

at the date of evaluation is one year. We consider that the project needs at least to be extended for 6 months.

2. It is recommended to reorient the structure and functions of the administrators, monitors and coordinators of the project until the end of 2001, while establishing a more efficient and cost-effective project implementation structure. Concretely, this means not extending the contracts of the administrative assistants and (most of) the monitors after December 2001.
3. Although the administrative assistants and the monitors are not fully functional at this moment, and will remain so until the implementation of the project is underway for at least 4 months, the cost of breaking the contracts before the end of their expiry dates (between November and December 2001) would be high due to the following:
  - The credibility of IPEC/ILO: hiring and training personnel for only a few months are very costly and not acceptable from the point of few of cost-benefit.
  - Most consultants have left their job to accept the job at IPEC: personal actions against ILO cannot be excluded.
4. It is recommended that the monitors will get assigned other and additional duties for the interim period, such as the transition of the monitoring systems towards a more participative and comprehensive systems, with the involvement of all relevant stakeholders, under close supervision of the project management in Costa Rica.
5. At the country level it is recommended that the Project Coordinator reports directly to the National Programme Manager. The Project Manager can communicate directly with the Project Officers in San Jose, always copying to the IPEC National Programme Manager. Clear guidelines have to be developed for the communication between Project Coordinator, National Programme Manager and the project management team in Costa Rica.
6. The presence of the Project Coordinators at local level seems to be important for the accountability, continuity and effective implementation at local level. However, it is not necessary that the Project Coordinator has their own office in all sites, since often the local implementers can provide necessary space. All Project Coordinators should have a project vehicle, if necessary with driver. A clear job description has to be developed for the Project Coordinators.
7. The role of the Administrative Assistant at local level is questionable, since there are very few administrative activities that have to be carried out at that level. The major parts of the financial transactions are carried out in the capital, and can be carried out by the IPEC National Programme Manager assistant. In some cases, where the NPM has many additional activities it might be necessary to hire additional consultants to help on specific products that have to be delivered, in support of the National Administrative Assistant
8. If there is no Administrative Assistant, and if there are fewer Monitors in the project, the role of the Project Coordinator will change, from January 2002. S/he will be expected to involve more in the follow-up and control of the activities of the NGO's, and will have to carry out some minor administrative activities, in close coordination with the administrative assistant of the NPM. Job descriptions will need to be re-written to reflect this, plus extensive consultation to ensure the Project Coordinator fully understands and supports the changes.
9. It is recommended that the decentralization process of the coffee will be carried forward in 2002. The agriculture project is decentralized already.

10. The backstopping process in Geneva has to be more functional and efficient. There has to be one technical focal point, that gives follow-up to the process, and to which the different actors in the process of approval and decision-making respond. The level of intervention that come from HQ will have to be more general, referring to lessons learned from similar projects in other continents, and involving expertise on topics such as health, education and micro finance topics.
11. We suggest that there is a direct and clear communication between the managers of the budget in Costa Rica and to the person responsible for the backstopping process in Geneva.
12. For the economic component of the project (alternatives, micro credits) we suggest links with the relevant ILO departments such as the ProMicro project. We suggest re-evaluating the feasibility and possibilities of success of this project component. Given the large amount of money to be expended in this category, the inexperience and absorptive capacity of some of the partner NGOs, and the short duration of the project, which reduces substantially the chance of success.
13. Although the monitoring system has not started to function yet, there are some general observations that can be made at this point, and that indicate the appropriateness to restructure the monitoring system at this point in time.
  - The monitoring system is not sustainable in time, since the system is completely external (IPEC based) and has no component of national strengthening. Since strengthening of national capacities is one of IPEC's fundamental principles, it is not recommendable to implement a system that will possibly weaken the national monitoring and correcting systems, since it will be done anyway by IPEC. There is no incentive for national or local government to construct a monitoring system.
  - There is a clear duplication of efforts, since all NGOs that are participating in the implementation of the project are collecting information on the same target group that is very similar to the information that is collected by the monitors (there is an information system developed by IPEC for participating NGOs).
  - It is unclear what the consequences are of the monitoring system in terms of corrective measures for the implementing Agencies. The power of the monitors is very limited, starting with gaining access to the workplaces.
  - The system is expensive. (2 to 8 full time people per project paid by IPEC, with salaries that are much higher than the local market value)
  - A monitoring system only being implemented for some IPEC projects (coffee and agriculture) and not for all projects, and can create lack of credibility for IPEC in general. There is no consistency between the different projects.

Taking into account factors mentioned above, we recommend to develop a child labour monitoring system at sectoral level (agriculture), based on local capacities and agencies (such as the ministry of labour, education, health, local government, national institutes dealing with child protection etc.). This can, properly managed, lead in a later stage to a comprehensive, sustainable system that tracks the progress of all IPEC projects. The funds that are now planned for the direct payment of IPEC monitors can be used to install and

train this sectoral monitoring system. In the beginning there will probably be need for IPEC funding for government personnel, but it should be negotiated to be sustainable in the long run.

14. We recommend linking the development of this sectoral monitoring system to the process that has been started in El Salvador for the Time Bound Programme. The implementation of the monitoring system should start in January 2002.
15. We recommend for the extension of the project within the existing budget, to hire an external consultant, to support the management team in Costa Rica to do a ZOPP analysis, develop a new specific action plan for the remaining project time, and to make the necessary adjustments in the ProDoc( new components, components to remove, revision of indicators) and the budget.
16. We suggest including in the extension of the project a closer analysis of the magnitude and nature of the hazards for children working in the coffee sector. This will permit a more targeted strategy for the coffee sector, in the light of Convention 182.
17. It is to be expected that the exodus of labour that is observed and foreseen for the future from coffee production will lead to a re-distribution of working children. The challenge at this point lies in adjusting the project to this new reality. For the second project phase, it is recommendable to select the projects that are running and are generating results by the end of June 2002, and then amplifying the scope of these projects to coffee and agriculture in general. Although the coffee sector encounters serious problems at the moment (see synthesis report), we think that the pilot projects starting in a first phase in a particular sector (in this case coffee), can generate expertise and infrastructure that in a second phase can be used to expand the project to a more general approach, e.g. agriculture in general.
18. Since the eradication of child labour is greatly related to the eradication of poverty, it is highly recommended that IPEC at sub regional and national levels relate to organizations and institutions that have poverty alleviation as one of their objectives (e.g. World Bank). Both IPEC and the partners can win from these partnerships.

## **Future planning of the project**

The following procedures are recommended:

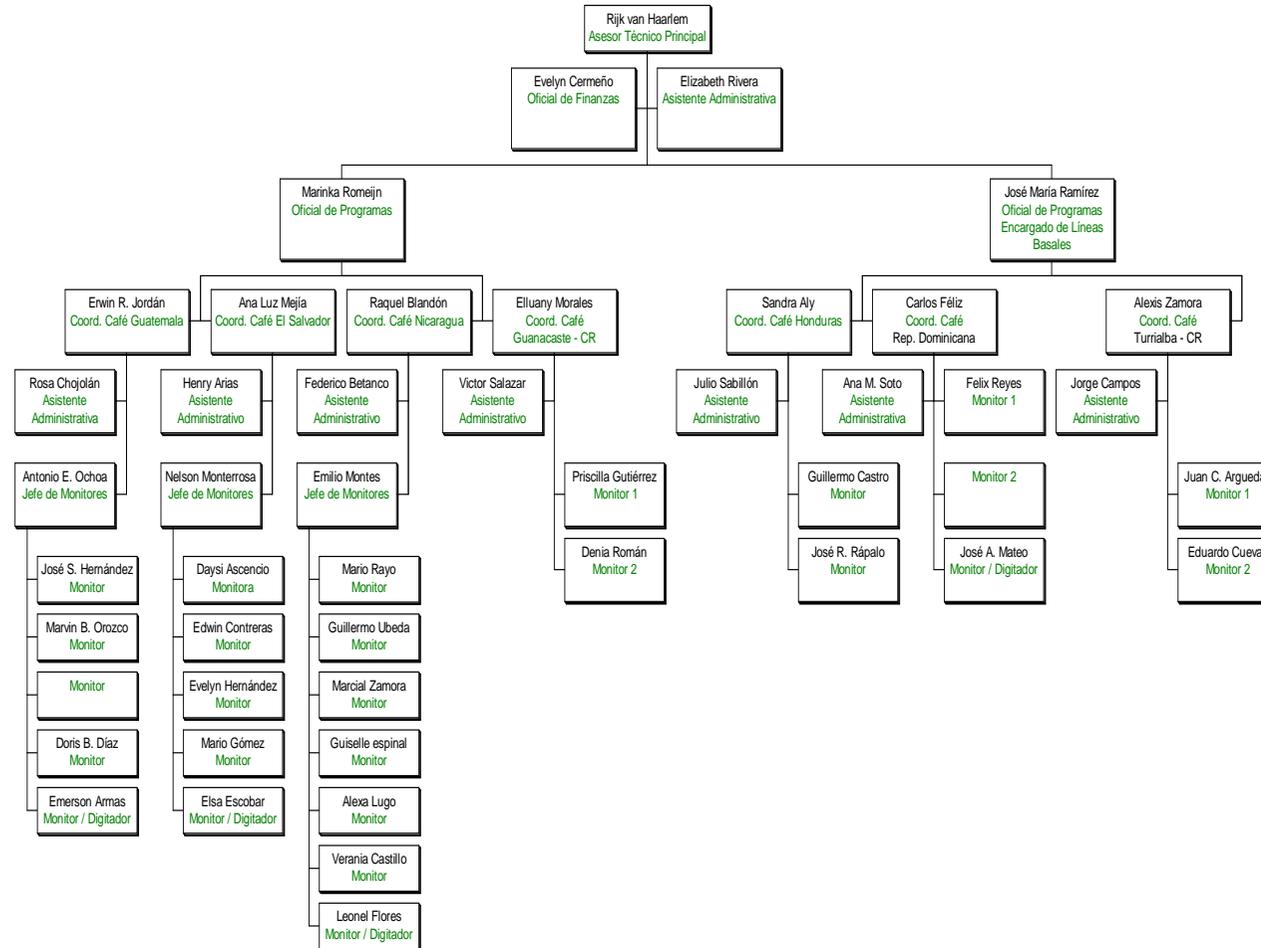
1. Maintain all hired personnel until the end of their contract (i.e. end of December 01 maximum);
2. Start activities in all project sites within a period of 2 months from June 2001. If activities have not started during this period, it is recommendable to exclude this project, since it will be very difficult to obtain results in a 10-month project period (without taking into account extension). Projects where negotiation for whatever reason, takes more that one-year are likely not to succeed in implementation either;
3. Not renew the contracts of administrative assistants and monitors, starting January 2002;
4. Develop a general proposal for national IPEC monitoring systems, and start implementing in January 2002;
5. From June-December 01, a proposal will be developed for the redefinition of the roles and responsibilities of the project coordinators and administrative assistants. Implementation of the new structure starts in January 2002; and
6. Proposal for extension until December 2002, including budget revision, will be prepared before September 01, and sent to US-DOL. This project includes a timetable with deliveries.

### Appendix 1

Sub regional Agriculture	RLA/00/54P/USA	1.122.501,00	58.658,07	1.063.842,93	5,23%
Guatemala	GUA/00/50P/USA	872.762,00	11.911,00	860.851,00	1,36%
Honduras	HON/00/50P/USA	792.240,00	7.500,00	784.740,00	0,95%
Nicaragua	NIC/00/05/P050	681.021,00	55.536,86	625.484,14	8,15%
Dominican Republic	DOM/00/50P/USA	865.412,00	11.761,59	853.650,41	1,36%
		<hr/>	<hr/>	<hr/>	<hr/>
		4.333.936,00	145.367,52	4.188.568,48	3,35%

## Appendix 2

### Coffee infrastructure





International  
Labour  
Organization

# **MID-TERM EVALUATION REPORT**

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## **Combating Child Labour in the Coffee Industry in Central America and the Dominican Republic**

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### **III. Conclusions and recommendations of the Stakeholders Evaluation Meeting**

San Jose – July 2001

**This document has not been professionally edited**

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

# **STAKE HOLDERS' EVALUATION MEETING ON THE OPERATIONS OF THE SUBREGIONAL PROJECT FOR THE PREVENTION AND ERRADICATION OF CHILD LABOR IN THE COFFEE SECTOR**

## **CONCLUSIONS AND RECOMMENDATIONS**

### **INTRODUCTION**

Stakeholders' meeting, held in San Jose, Costa Rica, with the presence of:

- Labour Ministers from Honduras, Nicaragua and El Salvador.
- Labour Ministers' Representatives from the Dominican Republic and Guatemala.
- Coffee Sector representatives from Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and the Dominican Republic.
- United States (donor country) Labor Department Representatives.
- HQ and local ILO-IPEC and A.O. personnel, Multidisciplinary Team, and IPEC Sub-regional and National coordination personnel.

### **CONSIDERING**

- That the purpose of the stakeholders' meeting on the execution of the Subregional Project on the Prevention and Eradication of Child Labour in the Coffee Sector, is to analyze the Synthesis Report of the base line data in the coffee sector, the state and present implementation rate of the Project and the results of the Mid Term evaluation.
- That the generalized crisis situation that the coffee sector is going through at the regional and global level is affecting Project execution.
- That the take off of Project activities has been delayed due to various causes, inciding negatively upon Project results.

### **AGREE**

On the following Conclusions and Recommendations that need to be considered for the future reorientation and Project implementation.

1. To extend the Project's duration until March 2003, in order to achieve the objectives and results set forth in its formulation.
2. To extend the geographical or sectoral coverage of the Project, in order to transcend the coffee sector, since its crisis, the seasonal nature of coffee production and the economic situation of the target population, result in the fact that beneficiary children and families take part in other economic activities – mostly within the agricultural sector. Therefore, new areas of intervention should be analyzed and means for the Project to address these, should be identified.
3. To reorient Project activities, results and objectives, considering each country's particular characteristics, such as, political, geographic and those related to other aspects and unforeseen circumstances that may have emerged.
4. To give priority of action in those areas of work that ought to be considered as hazardous, assisting target groups in Project areas already selected and defined. To adopt a hazardous work approach that enables to strengthen the identification and capacity of intervention, with regard to

those activities within the sector that ought to be considered as the most hazardous types of work. To ensure that children are not exposed to risks that may affect their physical, mental and moral well being, in order to avoid that, while child labour is eradicated, children suffer ailments and/or accidents.

5. To reaffirm that education is one of the Project's main concerns as a means to undo the circle of poverty. In order to achieve this goal, a substantial change is needed from the educational system, presently "exclusive", thus requiring an accrued commitment and involvement from the Ministries of Education.
6. To involve and sensitize Project target groups, institutions, employers' organizations and society as a whole, thus contributing to the creation of a comprehensive perspective, so as to visualize this Project in the framework of a national process for the prevention and eradication of child labour and the protection of the adolescent worker, and not only as a Project circumscribed to a specific sector.
7. To revise the contribution of the coffee sector as a result of the crisis it is undergoing, and avoid considering it exclusively in economic or financial terms, also taking into account other forms of contributing, such as a more significant support in the area of monitoring or in any other Project components.
8. To rationalize the Project's operational structure at the subregional level, so as to make provision for the supervision of the Subregional Coordination and for the latter to assume direct responsibility of Project-related matters with regards to the Area Office Director and the MDT in San Jose, Costa Rica, thereby, ensuring the coherence and unity of action of IPEC in the subregion.
9. To rationalize the Project's operational structure at the national level, in order to enable National Coordinations to assume responsibility to direct, assist, integrate and complement the activities of the Project Coordinations, thus ensuring the coherence of IPEC's actions and an increased efficiency and effectiveness in the use of resources in each country, particularly, with respect to coffee and commercial agriculture Projects, in countries where both of these are active.
10. To redefine the monitoring system, since at present its sustainability is not guaranteed, nor does it fully contribute to the strengthening of national capacities. The new system should fully involve public institutions, the private sector, and, in this case, particularly the coffee growers and the communities ( leaders, teachers etc.) so as to allow it to become an instrument enabling to improve the fundamental orientation, management, and sustainability of the projects.
11. To strengthen the technical and managerial capacity of implementing agencies responsible for Project execution, particularly in the areas of action program and project formulation, follow-up and evaluation; and in the operation of monitoring systems.
12. To promote interinstitutional coordination and cooperation at the governmental and non-governmental level, as well as, with civil society as a whole, in order to integrate and complement Project actions and contribute to its sustainability.

## ACKNOWLEDGEMENT

To the Department of Labor of the United States (USDOL) for its invaluable contribution to the Project, to the presence and active participation of its representatives in this meeting and for their positive consideration of the conclusions and recommendations which were presented.

San Jose, Costa Rica, 18<sup>th</sup> of July, 2001