

## Framework of Action to Support Implementation of the Harkin-Engel Protocol

The following is a Framework of Action for efforts aimed at a significant reduction in the worst forms of child labor in cocoa producing areas of Côte d'Ivoire and Ghana. The Framework is intended to support the further implementation and realization of the goals of the Harkin-Engel Protocol.

1. **Purpose:** The overarching goal of the Framework is:

*By 2020, the worst forms of child labor as defined by ILO Convention 182 in the cocoa sectors of Côte d'Ivoire and Ghana will be reduced by 70 percent in aggregate through joint efforts by key stakeholders to provide and support remediation services for children removed from the worst forms of child labor, including education and vocational training, protective measures to address issues of occupational safety and health related to cocoa production, and livelihood services for the households of children in cocoa growing communities; the establishment and implementation of a credible and transparent sector-wide monitoring system across cocoa growing regions in the two countries; and the promotion of respect for core labor standards.*

To reach this overarching goal, the Framework will support the development of thriving cocoa communities fostering safe, healthy, and productive environments for children and families through coordinated support for new or expanded initiatives in Côte d'Ivoire and Ghana in the following areas:

- a. Removal of children from the worst forms of child labor, including hazardous labor, in cocoa growing areas and provision of appropriate remediation services, including education or vocational training; or in the case of children/youth of legal working age, removal of workplace hazards and other steps necessary to bring labor conditions into conformity with national laws and international labor standards;<sup>i</sup>
- b. Prevention of children's involvement in the worst forms of child labor, including through increased access to schooling and vocational training and improvement in the quality and relevance of education;
- c. Promotion of sustainable livelihoods for the households of children in cocoa growing areas;<sup>ii</sup>
- d. Establishment and implementation of community-based child labor monitoring systems (CLMS) in cocoa growing areas, linked to the provision of remediation for children identified as engaged in the worst forms of child labor; and
- e. Continuation of nationally representative child labor surveys, recurring at least every 5 years. Nationally representative baseline data is established as the most recent data coming out of the 2008-2009 Tulane field surveys. The next nationally representative surveys in both countries will be in the field during the 2013-2014 harvest season, with a report made in 2014, and again in the field in 2018-2019, with a report in 2019. These surveys will provide comparable data for ongoing assessment of child labor prevalence in

cocoa growing areas and a commitment to make publicly available the related survey methodologies, all raw data, and reports based on the findings of such surveys. In addition to such nationally representative surveys, efforts should also be made to incorporate a child labor component into existing national household surveys to support efforts to combat the worst forms of child labor nationally in each country.

2. **Key Stakeholders:** Stakeholders under this Framework are defined as follows:

- a. **Cocoa growing communities:** This group includes children in cocoa growing areas and the households of these children where efforts to promote sustainable livelihoods will address root causes of child labor.
- b. **Producer Governments:** This group includes the national, district, and local government agencies of Côte d'Ivoire and Ghana.
- c. **International Chocolate and Cocoa Industry:** This group includes companies participating in this Framework which are engaged in the growing of cocoa, processing of cocoa, and/or production and sale of its derivative products.
- d. **Foreign Donors:** This group includes the U.S. Government (the U.S. Department of Labor, the U.S. Department of State, the U.S. Agency for International Development, and key Congressional Offices—Senator Tom Harkin and Representative Eliot Engel). Other donor entities, such as the European Union and other international donors, are encouraged to fund projects that will support the goals of this Framework.
- e. **Social Partners and Civil Society:** This group includes employer and worker organizations, non-governmental organizations (NGOs), and community-based organizations in both Côte d'Ivoire and Ghana, as well the international counterparts of these groups.
- f. **Implementing Organizations (including International Organizations and other Non-governmental Organizations):** This group includes among others, the International Labor Organization's International Program on the Elimination of Child Labor (ILO-IPEC), the International Cocoa Initiative, the World Cocoa Foundation, and other organizations possessing expertise related to the initiatives under this Framework and whose projects or other inputs are integrated and supportive of achievement of the Framework's goals.

3. **Financial Partners:** The key stakeholders defined above include a subset of partners, including the U.S. Government and the International Chocolate and Cocoa Industry, that have committed to provide new financial support for new or expanded interventions to achieve a significant and sustainable reduction in the worst forms of child labor in the cocoa sector of Côte d'Ivoire and Ghana and whose actions are supportive of achievement of this Framework's goals. This subset also includes the Governments of Côte d'Ivoire and Ghana, who will transparently communicate their financial and human resource commitments under

this Framework to the Child Labor Cocoa Coordinating Group (CLCCG) and its Principals. (See Section 6.)

It is further noted that the group of financial partners may be expanded over the life of the Framework to include other partners, such as other private sector entities, NGOs or international organizations. In order to ensure that new initiatives are supportive of the Framework's goals, proposals for new partners and their programs will be subject to review by the CLCCG and its Principals.

- 4. Roles, Responsibilities and Commitments under this Framework:** This framework considers the roles, responsibilities and contributions of financial partners as noted below:
- a. **Producer Governments:** The Producer Governments play critical roles in planning, implementing and monitoring progress toward achievement of their respective national plans that are the foundation for reducing the worst forms of child labor. The Producer Governments must ensure coherence between project efforts under this Framework and the national plans for the purposes of national and local ownership and sustainability. Producer Governments also will ensure adequate human, financial, and organizational (e.g., decision making and internal advocacy) resource capacity in appropriate government agencies, as well as working in partnership with financial partners and other key stakeholders, to provide the following services:
    - Data collection and monitoring at the community and national level through supporting a nation-wide, community-based CLMS and by developing, funding and conducting nationally representative surveys as described in this Framework;
    - Remediation for the children removed from the worst forms of child labor through the provision of education, vocational training, and by increased support for programs to improve livelihoods for the households of children in cocoa growing communities;
    - Prevention of other children from involvement in the worst forms of child labor in cocoa growing communities through the provision of education, vocational training, and increased support for programs to improve livelihoods for the households of children in cocoa growing communities;
    - Development of physical and social infrastructure, including roads, wells and schools in cocoa-growing areas; and
    - Enforcement of laws intended to protect children from the worst forms of child labor.
  - b. **International Chocolate and Cocoa Industry:** The Harkin-Engel Protocol and accompanying Joint Statements of 2005 and 2008 serve as a commitment by the representatives of the International Chocolate and Cocoa Industry to carry out the industry's responsibilities to ensure that cocoa beans and their derivative products are grown and processed in a manner compliant with internationally-recognized standards on child labor. Specifically, in the Joint Statement of 2008, the International Chocolate and

Cocoa Industry committed itself to “continue to support efforts to eliminate the worst forms of child labor and forced adult labor on cocoa farms and to help cocoa farmers, their families and communities by continuing to work with the national governments to ensure that the certification process, including remediation and verification are fully implemented.” It is further noted in the Joint Statement of 2008 that the International Chocolate and Cocoa Industry will work with the governments of Cote d’Ivoire and Ghana to have a sector-wide certification process “fully in place across each country’s cocoa-growing sector.”

Within this Framework of Action, the International Chocolate and Cocoa Industry, in partnership with financial partners and other key stakeholders, will:

- Continue to support data collection and monitoring at the community and national level through a credible community-based CLMS.
- Through relevant local institutions and stakeholders, support the provision of appropriate remediation services for children based on the CLMS data, national survey data, and other credible sources of information, with the goal of protecting children from the worst forms of child labor in the cocoa growing areas of Ghana and Cote d’Ivoire.
- Provide sustainable livelihoods for the households of children in cocoa growing communities in order to protect children from the worst forms of child labor and ensure thriving cocoa communities.
- Provide technical advice to assist in the refinement and implementation of the ILO-IPEC project referenced as: “Towards Child Labor Free Cocoa Growing Communities through an Integrated Area Based Approach.”
- Strive to ensure their cocoa supply chains use safe and responsible labor practices, including combating the worst forms of child labor. Individual companies will inform their employees who buy or sell cocoa and its derivative products of the relevant ILO Conventions, the International Cocoa Agreement, relevant labor legislation in the two countries, the Harkin-Engel Protocol and the Framework of Action.

Reflecting their commitment to the production of cocoa and its derivative products without the involvement of the worst forms of child labor, and as an immediate pledge, the International Chocolate and Cocoa Industry is committing \$7 million to further the goals of the Harkin-Engel Protocol and the Framework of Action, of which \$2 million will support an ILO-IPEC Public-Private Partnership and \$5 million that includes the expansion of significant current industry work on cocoa which has demonstrated the value of partnerships of this nature. This funding will be spread out over a five-year period, and the amount and timing of outlays will be discussed during CLCCG consultations. The Industry is making a further pledge to explore the possibility of committing an additional \$3 million for remediation activities that further these goals.

- c. **U.S. Department of Labor:** The U.S. Department of Labor will play an active role as a donor supporting projects that reduce the worst forms of child labor in the cocoa sector in West Africa, committing \$10 million in 2010 for a new, multi-year program to be implemented by ILO-IPEC that supports the efforts described in this Framework. The U.S. Department of Labor will continue to report on progress being made to address the goals of the Harkin-Engel Protocol and the goals and objectives of this Framework, with a specific emphasis on the progress made by the ILO in the program noted here. As a donor, the U.S. Department of Labor will have substantial involvement in the design and development of the project and will work in partnership with financial partners and other key stakeholders.
5. **Benefits:** By promoting improved coordination and more integrated planning, implementation, and assessment of interventions, this Framework offers a number of important benefits:
  - a. For cocoa growing communities, this approach can lead to thriving cocoa communities fostering safe, healthy, and productive environments for children and families.
  - b. For Producer Governments, the approach helps to focus and coordinate assistance on meeting national goals related to the elimination of the worst forms of child labor, provision of universal basic education, poverty reduction, and employment creation. National capacity will be built in data collection, including nationally representative surveys; monitoring, including CLMS; impact assessment; and remediation.
  - c. For Financial Partners, the Framework offers a coordinated approach that will help maximize impact in target areas. Moreover, by demonstrating an effective model of cooperation, the Framework can serve as a platform for attracting increased funding from other donors, including other chocolate and cocoa companies, other manufacturers who purchase or use cocoa, chocolate and their derivative ingredients, and other international agencies with an interest in tackling the worst forms of child labor.
  - d. For the International Chocolate and Cocoa Industry, the Framework provides an integrated approach to enable the sustainable supply of cocoa in a manner consistent with the commitments made under the Harkin-Engel Protocol.
  - e. For social partners and civil society, the Framework provides opportunities for the involvement of social partners and civil society in dialogue on how best to support sustainable change.
  - f. For all stakeholders, the Framework provides mechanisms for promoting greater transparency and accountability for all parties.
6. **Governance:** In order to meet the objectives of this Framework, the participants will operate within a well designed and articulated structure of governance.

- a. Within the context of governance, it is noted that there is a significant difference between “key stakeholders” (those with an interest in the issue) and “financial partners” (those assuming a direct responsibility for the management and ultimate success of the Framework of Action). The development of governance structures will include mechanisms for stakeholders to be informed of and to comment on the governance structures, while reserving direct and strategic decision making to the financial partners.
  - b. The CLCCG will serve as the initial coordination and steering group for the implementation of this Framework. The CLCCG is currently composed of (1) Principals representing the U.S. Department of Labor, the Harkin and Engel offices, the Governments of Ghana and Cote d’Ivoire, and the International Chocolate and Cocoa industry and (2) a larger working group of representatives from these organizations. It is envisaged that the CLCCG could be expanded to a broader group of participants. The CLCCG will consult with technical experts on matters as necessary (e.g., the development of indicators and common monitoring and evaluation frameworks).
  - c. The CLCCG will work in the coming months to define the governance structure under the Framework and the roles and responsibilities of the CLCCG itself.
7. **Coordination:** The Framework will offer a means for improved coordination of interventions under a more holistic approach for significantly reducing the worst forms of child labor in the cocoa growing areas of Côte d’Ivoire and Ghana in support of the National Plans of Action in each country. This will be achieved by the following actions:
- a. Each of the CLCCG members will designate a resource entity and person(s) who will serve as the point of contact for efforts under this Framework, be available to coordinate on matters related to the Framework, and have the capacity to update partners on relevant initiatives;
  - b. The CLCCG will meet on a regular schedule to be determined. The U.S. Department of Labor will help facilitate the convening of the CLCCG.
  - c. The CLCCG will assess progress toward the goals of the Framework on an ongoing basis and engage in consultations on what is needed to achieve these goals.
  - d. Programs funded by the Financial Partners and implemented by the Governments of Ghana and Cote d’Ivoire and implementing organizations will be designed to operate in support of national plans and goals, including those related to the elimination of the worst forms of child labor, provision of universal basic education, poverty reduction, and employment creation;
  - e. Efforts will be made to effectively target communities with a high incidence of the worst forms of child labor in order to maximize the impact of the actions taken;

- f. All stakeholders will be encouraged to share learning and experience, collaborate to pilot new models, and actively explore ways to ensure sustainability and scalability of effective strategies;
- g. Key stakeholders will engage in joint monitoring and evaluation of programs where feasible and beneficial; and
- h. Regular public reports will be issued on progress and lessons learned under the Framework.

**8. Monitoring of Progress:** Progress under the Framework will be monitored as follows:

- a. The nationally-representative surveys on child labor in cocoa will provide standardized information about the situation of the worst forms of child labor in cocoa in each country and be used to measure progress on reducing the number of children in the worst forms of child labor in the cocoa sectors of Côte d’Ivoire and Ghana.
- b. The CLCCG, in consultation with technical experts, will discuss and come to agreement on a monitoring and evaluation design for use by all participants in this Framework.
- c. The CLCCG, in consultation with technical experts, will discuss and come to agreement on a set of common indicators that clearly track interim progress towards the goal of a 70 percent reduction in the worst forms of child labor in Ghana and Côte d’Ivoire, and other key parameters that will be reported on a regular basis.
- d. In the periods between the national surveys, information from the CLMS will provide ongoing information on the child labor situation in specific communities.
- e. Individual projects launched under the Framework will measure progress towards the specific goals of the project, report on an appropriate subset of common indicators, and include transparent impact evaluations. Where feasible, the integration of randomized control trials or other rigorous evaluation methods will be used to identify interventions that are both effective and cost efficient so that they may be promoted for future replication and scaling-up.
- f. A series of milestones, or performance goals, will be developed to assess the progress being made to significantly reduce the worst forms of child labor in the cocoa sector of Côte d’Ivoire and Ghana. The benchmarks will be unique for each country and will be based on the commitments of specific action on an annual basis.
- g. A process evaluation of the Framework itself will be conducted two years after implementation of the Framework begins, and an annual review will be carried out every twelve months subsequently.

**9. Timeline to Launch the Framework**

- a. A Meeting of Principals will be held on September 13 to issue a Declaration of Joint Action, including this Framework, and a joint public and media announcement will be made.
- b. The Principals will deposit copies of key national plans (in the case of the Governments of Côte d'Ivoire and Ghana), identify Framework points of contact, and agree on a schedule of meetings (the next to be held by December 31, 2010) to begin implementing this Framework.
- c. Meetings of the CLCCG will be held in Washington, DC and in Côte d'Ivoire and Ghana on a rotating basis. These meetings will be organized around concrete agendas to address program design, financing, governance, and other matters necessary to fully implement this Framework.

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<sup>i</sup> For the purpose of this document, **remediation services** are defined as removing children from hazardous or exploitative labor through the provision of direct services. This includes education and livelihood services, protective measures to address issues of occupational safety and health related to cocoa production, and social protection services for trafficking victims. Education services may take the form of formal or non-formal education and vocational training. Livelihood services improve the ability of the family to care for the child and protect the child from the worst forms of child labor. By providing protective measures to address issues of occupational safety and health related to cocoa production, youth of legal working age who are engaged in hazardous labor could be withdrawn by transitioning them into safe, acceptable work that is in conformity with both national laws and international labor standards. Children who are victims of trafficking may need to receive social protection services, including rehabilitation and repatriation services.

<sup>ii</sup> For the purpose of this document, **livelihood** is defined as a means of living and the capabilities, assets, and activities required for it. A livelihood encompasses income, as well as social institutions, gender relations, and property rights required to support and sustain a certain standard of living. It also includes access to and benefits derived from social and public services provided by the state, such as education, health services, and other infrastructure. In turn, **sustainable livelihood programs** seek to create long-lasting solutions to poverty by empowering their target population and addressing their overall well-being. ([http://pdf.usaid.gov/pdf\\_docs/PNADR399.pdf](http://pdf.usaid.gov/pdf_docs/PNADR399.pdf))