



INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION

Project Final Evaluation Report
on
**Decent Work and Local Development Through Dialogue and Partnership
Building Project**

1	Project title	Decent work and local development through dialogue and partnership building
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9	Managing ILO Unit	ILO Abuja and ILO EMP/ENTERPRISE
10	Geographical coverage	8 Districts in Central Region: Effutu Municipal; Ajumako-Enyan- Essiam; Mfantseman Municipal ; Twifo-Hemang Lower Denkyira; Awutu-Senya; Agona West; Gomoa East; & Gomoa West.
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b.	Start/completion date of evaluation mission	15 -31 March 2010
c..	Names of evaluators	Oladele O. Arowolo & Stanley A. Asangalisah
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LIST OF ACRONYMS AND ABBREVIATIONS

BDS	Business Development Studies
CIBA	Confederation of Indigenous Business Associations
DANIDA	Danish International Development Agency
DFID	Department for International Development
EDF	Enterprise Development Fund
GDWCP	Ghana Decent Work Country Programme
GDWPP	Ghana Decent Work Pilot Programme
GEA	Ghana Employers Associations
GLSS	Ghana Living Standards Survey
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
GPRS II	Growth Poverty Reduction Strategy
GTZ	German Technical Cooperation
HDR	Human Development Report (UN)
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
ILGS	Institute of Local Government Studies
LED	Local Economic Development
LESD	Local Economic and Social Development
MDGs	Millennium Development Goals
MoU	Memorandum of Understanding
MSEs	Micro and Small Enterprises
MMYE	Ministry of Manpower, Youth and Employment
MLGRD	Ministry of Local Government & Rural Development
MOTI & PSI	Ministry of Trade and Industry & Presidential Special Initiative
MDAs	Ministries Departments & Agencies
NAMFIC	National Micro Finance Centre
NBSSI	National Board for Small Scale Industries
PWDs	People With Disabilities
SBAs	Small Business Associations
SBEs	Small Business Enterprises
SPGE	Sub-committee for Productive and Gainful Employment
STEP	Skill Training and Employment Placement
SIF	Social Investment Fund
TUC	Trade Union Congress
UNCT	United Nations Country Team
UNDAF	United Nations Development Association Framework
UNDP	United Nations Development Programme
UN	United Nations
YEP	Youth Employment Programme

EXECUTIVE SUMMARY

1. Project Background

The project was designed by the ILO in collaboration with its Ghanaian partners, namely the Government of Ghana (GOG); the Ghana Employers Association (GEA); and the Trades Union Congress (TUC).

The broad objective of the pilot project was to promote public-private partnership in local economic and social development while simultaneously advocating the mainstreaming of decent work issues in national development discourse and planning. It comprised the support to district governments and local stakeholders for improving planning mechanisms, and building knowledge of common tools for local economic development (LED) and informal sector development.

At the national level policy advice and technical assistance (TA) were provided to create an enabling policy environment for LED, employment growth and decent work. Activities at the national level comprised: a) Assistance to the constituents in influencing the national policy framework for poverty reduction and DW; b) Support to the National Youth Employment Programme (NYEP) in terms of its organisational structure; c) Assistance to the Ministry of Manpower Development and Employment in building a monitoring system for a training and employment programme; d) Provision of TA to the TUC and the GEA for organising a joint workshop on productivity and incomes in Ghana.

At the District level the project followed a strictly participative, integrated and demand-driven approach to LED. As a result, public-private Sub-Committees for Productive and Gainful Employment (SPGEs) were created that helped the registration of MSEs, informing SBAs on tax and health insurance issues and building networks of MSEs.

After the success of the LED component in 2 pilot districts, the programme has been replicated in 6 additional districts in the Central Region of Ghana and after an extension it was concluded in 2010.

2. Evaluation: purpose, scope and method

The purpose of the evaluation is to assess the extent to which the project has achieved its immediate objectives, at the evaluation serves to measure the strengths and weaknesses, opportunities presented by the project, as well as the challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

The evaluation also addresses specific evaluation questions: the programme design, the planning process and agreed implementation strategies in each District and the adjustments made; the issues of institutional arrangements and partnerships, as well as sustainability of programme activities after the end of ILO support; the extent to which project reached the target group; signs of emerging impact of the implemented activities

on poverty reduction; outputs not yet implemented and the implementation progress; and responsibility for implementation and project ownership.

According to the project managers, a mid-term evaluation exercise was not carried out, because of the rather short effective project duration of one year. Instead, a project analyst from the ILO was sent from Geneva in September 2009 to do an assessment of project progress. The final evaluation exercise was designed to coincide with the end of the third phase of the GDWCP by end of March 2010.

The final evaluation took into account all interventions, project sites, and the entire implementation period. Besides a desk study period for analysing the programme design, field visits were scheduled to examine the planning process, the agreed implementation strategies and the adjustments made, as well as the institutional arrangements and partnerships.

3. Project approach

The project was structured to address job creation issues in general and decent work in particular in Ghana's Growth and Poverty Reduction Strategy II through three (3) complementary approaches, namely: a) engaging relevant Ministries in a policy dialogue with the social partners in order to mainstream employment focused approaches in policy reform and implementation, in particular to upgrade the informal economy; b) scaling up capacity building for district partners and adjusting the SPGE model to the specific context of other regions in the country and; c) documenting and sharing tools and good practices for wider dissemination among key partners in Ghana (and elsewhere).

Perhaps the main strength of this GDWCP since its inception has been in the area of capacity building at national and District levels for policy formulation, programme design and implementation. The ILO contributed to capacity building of the Ghanaian government and social partners alike, especially the technical support to the formulation of the GPRS I and II, the drafting of the National Employment Policy and support to Youth Employment Programme, advice and support to training systems, preparation and application of training packages for small entrepreneurs and associations, cooperative development, establishment and management of Credit Unions, microfinance and, more recently, local economic development. In terms of project management, considerable delay was experienced in getting the current phase of the project started; but the project has been well-managed in terms of funds utilization, human resource deployment, information flow, collaboration and programme coordination. The formation of the Sub-Committees on Production and Gainful Employment provides an important plank to Ghana's on-going decentralization programme, which aims at promoting good governance and rapid socio-economic development at the local level. These sub-committees serve as a platform for the exchange of ideas between the Assembly and local businesses as well as the basis for collective action for effective and equitable local economic development, and as such, assures programme sustainability.

4. Project performance

The project has been well managed locally by the ILO project office, and by the ILO

Office in Accra, Abuja and Geneva which provided overall coordination. The institutional structure for programme management at District level is the 'Sub-Committees for Productive and Gainful Employment' (SPGEs) legally constituted under the District Assembly with representatives of relevant actors from the local private sector. On the whole, project implementation has been endowed with a remarkably competent and proactive set of managers and implementers.

At the national level, the project significantly contributed to including International Labour Standards and decent work principles in the Ghana Employment Policy. Further it contributed to capacity building of the Ghanaian government and social partners especially for the formulation of the GPRS I/II and the NYEP. Although the latter faced some management and logistical problems, all eight project districts are now using modules from the programme. Besides that, the GEA and TUC have been strengthened significantly and they play an important role in policy revision and implementation. The GEA staff was further trained in productivity enhancement programming and establishing a productivity desk for advisory services towards SMEs. In addition, links are fostered with the Institute of Local Government Studies (ILGS) which is the major think-tank and capacity building institution for decentralisation. Several manuals for the training of SPGEs and DAs resulted from this cooperation.

The established SPGEs constitute operational and sustainable forums for public-private dialogue and coordination at the District level. Within the local governance system this body is the only one meeting frequently and regularly, and the members are knowledgeable on the local business environment and highly motivated to take action. The cooperation within these forums also led to enhanced revenue mobilisation especially from tax contributions of the informal sector. While the advanced stage of decentralisation in Ghana proved conducive for the functionality of the SPGEs, the size of the covered area rendered the work of the SPGEs difficult.

Perhaps, the most remarkable result of the project can be observed at the level of the local stakeholders, especially the targeted businesses. Through the provided training in processing methods, quality control, hygiene, marketing planning and book-keeping the MSEs and SBAs became empowered and could create direct benefits. The training was largely perceived by the participants being useful and educative. Through the identification of local resources and the productive use, this project contributed greatly to employment creation.

Besides the expected outcomes, the project also led to several spill-over effects. The most remarkable the increased membership rate of SBAs and MSEs in the National Health Insurance Scheme. In addition, the local partners could raise issues on taxation, resource access and participation in government contracts. Further, they were enabled to take a stance in lobbying and advocacy, especially for the informal sector. Another positive outcome of the project is the establishment of the Enterprise Development Fund (EDF) that helps MSEs in the eight districts to increase competitiveness. Nonetheless, the late disbursement of EDF-funds hampered the full exploitation of its positive effects. In addition, Credit Unions, which are to be operational in the near future, are another

remarkable effort to allow informal sector businesses access financial support.

Cross-cutting issues, especially 'gender' were prominent in the project and raised awareness to provide adequate opportunities for women. Nonetheless, there is no evidence to what extent they are addressed in a specifically systematic way and e.g. SPGEs are still dominated by males.

Although it seems likely that future governments will further support the ongoing process due to the economic interest, the project faces some risks at the district level. This especially refers to the question of capacity and resource limitations: access to financial resources by SBAs and SBEs; good understanding on how to establish and operate Credit Unions; availability of labour market data to support the operation of the Business Advisory Centres, etc. These issues have proved critical to successful implementation of LED activities in the Districts. Another general concern of the Evaluation Team (ET) refers to the near absence of collaboration between the ILO and other UN agencies in Ghana what leaves a gap in ILO's expected involvement in the UN Delivering as One initiative.

Overall, the rather short period of the project remains a critical point to be addressed, although the project has made commendable achievements in all targeted areas.

5. Related activities

Apart from the partnership between the ILO and the Government of Ghana, active collaboration has been promoted under this project between the Government, ILO and the constituents - the GEA and TUC. The GEA and the TUC have played a prominent role in the delivery of specific outputs. The Ministry of Local Government, Rural Development and Environment and the Ministry of Trade, Industries and PSI, through its agency the NBSSI, are associated partners mandated to support enterprise development in the districts. The ILGS has been instrumental in capacity building of the SPGE and played a strong advocacy role for the district approach in the shaping of decentralization policies.

The Regional Coordinating Council (RCC) [and more specifically the Regional Planning and Coordination Unit (RPCU)] has been involved in the GDWCP. It has participated in the decision-making on the selection of the pilot districts in 2003 and the replication districts in 2006. RPCU representatives continued to participate in review workshops at the district-level and in awareness raising and dissemination workshops at the regional level.

The current project extension (2008-2010) is being supported to the tune of US\$1,658,895 by DANIDA. In the earlier phases of the project, support was provided by DFID and GTZ. However, the near absence of collaboration with any UN agency in Ghana is conspicuous and should be addressed in any subsequent implementation of the GDWCP, as this continues to leave a gap in ILO's expected involvement in the UN Delivering as One initiative.

The project has also increased collaborative activities with its traditional partners, other

relevant constituents as well as donor organizations involved in similar areas of activities. The Project is also working with various stakeholders, including the World Bank. In addition, the project has collaborated with the employers association (GEA) on a productivity study as well as a study on the skills needs of Ghanaian industry. The first phase of the study has been jointly reviewed and discussions are ongoing about a follow-up study.

With respect to institutionalization of the project through a centre of excellence, the Project has been collaborating with GTZ to assess the capacity of the Institute for Local Government Studies in Accra to serve as a Centre of Excellence. An in-house consultant, to be financed jointly by the ILO and GTZ, is being recruited to assist the Institute directly in its capacity-building efforts.

6. Lessons learnt

- a) Improved collaboration and co-operation between the Assemblies and local private sector operators, has led to enhanced revenue mobilization in the districts as small informal sector businesses form a significantly large proportion of the District Assemblies' rate payers.
- b) Through their work in the project districts, the SPGEs have taught all and sundry the practical lesson that building the capacity of local small business operators to better manage their businesses is key to local economic development.
- c) Informal sector operators have been convinced they have more to lose than to gain by hiding away from the local authorities, as they soon realized that the local Assembly has a keen interest in the growth of their businesses.
- d) For the effective management of the Credit Unions a sound financial management background and training is key to the success of these institutions. At the same time, linking social development oriented funds with commercial banking hampers growth and development of the informal sector since entrepreneurs run the risk being not able to obtain follow-up funding from banks to push their business forward, due to a lack of collateral security.
- e) The establishment of the EDF has enhanced capacity at the local level and facilitated the provision of business development services to operators of the informal economy.
- f) The integral component parts of enterprise development in Ghana (like in any other developing country) are capacity building through tailored training programmes; transfer of modern technology and improved methods of production; and provision of small loans at concessionary interest rates. Therefore, training the SBAs and SBEs without backing it up with the other 2 components constituted a gap in the enterprise development effort of the SPGEs.

- g) Linking the receipt of social development oriented funds like the Social Investment Fund (SIF) and the Millennium Development Authority (MIDA) Fund with commercial banking and leasing institutions is an affront to the growth and development of the informal sector.
- h) From the training programmes undertaken, oil palm processors have learnt that allowing the palm fruits to ferment before processing as was the practice, results in increased Free Fatty Acid content of the oil, which spoils the quality of the oil for both domestic and industrial use.
- i) The closer involvement of the Institute of Local Government Studies in the implementation of the Expansion Phase of the GDWCP and LED initiative, was a step in the right direction as they have adopted and incorporated the SPGE Model into their curriculum for training local government staff in the country. This is the strongest vehicle for disseminating information about the qualities of the SPGE model.
- j) The experience of the Co-operative Credit Unions in Ajumako and Winneba, the 2 pilot Districts, points to the fact that sound financial management background and training is key to the success of the Credit Unions.
- k) The establishment of the EDF has enhanced capacity at the local level and facilitated the provision of business development services to operators of the informal economy.
- l) The exposure of service providers to ILO Training tools has proved pivotal to capacity building. These tools, including Start and Improve Your Business (SIYB), Value Chains, and SCORE, led to a marked appreciation of the service providers' understanding of the project and their responsibilities.

7. Recommendations

- i) The lack of basic socio-economic amenities has necessitated the recommendation that the regulations governing the use of the Enterprise Development Fund (EDF) be revised to include funding the provision basic socio-economic infrastructure, upon which productivity is dependent.
- ii) Monitoring visits to the clients of the SPGEs account for 80% of their work, and since it may not be feasible for the ILO to provide 4WD vehicles for the work of the SPGEs, it is recommended that motor bikes be procured for monitoring work, 2 or 3 per district.
- iii) In order to consolidate the knowledge already gained and build on the limited exposure to capacity building by the programme target groups in the new districts, more training is required for those who have had some, and for new entrants into the programme.
- iv) The lack of basic socio-economic amenities has necessitated the recommendation that the regulations governing the use of the Enterprise Development Fund (EDF) be revised to include funding the provision

- basic socio-economic infrastructure, upon which productivity is dependent.
- v) As the ILO might be contemplating the formulation of a second generation of Ghana Decent Work Country Programme (GDWCP2) in the years to come, the ILO project management in Abuja and Geneva should continue to provide 'skeletal' technical support to aspects of the programme at national and district levels, particularly to any or all ongoing activity/activities yet to be completed under the current project phase of the programme.
 - vi) Overall, the project has since accumulated a huge body of information in the form of printed and/or electronic documents; in the absence of a Resource Centre or Programme Archive designated for this purpose, all this information could be lost. As the project winds down, ILO should manage the creation of a GDWCP archive for future reference.
 - vii) Given the impressive performance of this project and taking into account the fact that close collaboration with local government and local businesses helps explore latent economic opportunities what can be important to cope with the current global financial and economic crisis, it is recommended to extend it nationwide.

1. Brief background on the DWCP and its logic

1.1 Context

By the time the Ghana Decent Work Country Programme (GDWCP) was designed by the ILO, the Government of Ghana and the constituents - the Trades Union Congress (TUC), the Ghana Employers Association (GEA) – the country's social and economic development profile was that of a poor country characterized by rapid population growth, high open unemployment as well as underemployment in rural and urban areas, and growing dependence on external aid worsened by heavy debt burden. Indeed, in 2002 Ghana opted for debt relief under the Heavily Indebted Poor Country (HIPC) programme.

Estimated at a little over 18.9 million in 2000, Ghana's population was growing at a rate of 2.7 percent annually, arguably one of the fastest growing countries in the world. The estimated labour supply is 10.1 million in 2000, and it is expected to increase to 12.8 million by 2009. With an estimated labour force growth rate of 3.0% per annum, the correspondent supply of incremental labour to Ghana's labour market is expected to be 357,000 per annum over the forecast horizon. (Cletus Dordunoo, 2009). The challenge of poverty reduction in Ghana is not only to absorb the increasing number of new entrants (mostly young women and men) into the labour market but also to increase the productivity of workers most of them (over 80 percent) operating in the informal economy, particularly, agricultural sector followed by petty trade, small scale processing and predominantly rural craft and manufacturing activities.

In terms of its spread, poverty in Ghana is both rural and agricultural; 60% of Ghanaians live in rural agricultural households and 85% of those households live in extreme poverty. The available estimates show that about one-quarter of the population was unable to meet basic nutritional requirements even if they devoted their entire consumption budget to food. Ghana, like other countries in the world accepted the challenges of meeting the objectives of the 1994 International Conference on Population and Development (ICPD) as well as the 2000 Millennium Declaration Goals (MDGs) but the prospects are gloomy. Based on the threshold of US\$1 a day referred to in the Millennium Development Goals, 44.8 per cent of the total population of 21.2 million (2003) live in poverty (UNDP 2005).

The country's key framework for policies and allocating resources is the Ghana Poverty Reduction Strategy (GPRS). The poverty strategy seeks to foster private sector-led growth while at the same time investing in human and physical infrastructure. It was adopted in 2002 and revised in late 2004 as GPRS II covering 2006-2009.

1.2 The Ghana Decent Work Country Programme

The Ghana Decent Work Pilot Programme (GDWPP) is an initiative of the ILO and the Government of Ghana. The programme started as a pilot in 2003, consisting of two separate but related components designed to operate at national and district levels.

The district component of GDWCP is the Local Economic Development (LED) initiative, also launched in 2003 as a joint project between the Government of Ghana, the Trades Union Congress (TUC), the Ghana Employers Association (GEA) and the ILO. LED pilot districts include Effutu Municipal and Ajumako-Enyan- Essiam District. Following reports of successful project implementation, LED has expanded from two (2003-2006) to eight districts, as will be further discussed in this report.

The current project (1 May 2008 - 31 March 2010) built on previous ILO support to local economic development since 2003. The number of participating districts increased to eight as the project matured from a pilot to a full-fledged endeavour and gained both local and national recognition. The first four project districts were engaged over 2003 - 2007, as the programme adapted novel approaches to local economic development. In 2007-2008, when funding was discontinued, the project was re-assessed and reformulated drawing upon the lessons and experiences of the previous years. In June 2008 funding was again secured, this time under the ILO/Denmark Partnership. It is important to note, overall, that the fact that the project was nominally due to start in May 2008 but started much later (with the recruitment of the 3 NPOs in early 2009).

2. Evaluation Purpose, Scope

2.1 Evaluation Scope and Purpose

The purpose of the evaluation is to assess the extent to which the project has achieved its immediate objectives, at the evaluation serves to measure the strengths and weaknesses, opportunities presented by the project , as well as the challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

The evaluation also addresses specific evaluation questions: the programme design, the planning process and agreed implementation strategies in each District and the adjustments made; the issues of institutional arrangements and partnerships, as well as sustainability of programme activities after the end of ILO support; the extent to which project reached the target group; signs of emerging impact of the implemented activities on poverty reduction; outputs not yet implemented and the implementation progress; and responsibility for implementation and project ownership.(The full text of the Terms of Reference is attached as Appendix I).

According to the project managers, a mid-term evaluation exercise was not carried out, because of the rather short effective project duration of one year. Instead, a project analyst from the ILO was sent from Geneva in September 2009 to do an assessment of project progress. The final evaluation exercise was designed to coincide with the end of the third phase of the GDWCP by end of March 2010.

3. Evaluation Methodology

3.1 Data sources

The evaluation was based on two data sources: review of documents and field work. Documents reviewed consisted of the Project Document; national and District project progress review and impact assessment reports; minutes of SPGE meetings and communications with the ILO Project Office in Accra; Conference Proceedings and national workshop reports; training workshop reports at national and District levels; budget and financial reports; SPGE Action Plans; Project Annual Work Plan; Consultancy research reports; Media Publications relevant to GDWCP; and Guidelines on programme evaluation by the ILO Geneva. The ILO Geneva and the Project Office in Accra made these documents available in electronic form and in hard copies where possible.

The ILO Office in Accra also provided valuable evaluation information at the formal and informal briefing meetings with the CTA and the project staff. Before the field work, the evaluators met the Steering Committee for GDWCP and exchanged useful information.

Field Visits

The evaluators visited three (3) of the eight (8) beneficiary districts of the Ghana Decent Work Country Programme and Local Economic Development Initiative, namely: Agona West Municipality; Twfo-Hemang Lower Denkyira District; and Gomoa East District. In all the places visited, meetings were held with the District/Municipal Chief Executives and their senior administrative and technical staff, as well as the entire membership of the Sub-committees on Productive and Gainful Employment (SPGEs), after which selected local businesses were visited..

The evaluation work ended on Friday 26th March with a presentation of the evaluators' preliminary findings at a routine meeting of the National Steering Committee. Week-2 was so full of meetings, even after the concluding meeting with the Steering Committee, two (2) important meetings had to be arranged—one with the Executive Secretary of CIBA (Council of Indigenous Business Associations), and the other with an executive member of MUSIGA (Musicians Guild of Ghana).

3.2 Limitations

The major limitation encountered was that the time allocated for desk research was rather short, given the large number of materials to be reviewed. In addition, the arrangement whereby the consultants had the opportunity to meet the Steering Committee before and after the field investigations was well intended, but the very critically important aspect of brainstorming on the way forward was time-starved and could not produce much result.

The above limitations and constraints notwithstanding, the independent evaluators are satisfied that useful findings and objective conclusions have been reached.

4. Review of implementation

4.1 Project Environment

The project was implemented at the national level with the Ministry of Employment and Social Development as the lead implementer operating from Accra, and in 4 districts of the Central Region, namely: Awutu-Senya District with fish processing, agro-processing, and pineapple cultivation as its main economic activities; Agona West Municipality, which has vegetable cultivation, oil palm production and processing, and trades and vocations as priority economic activities; Gomoa East District with fruit processing, vegetable cultivation, and salt production as areas of interest; and Gomoa West District, concerned mainly with fish processing and vegetable cultivation.

4.2 Relevance and strategic fit

At the national level, the programme has assisted ILO constituents (Ministry of Manpower, Youth and Employment, Ghana Employers Association and the Trade Unions Congress) to influence the national policy framework for poverty reduction and the incorporation of Decent Work, in particular the GPRS. More importantly, drafting the Ghana Employment Policy has been completed, and it shows clearly that Government has embraced the ethos the International Labour Standards as well as the basic principles of the ILO Decent Work Agenda. The capacity being built through the GDWCP and related programmes in the country will contribute to the translation of the new National Employment Policy to definite programmes and their implementation throughout the country.

The National Youth Employment Programme (NYEP) was launched on October 3, 2006 with the aim to empower the youth through job creation (175,000 jobs annually) in order to enable them contribute meaningfully to the socio economic development of the nation. A total of 332,500 youth registered 2006 and 2008, out of which 108,403 have been provided with jobs. The current administration is implementing its plan to create 100,000 more jobs by January 2010.

The project also assisted the Ministry of Manpower Development and Employment to complete the monitoring system for its 'Skills Training and Employment Placement' (STEP) programme and provided support for engagement in the Ghana Poverty Reduction Strategy I and II and it has provided support to the development of the National Youth Employment Programme (NYEP) and the National Employment Policy. The STEP programme assisted the Ministry to realize that most of the youth trained were still unemployed due to unavailability of jobs. This informed the ministry to develop the National Youth Employment Programme (NYEP) which combines skill training with job placement in the various employment modules developed.

The near absence of collaboration with any UN agency in Ghana is conspicuous and should be addressed in any subsequent implementation of the GDWCP. The IPE has only

recently been attending some UNDAF meetings but the Office is not involved in any joint programme implementation under UNDAF. The project document recognizes this limitation and argues that the non-Resident status of the agency in Ghana places logistics limits on the level of ILO participation in UN Country Team.

b) District level

As already noted, the district component of GDWCP is the Local Economic Development (LED) initiative, also launched in 2003 as a joint project between the Government of Ghana, the Trades Union Congress (TUC), the Ghana Employers Association (GEA) and the ILO. LED pilot districts include Effutu Municipal and Ajumako-Enyan- Essiam District. Following reports of successful project implementation, LED has expanded from two (2003-2006) to eight districts.

4.3 Validity of design

4.3.1 Validity of objectives

Having regard to the main objective of the GDWCP, which is to contribute to the achievement of the national priority goal of poverty reduction through the promotion of decent work in the informal economy, and the fact that this represents an extension phase of the project, the above stated immediate objectives are valid. The three areas of emphasis in the stated objectives (improved national capacity, strengthened capabilities at District level and knowledge sharing) are mutually reinforcing and critical to achieving the aim of this project.

In reviewing the project design, the evaluators looked closely at its two component parts, namely; the Logical Framework and the project approaches

4.3.2 Logical Framework

The project document identifies the Development Objective of the project as “The project will contribute to poverty reduction in Ghana through an integrated and comprehensive approach that will reduce Decent Work deficits in the informal economy and enhance the potential of women and men for productive employment”. To achieve this development goal, three (3) Immediate Objectives must be attained, namely: improved national capacity for developing and implementing coherent policies and programmes for upgrading productive and gainful employment in particular in the informal economy; strengthened capacities among district governments and local partners including private sector to set up and make effective use of public-private planning mechanisms for local economic development; and increased knowledge and understanding among district, national and international partners of tools, good practices and technical resources for promoting local development and upgrading in the informal economy.

To measure the attainment of project outputs, the Project Document provides some indicators, which were stated in general terms probably with the intention that they will

be broken down into objectively verifiable quantities and conditions during implementation. But the implementation Work Plan made available to the evaluators did not feature any objectively verifiable indicators. However, a few outputs have no indicators nor means of verification in the Logical Framework. The defined indicators are generally clear and to some extent measurable; but questions remain as to what a few indicators were designed to measure.

Another weak point of the project design is the provision inputs for the project during the defined period (1 May 2008 – 31 March 2010) in the form of Budget Summary but without allocation figures for the budget lines (BL). The evaluators obtained data on Budget Summary from the ILO project office, but nowhere in the documents is there justification for the entire budget and the BL components. It is therefore difficult to analyze the relationship between project resources on the one hand and project performance in terms of implementation of each of the numerous activities against their objectives/outputs. The question is: how was project management in Accra guided to utilize funds as there is no budget justification?

4.3.2 Project Assumptions/Risks

In terms of risks, the Government of Ghana has demonstrated considerable and consistent support to the GPRS process, and this is likely to remain so under a possible new Government, given the economic interests at stake. Interview with the Hon. Deputy Minister of Employment revealed that indeed, the new Government has continued with the interest and support to the GDWCP. There are risks and assumptions at the district level which, by reason of capacity and resource limitations, should not be generalized: access to financial resources by SBAs and SBEs; good understanding of the new move to establish and operate Credit Unions in the Districts; effective management of expectations; availability of Labour Market Information System to support the operation of the Business Advisory/Information Centres, etc. These issues have proved very critical to successful implementation of LED activities in the Districts.

4.3.3 Project Approaches

The project was structured to address job creation issues in general and decent work in particular in Ghana's Growth and Poverty Reduction Strategy II through three (3) complementary approaches, namely: a) engaging relevant Ministries in a policy dialogue with the social partners in order to mainstream employment focused approaches in policy reform and implementation, in particular to upgrade the informal economy; b) scaling up capacity building for district partners and adjusting the SPGE model to the specific context of other regions in the country and; c) documenting and sharing tools and good practices for wider dissemination among key partners in Ghana (and elsewhere).

4.3.4 Implementation arrangements

4.3.4.1 Full-time Management Team in Accra:

Under the current phase of the GDWCP, the ILO utilized the project office based in

Accra, where the Ministry of Employment and Social Welfare has graciously made available office space. The office comprises a team of 4 professional and 3 support staff; namely, International Project Expert on Local Economic Development (start date: December 2008 to present); National Project Officer (Local Economic Development); National Project Officer (Youth Employment and Women's Entrepreneurship); National Project Officer (Knowledge Management – up to 31 Dec. 2009); two administrative staff; and one driver.

The evaluation found that the project was well managed by the ILO project Office in Accra.

4.3.4.2 The National Steering Committee

A National Steering Committee (NSC) for the project was established with representation of the participating Ministries, the social partners (GEA and TUC), representatives of the district governments including SPGEs, and DANIDA. The National Steering Committee of the project is the Board of Directors from a corporate point of view. The National Steering Committee, which has been directing the implementation of the Ghana Decent Work Pilot Programme during the earlier phases of the project has been strengthened and has continued to oversee project implementation at all levels.

The Steering Committee meets once every month with the Head of the ILO Project Team in the Chair, and has his administrative assistant in attendance as a non-voting member to record meeting proceedings. The Steering Committee takes all programming and strategic decisions relating to the project and directs its implementation.

4.3.4.3 Project Management in the Districts

The institutional structure for programme management at District level is the 'Sub-Committees for Productive and Gainful Employment' (SPGEs) legally constituted under the District Assembly with representatives of relevant actors from the local private sector. At the district level, project implementation is overseen by the District Chief Executive (DCE) on behalf of the Executive Committee and the General Assembly, and carried out by a 15-member Sub-Committee on Productive and Gainful Employment (SPGE), comprising: Technical staff of the Assembly; Assemblymen and women; and Local private sector operators.

4.3.4.3 Project Management at the Level of ILO

At the ILO Head Office in Geneva, a Desk Officer is responsible for the project and follows through its administrative requests and documentation. The evaluators were privileged to meet with the Desk Officer in Accra during the evaluation exercise and found him proactive, forward looking, pleasant, and knowledgeable about the project subject matter in relation to the Ghanaian situation. He, in fact, researched in Ghana into enterprise development for 6 months at the University of Cape Coast as part of his Master's Degree programme in 1982.

The evaluators were also privileged to debrief the ILO Director in Abuja with oversight

responsibility for the project through a skype phone call and found her attentive and keen to receive the evaluators' findings on the project. She provided clarification to some of the management issues the evaluators found about project design and implementation arrangements, including the limited involvement of the ILO project office in Accra in the works of UNCT with regard to UNDAF formulation and implementation.

Upon the hiring of a National Project Officer responsible for Knowledge Management, an elaborate and strict reporting system was put in place, which produced periodic reports from the SPGRs to the ILO Office in Accra, and they in turn sent regular project implementation reports to Geneva. The SPGEs were trained on how to prepare project Action Plans and write the required progress reports.

4.3.5 Collaboration

The project seeks collaboration with national and international partners. The project partners participate in line with their mandates, priorities and realm of policy influence. The MMYE as the implementing agency for the Youth Employment Programme is the implementing agency and main national counterpart. Apart from the partnership between the ILO and the Government of Ghana, active collaboration has been promoted under this project between the Government, ILO and the constituents - the GEA and TUC. The GEA and the TUC have played a prominent role in the delivery of specific outputs. The Ministry of Local Government, Rural Development and Environment and the Ministry of Trade, Industries and PSI, through its agency the NBSSI, are associated partners mandated to support enterprise development in the districts. The ILGS has been instrumental in capacity building of the SPGE and played a strong advocacy role for the district approach in the shaping of decentralization policies.

The Regional Coordinating Council (RCC) [and more specifically the Regional Planning and Coordination Unit (RPCU)] has been involved in the GDWCP. It has participated in the decision-making on the selection of the pilot districts in 2003 and the replication districts in 2006. RPCU representatives continued to participate in review workshops at the district-level and in awareness raising and dissemination workshops at the regional level.

The current project extension (2008-2010) is being supported to the tune of US\$1,658,895 by DANIDA. In the earlier phases of the project, support was provided by DFID and GTZ. However, the near absence of collaboration with any UN agency in Ghana is conspicuous and should be addressed in any subsequent implementation of the GDWCP, as this continues to leave a gap in ILO's expected involvement in the UN Delivering as One initiative.

The project has also increased collaborative activities with its traditional partners, other relevant constituents as well as donor organizations involved in similar areas of activities. Along with the Ghana Trades Union Congress (TUC), the Ghana Employers

Association (GEA), and the Ministry of Employment and Social Welfare (formerly the Ministry of Manpower), the Project has spearheaded the revival of efforts to create a National Committee on the Informal Sector (NCIE) to help place the concerns of this sector at the centre of national and local government policies. After several meetings with over 30 stakeholders, including the National Development Planning Commission, the committee was formally formed at a meeting at the premises of the ILO on May 26, 2009, with the Ministry of Employment as chairman. The Project is working with various stakeholders, including the World Bank, which has been active in our meetings, to set up an associated secretariat to manage the day-to-day activities of the NCIE. Formal inauguration was in June 2009 to coincide with the launching of a World Bank-funded research into the informal economy that the Bank wishes to conduct under the aegis of the NCIE.

In addition, the project has collaborated with the employers association (GEA) on a productivity study as well as a study on the skills needs of Ghanaian industry. The first phase of the study has been jointly reviewed and discussions are ongoing about a follow-up study.

With respect to institutionalization of the project through a centre of excellence, the Project has been collaborating with GTZ to assess the capacity of the Institute for Local Government Studies in Accra to serve as a Centre of Excellence. A consultant's report on the institutional pre-requisite for such a centre has been reviewed by both the Project and GTZ and preparations are far advanced to help the Institute build its capacity, on the basis of the consultant's report. An in-house consultant, to be financed jointly by the ILO and GTZ, is being recruited to assist the Institute directly in its capacity-building efforts.

4.4 Implementation Constraints

There is no gainsaying the fact that the project was implemented at the national and district levels with a lot of enthusiasm, commitment and ownership. There were, however, sometimes when administrative procedural and logistical challenges came up during implementation, as discussed below. The major constraints identified include the following:

- a) Procedural Delays in the ILO System - the ILO has no representation on the United Nations Country Team (UNCT) in Ghana, so all requests for approval were first sent to Abuja before getting to Geneva and this often resulted in avoidable delays in the disbursement of project funds.
- b) Delays in Disbursement of the District Assemblies Common Fund (DACF) by Central Government to the District Assemblies, compounded by deductions at source, throwing budgetary provisions in the districts into disarray.
- c) Logistical Constraints – lack of vehicle for monitoring and evaluation work on the field, particularly in some of the project districts which are quite large in terms of area and settlements, rendering the work of the SPGEs difficult.

5. Presentation of findings

Figure Annex 5 presents a summary of project performance during the reference period of evaluation. It shows the overall development objective, the three immediate objectives of the project with their corresponding indicators and evaluation of progress made. Finally, the last column of the figure provides summary view of conditions and prospects for achieving stated objectives.

1.5 Effectiveness

4.5.1 Technical supports and capacity building

The strength of this GDWCP since its inception has been mainly in the area of capacity building at national and District levels for policy formulation, programme design and implementation

Through a series of training workshops targeting members of the District Assembly, SPGEs, SBAs and SBEs, the project contributed to capacity building in the informal sector at district level. In addition, SPGE members, District Assembly staff and local contacts have been trained on procurement and contracting; members also received specific training in relation to the set up and procedures for the SPGEs in the districts, including the LED guide, aspects of the LED process and decent work, action planning for the SPGEs; communication skills, and resource mobilization.

Regarding members of SBAs and SBEs, the project also provided training technical and managerial aspects of business. Technical aspects of the training include processing methods; quality control and improvement; hygiene aspects of production, particularly cleanliness; and packaging. Members of the informal sector associations were also training in marketing and customer care; goal-setting and planning; and book-keeping (separation of business accounts from family expenses).

4.5.2 Level and quality of realized/targeted project outputs

This review shows that despite the delay in project resumption, significant progress has been made, towards achieving the objectives and corresponding outputs of the project at the district and national levels. This progress has been spurred by the technical support of the ILO Office in Accra, particularly the expertise of the IPE and the National Project Office on LED, with contributions by the Youth Employment National Project Officer as well. In addition, the project has benefited from backstopping missions (and their evaluation recommendations) from the ILO Area Office, Abuja and the ILO headquarters in Geneva.

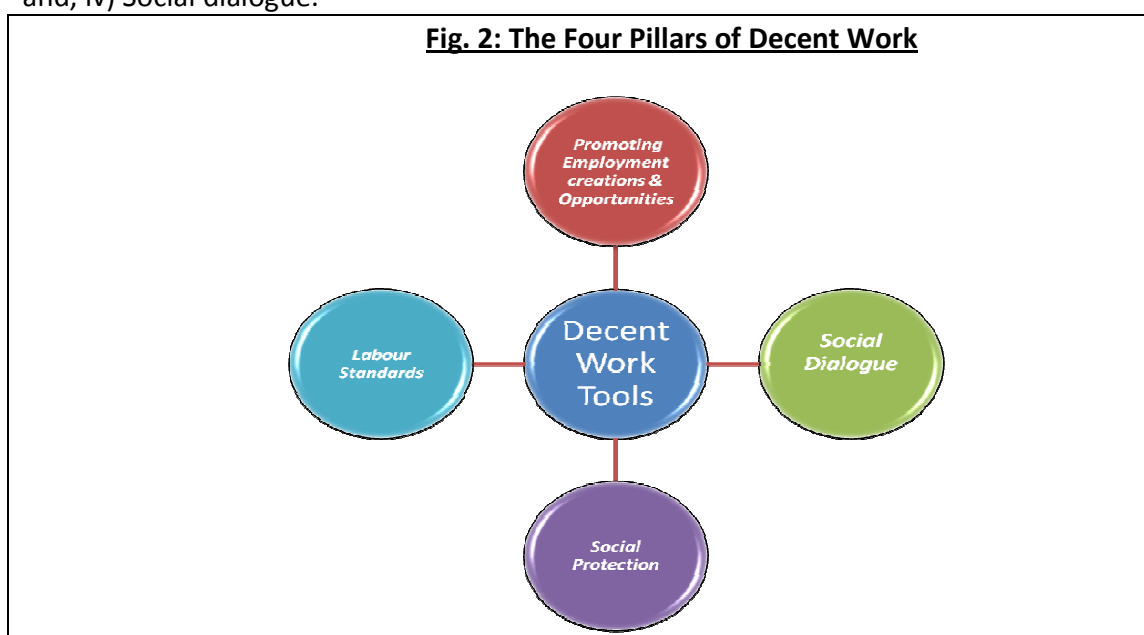
At District level, the SPGE and District Assembly members are very positive on the impact of the LED component on changes in the socio-economic situation of the districts. This can be explained by the fact that the SPGE members form the core actors and beneficiaries of the LED component of the GDWPP.

The adoption of the LED strategy and especially the SPGES created, for the first time in Ghana, a legal framework at the local level for governments and businesses to collaborate in the common development of their jurisdictions. The success of the project has prompted a number of districts to write and explicitly ask to participate in it with pledges at the highest level of local leadership to ensure the success of LED, including the provision of financial assistance to the initiative by the local government.

Regarding the informal sector operators, interviews with a few associations show that, although limited in the new districts, the level of awareness of project beneficiaries on gender-aspects, child-labour and HIV-AIDS issues is generally high.

4.5.3 Tools developed

The project has relied upon the ILO Decent Work Tools in addressing project objectives and strategies. The ILO Tools, as illustrated with Figure 2 consist of i) Promoting Employment creation and opportunities, ii) ILO Labour Standards, iii) Social protection and, iv) Social dialogue.



Source: ILO

In order to adapt these tools, the project organized a series of training activities and some research works, one to increase the capacity of the targets and the other to facilitate knowledge sharing. The process of identifying local resources (palm products, vegetables, rice, salt, etc.) and focusing efforts on their utilization for productive enterprises contributed greatly to employment creation and opportunities. Under this project also, linkages are being established between some SBAs and SBEs with the National Health Insurance scheme in order to assure protection. Regarding the International Labour Standards, evidence shows that targets are now aware of the disadvantages of child labour in all forms and have avoided this practice; they have been

able to improve the quality of their products and ensure that their working environment remains clean at all times. Through the SPGEs, the SBAs and SBEs have been able to engage their District Assemblies on issues of taxation, access to resources and opportunities for participation in Government contracts such as the sewing school uniforms under the Free School Uniform policy.

4.5.4 Products and new approaches developed,

A four-way monitoring and evaluation scheme, under which the participating districts would report regularly to (1) Local officials, (2) Beneficiary small business associations, (3) the ILO, and (4) members of Parliament, is being designed by the Project under the leadership of the project officer for knowledge management. However, this evaluation has not been able to confirm the quality of such a design.

In terms of partnership, the ILO has strengthened its partnership with the Institute of Local Government Studies (ILGS). ILGS has provided input to the choice of extension districts and the development of manuals for the SPGEs and in training of SPGE and DA members. ILGS considers the GDWPP a very important learning experience and is feeding in experiences and insights of the GDWPP in its curriculum for training for DA staff and management at the national level. ILO and key persons from the pilot districts have delivered inputs in ILGS training. Currently the ILGS expresses much interest in the results of this impact assessment for further development of training-courses. The ILGS is the most important institute for capacity building of local government staff and managers in Ghana and it reaches out to all districts in country. It trains thousands of local government officials. Therefore the inclusion of the experiences and lessons in AES and AEE serve as a very effective leverage to feed in to nationwide capacity building processes.

ILO has negotiated with the Social Investment Fund (SIF) to engage in a Memorandum of Understanding (MoU) to provide finance to former beneficiaries of SBA and MSME training in the districts. Although this MoU amounts to 500.000 USD, in practice only a small part of SIF loans has been effectively used. It is currently not clear how SIF thinks about channelling more loans to former beneficiaries of the GDWPP and to beneficiaries in the replication districts.

ILO has also made extensive use of three national organizations (civil and private) to develop guidelines and manuals for SPGEs, SBAs and for training of MSMEs. These were EMPRETEC, FIT and JENAD. The materials developed by these organizations for the two pilot districts are also relevant and useful in other contexts. Therefore the involvement of these organizations in the LED component of the GDWPP (and currently in the DGWCP) has a clear impact on the delivery of services of these organizations to beneficiaries in other programmes and districts of Ghana, using the guidelines and manuals used and tested in the two pilot districts.

The GDWCP already developed a network of experts drawn from the Institute of Local

Government Studies (ILGS), Ghana Employers Association (GEA), Ministry of Manpower, Youth and Employment (MMYE), Trade Union Congress (TUC), Ghana Association of Women Entrepreneurs (GAWE) and EDC Consult in support of the mainstreaming of gender-disaggregated monitoring and evaluation. The project built on the work of this team, but the extent to which gender issues are addressed systematically is not obvious from the available evidence.

4.5.5 Extent of project reaching the target group

The project is keenly aware of the importance of addressing gender issues, specifically the provision of fair and adequate opportunities for women in the project districts. Within the project itself, women-dominated small-business associations constitute a major focus of LED activities and they have accordingly been accorded pride of place in the work plans of the SPGEs.

Regarding the youth, records of activities show that the monitoring and evaluation mechanisms are very weak and a number of management, structural and logistic problems face effective management of the National Youth Employment Programme. In the context of LED, young people, males and females, often benefit from the training programmes, but there are no hard data to show the extent of employment creation for this category in the informal sector.

4.5.6 Capacity of the SPGEs

According to the mandates of the SPGEs, they serve as the “mouthpiece” of the informal sector and therefore the SPGE can identify issues, problems and solutions for debate and decision-making in District Assemblies. Some elements in the training courses for SPGEs and SBA have addressed these aspects of lobby and advocacy on behalf of the MSMEs in the informal sector.

Although the training courses were targeting different audiences, a number of SPGE members have been exposed to all training courses and most SBA leaders and managers have also benefited from the MSME courses. One can clearly note that accumulated participation has greatly contributed to increased awareness, self-confidence, knowledge and skills of the persons that are most active in the GDWPP activities at the SPGE and SBA level.

4.5.7 Signs of emerging impact of the implemented activities on poverty reduction

By promoting job creation (through enterprise development) and income growth (through the teaching of better business practices and by extension higher productive), the project has the potential to help address a major deficiency in national development strategy. This is especially so with the project’s emphasis on youth and women, two of the most marginalized groups in the country.

By working with local governments and local businesses to explore latent economic opportunities, the project also has the potential to help local communities cope with the current global financial and economic crisis. For example, as demand for traditional

goods and services decline, the districts can offset the effects of such a decline by diversifying into other non-traditional goods and services. At the same time, the credit unions set up under the project can provide crucial support that otherwise might not be available from traditional banks.

4.5.8 Outputs not yet implemented and the implementation progress.

As part of ILO's Local Economic Development Initiative (LED), an Enterprise Development Fund (EDF) has been established for the eight participating districts to help improve the competitiveness of small businesses in those districts. In line with the implementation of the action plans of the eight participating districts, the various SPGEs organized technical and management workshops for small business enterprises (SBEs) to enhance their managerial and technical competencies. These training workshops were held from 15th to 26th February, 2010 in the districts and the evaluation report shows that the training was very useful and effective. In all, 308 participants attended the first phase of the SBEs training workshops in the participating districts.

A recent ILO mission report (Ulrich, 2009) has noted that under the National Youth Employment Programme (NYEP), the Government of Ghana established District Employment Task (DELTA) Forces in all districts as programme implementation structures. Their task is to identify suitable sectors for creating jobs for young people. However, with the NYEP on hold due to the change of government, these task forces became dormant. The ILO project has reactivated and inaugurated the dormant DELTA Forces in all districts. Other planned activities, which remain largely unfinished (if at all) in this area include: Technical training for DCEs, DFO, DCDs on NYEP management; Training on setting up Labour Market Information Systems (LMIS); A workshop / training programme on youth employment policies (together with ILO-ITC Turin); A feasibility study of using the Tropical Almond tree as a source of jobs and income; A directory of businesses owned by young people and women; Setting-up women business centres.

The Credit Unions being established in the new districts hold the promise of access to credit by informal sector operators who are members of registered SBAs or SBEs. This has been demonstrated in the pilot and replication districts; but their formation in the new districts is still an ongoing process.

The ILO organized a One-Day Stakeholders' Meeting on "Government's Policy on the Free School Uniforms for Job Creation and Enterprise Development" on October 16, 2009 in Agona Swedru. The meeting targeted relevant stakeholders in the pilot areas including, technocrats and functionaries of local authorities, Members of Parliament, Ministries/Departments and Agencies (MDAs), tailors and dressmakers as well as business representatives and civil society groups. This report shows that the idea of involving members of the SBAs and SBEs in this important Government project was clear to participants, but the process of getting them involved in order to realize the potential benefits, is still unfolding.

4.6 Efficiency

4.6.1 Management

In terms of project management, considerable delay was experienced in getting the current phase of the project started. First, the international project expert, responsible for the technical and administrative execution of the project, was not recruited until December 2008, six months after the scheduled start date. Second, the three National Project Officers (one for Local Economic Development, one for Youth Employment and Women's Entrepreneurship, and one for Knowledge Management) were not employed until March 2009.

At the national level, the loss of power by the previous government required that a new slate of sector ministers be appointed. With barely two weeks between winning the elections and assuming power, the new government took a while to appoint new ministers, who were further subjected to parliamentary vetting before they were eventually approved. The Minister of Employment and Social Welfare, the Minister of Trade and Industry, and the Minister of Local Government and Rural Development were among those who had to go through this process.

At the local level, the absence of district chief executives, who are appointed by the president, also created a leadership void where the building of consensus and collaboration, such as the creation of SPGEs, was concerned.

4.6.2 Capacity building

The period December to February was spent by the International Project Expert building the administrative and technical capacity of the project, which had been largely dormant since the end of 2007, in preparation for full-scale implementation once the national project officers were in place.

One major national capacity building effort during the review period was in April 2009 when a National Conference on Financing Local Economic Development (LED) was carried out. The aim of the LED conference was to support capacity building of local and national decision makers to understand and address the challenges of promoting LED. The Conference attracted the participation of the ILO's three traditional partners (Government, TUC and GEA), stakeholders from beneficiary districts, Ministry of Finance, Ministry of Local Government and Rural Development, Bank of Ghana, male and female entrepreneurs, as well as professional researchers in micro-finance. attended either as participants or as resource persons. The proceedings of the conference have been published by the ILO and the document is being disseminated, as a resource material for advocacy and field work.

In terms of institution building, the ILO provided support to the formation of the SPGEs which represents an important plank to Ghana's on-going decentralization programme, which aims at promoting good governance and rapid socio-economic development at the local level. These sub-committees serve as a platform for the exchange of ideas between the Assembly and local businesses as well as the basis for collective action for

effective and equitable local economic development.

Through dialogue of the ILO with the with the Ministry of Employment and Social Welfare, the Ghana Employers' Association the Trade Union Congress, and other constituents and partners beginning February 2009, established the National Committee on the Informal Economy in June 2009.

Also through ILO support, GEA staff was trained in productivity enhancement programming, and currently GEA has a productivity desk which provides advice to SMEs on productivity issues. In addition, GEA Council and Executive Committee members have been trained in advocacy in support of enhanced productivity of labour. Social partners, including GEA have also benefited from the ILO technical support to capacity building for social dialogue and negotiation skills, and the application of core labour standards by some members of the formal and informal sectors. Six officers from participating districts and other partners have been sent to Turin, Italy, to study methods of job creation in rural areas.

4.6.3 Efficiency in budget utilization

The project budget provides budget summary but without its justification. Therefore, is difficult to relate specific outputs and their corresponding activities to items of expenditure. In addition, the project office has records of expenditure, also in a summary form, and without Auditors' Report, which makes it difficult to analyze the efficiency of budget utilization.

Table 1 presents a summary budget and expenditure data for 2009, and budget allocations and allocation balance for 1 January – 31 March 2010.

Item	2009		2010
	US\$	Rate	US\$
1. Allocations	1,042,843		433,726
2. Amount of commitment	1,003,091.08		na
3. Amount of expenditure	738,781.12		na
4. Commitment balance	264,309.96		na
5. Allocation balance	38,154.21		433,726
6. Implementation rate (2/1) %		96.19	na

From discussions with the Focal Persons in the Districts visited, the impression was that on a number of occasions, there were delays in actual receipt of disbursements from the ILO. As already discussed above, part of this was due to the administrative processes of getting approvals from the various ILO offices connected with this project.

4.6.4 Project information, communication, cooperation

From the available records of activities and impressions gathered from the districts, the project has been well managed in terms of information flow, coordination and cooperation. The ILO office has provided the link between the project and the ILO

offices in Abuja and Geneva on the one hand, and between the Government of Ghana, the National Steering Committee and the District Assemblies and their SPGEs, on the other hand.

Both the SPGEs and the National Steering Committee held regular meetings according to their schedules, and feed-back is provided to project management in Abuja and/or Geneva as required.

The national and district workshops provide avenues for information sharing, project preparation and modification. Reports of these workshops have all been meticulously compiled and disseminated as appropriate. Based on an agreed format, the SPGE in each district has been compiling progress report on monthly basis and sending to the ILO Project Office in Accra for discussion at the regular monthly meetings of the National Steering Committee.

Perhaps a little challenging has been communication between the ILO Project Office in Accra and a few stakeholders who were contacted on selective basis – and, selection is a must when the project needed particular stakeholder(s) for a specific event. In the process, a stakeholder might feel left out if uninvited. Such communication gap was cited as a major factor in the initial partial involvement of the ILGS during the earlier phases of this project, but which has since been corrected.

4.6.5 International and national consultants

In support of research, evaluation and some training activities, ILO has periodically employed the services of local and international consultants to service project activities as national and District levels. The GEA also used the services of a consultant to study productivity in the agro-industry sector and, based on the report, a productivity training manual is being prepared by GEA.

_In order to effectively achieve this aim, MEL Consulting Ltd, a facilitating agency, was contracted as the consultant to undertake the training of owners of SBEs as well as the executives of their various trade associations. A training programme on technical and financial management which is meant to build capacity of some SBE operators within the municipality was undertaken at the Windy Lodge, in Winneba from February 25 – 26, 2010. The training report shows that participants were impressed with the level of training and considered the entire training programme very useful and educative. They called for more of such training programmes looking at the important role record keeping, marketing and customer care play in sustaining small businesses. Between 15 and 26 February 2010, the project conducted training and management workshops in all the 8 districts using local resource persons.

The Sub-Committees on Production and Gainful Employment (SPGE) in the Effutu Municipal Assembly found it a necessity to organize financial and management training for members and executives of Small Business Enterprises (SBEs) and their respective trade associations.

Through special ILO missions and consultancies, both local and international, the project has been monitored and evaluated, to streamline outputs and to facilitate management decision making.

4.6.6 Responsibility for implementation and project ownership

The Project has adopted a three-pronged strategy of i) Disengagement from pilot district (Ajumako and Efutu); ii) consolidation in replication districts (Mfantseman and Twifo-Hemang Lower Denkyira) and; iii) expansion into new districts, including Awutu-Senya and Agona Swedru.

In terms of ownership, District Assemblies have incorporated LED into their development agenda and, on a continuing basis, *made* budget provisions for the work of the SPGE. SPGEs prepare their Annual Action Plans, mobilize resources and implement their LED activities.

The emergence of Credit Unions, although still as formative stages in the new districts, should be seen as a development towards self-sufficiency among the SBAs and SBEs who have had problems attracting loans for business expansion from the conventional financial institutions. Through their individual contributions, members could apply for loan and proceed to make further investments in their enterprises.

Since the launch of the Youth Employment Programme in October 2006, the first phase was to focus on short-term activities which created employment for the youth in eight modules. The choice of modules was to be decided by the district employment task forces (Delta-Force); to date, all the districts have implemented and running five modules. The main functions of the Delta-Force suggest that Government has the ownership and has taken responsibility for implementing the YEP.

4.6.8 Need additional resources for expansion

One of the ILO missions to the project in Accra proposed what we consider a viable strategy (reproduced below) for any future expansion of GDWCP.

<p style="text-align: center;">Promising strategies for DW</p> <p>Promoting employment and creating opportunities: for both self-employed and informal wage workers through a mix of service provision (micro-finance, skills training, improved technologies and other business development services) as well as policy interventions;</p> <p>Securing rights: of informal wage workers through extending the scope of existing legislation, promoting collective bargaining agreements and/or enforcing labour standards; and of the self-employed through enabling equal access to credit and other resources and through equitable policies for formal and informal enterprises;</p> <p>Protecting informal workers: through providing insurance coverage for illness, maternity, property, disability, old age and death through extending existing schemes and/or developing alternative schemes;</p> <p>Building and recognizing the 'voice' of informal workers: through the organization of informal workers and their representation in relevant policy-making institutions. [Patrice Caesar-Sowah, ILO, 2009]</p>

The replication of the district experiences in regional and national policy development has been much weaker, both as result of relative lack of attention for this aspect in the programme design as well as the fact that governance models in Ghana are still more top-down oriented than bottom-up.

4.7 Impact and Sustainability

4.7.1 Preparation for handover to legalized/operational SPGEs

The formation of the Sub-Committees on Production and Gainful Employment provides an important plank to Ghana's on-going decentralization programme, which aims at promoting good governance and rapid socio-economic development at the local level. These sub-committees serve as a platform for the exchange of ideas between the Assembly and local businesses as well as the basis for collective action for effective and equitable local economic development.

Measures taken to ensure sustainability include the empowerment of SPGEs to formulate Annual Action Plans with activities which they are expected to implement; SPGEs are encouraged to lobby for inclusion of longer-term activities into the medium-term development plans; SPGEs are expected to open two separate bank accounts (one for administrative expenses and the other to finance implementation of the action plans) and manage. Other institution building activities in support of ownership and sustainability through the SPGEs are the following:

- a) A series of workshops organized to train SPGEs on resource mobilization for LED.
- b) Chief Executives (the "mayors" of the districts) received orientation training and are part of SPGE meetings.
- c) Member of Parliaments (MPs) from the districts are included in the awareness-raising work on LED and are regularly informed about the work of the SPGEs. MPs have access to additional sources of funding such as the District Assembly Common Fund (DACF) and others.
- d) Policy-level work at the national level addresses issues such as decentralization and the disbursement of the DACF.

Given the short period of exposure to project implementation in the new districts, the issue of 'handover', although rather premature, is being handled by project management with care. Effective management of expectation requires that LED operators be informed that the 'final' project evaluation by ILO should not be interpreted as the end of the LED project, which is an integral part of the GDWCP.

4.7.2 Crucial issues that remain to be addressed

Deriving from the project document and evaluation of project implementation, a number of issues remain to be addressed:

- i) Collaboration with the UNCT in the implementation of UNDAF and integration of DW Agenda into UNDAF Results and Resources Matrix.

ii) b) Development of Productivity Indicators and guidelines by GEA. Already research work has been completed and will soon be disseminated. Following this, GEA plans to move to the design of national productivity indicators and guidelines for use throughout the country.

iii) Implementation of the Free School Uniform Policy: The International Labour Organization (ILO), under its Local Economic Development Initiative, organized a One-Day Stakeholders' Meeting on "Government's Policy on the Free School Uniforms for Job Creation and Enterprise Development" on October 16, 2009. The next steps for ILO project districts in the Central Region will be recognition of the business and growth opportunity being created for them.

iv) Enterprise Development Fund: As part of the ILO's Local Economic Development Initiative (LED), an Enterprise Development Fund (EDF) has been established for the eight participating districts to help improve the competitiveness of small businesses in those districts. However, assessments conducted by the project have revealed that the districts lack adequate skills for the effective management of funds.

4.7.4 The role of ILO for project and LED approach

The ILO's DWCP has been strengthened through its contribution to Ghana's Poverty Reduction Strategy Paper, which emphasized economic growth and job creation (two key elements of the Project). The current PRSP expires in 2009 and the government has no intention of creating a subsequent generation of it. However, the national development framework that is supposed to replace the PRSP is also yet to be inaugurated by the new government. This creates a challenge for future engagement with the national government through the ILO's DWCP.

As the ILO might be contemplating the formulation of a second generation of Ghana Decent Work Country Programme (GDWCP2) in the years to come, the ILO project management in Abuja and Geneva should continue to provide 'skeletal' technical support to aspects of the programme at national and district levels, particularly to any or all ongoing activity/activities yet to be completed under the current project phase of the programme.

6. Conclusions

The current project (2008-2010) built on previous ILO support to local economic development since 2003. The number of participating districts increased to eight as the project matured from a pilot to a full-fledged endeavour and gained both local and national recognition.

This final evaluation was based on the ILO structure and guidelines. On the whole, the evaluation exercise was meetings-congested but successful, and the evaluators had the benefit of the full support and co-operation of the International Project Expert and his

team of officers in the ILO Office in Accra, save that no provision was made for the evaluators to study the pile of project reports and background documents given to them.

The evaluation found that the objectives and approaches adopted for project implementation remain valid, and replication of project activities in other districts after pilot suggest that implementation has been effective. The three areas of emphasis in the project objectives (improved national capacity, strengthened capabilities at District level and knowledge sharing) are mutually reinforcing and critical to achieving the aim of this project.

In terms of risks, the Government of Ghana has demonstrated considerable and consistent support to the GPRS process, and this is likely to remain so under a possible new Government, given the economic interests at stake. However, there are risks and assumptions at the district level which, by reason of capacity and resource limitations, should not be generalized, particularly, access to financial resources by SBAs and SBEs; good understanding of the new move to establish and operate Credit Unions in the Districts; effective management of expectations; availability of Labour Market Information System.

The project has been well managed locally by the ILO project office, and by the ILO Office in Accra, Abuja and Geneva which provided overall coordination. The institutional structure for programme management at District level is the 'Sub-Committees for Productive and Gainful Employment' (SPGEs) legally constituted under the District Assembly with representatives of relevant actors from the local private sector. On the whole, project implementation has been endowed with a remarkably competent and proactive set of managers and implementers.

The current project extension (2008-2010) is being supported to the tune of US\$1,658,895 by DANIDA. In the earlier phases of the project, support was provided by DFID and GTZ. However, the near absence of collaboration with any UN agency in Ghana is conspicuous and should be addressed in any subsequent implementation of the GDWCP, as this continues to leave a gap in ILO's expected involvement in the UN Delivering as One initiative.

Many of the informal sector operators or their associations are constrained by lack of financial resources (in almost all cases, small amounts of money) for business expansion. The evaluators suggest that the regulations governing the use of the Enterprise Development Fund (EDF) be revised to include funding the provision basic socio-economic infrastructure, upon which productivity is dependent.

At the national level, the programme has assisted ILO constituents (Ministry of Manpower, Youth and Employment, Ghana Employers Association and the Trade Unions Congress) to influence the national policy framework for poverty reduction and the

incorporation of Decent Work, in particular the GPRS. More importantly, drafting the Ghana Employment Policy has been completed, and it shows clearly that Government has embraced the ethos the International Labour Standards as well as the basic principles of the ILO Decent Work Agenda.

The impact of the ILO training activities aimed at empowering the small and medium-scale businesses and their associations has proved most remarkable and worthy of replication throughout Ghana. Given the rather short period it had, the project has made a commendable achievement in this area.

Improved collaboration and co-operation between the Assemblies and local private sector operators, leads to enhanced revenue mobilization in the districts as small informal sector businesses form a significantly large proportion of the District Assemblies' rate payers.

Given the impressive performance of this project and the balance of critical outputs yet to be achieved, the ILO may wish to consider a new phase of the Ghana DWCP, with possible support by interested donor agencies and in collaboration with UNCT in Ghana.

7. Recommendations

- viii) Apart from showing the budget summary, as has been done in the project document, it is necessary in any future project design to provide detailed budget justification in the Annex to the project document in order to i) guide project managers on resource use, and ii) to enable evaluation exercises such as this to relate project outputs and their activities to budget allocation and expenditure and thereby establish level of efficiency in resource use.
- ix) The lack of basic socio-economic amenities has necessitated the recommendation that the regulations governing the use of the Enterprise Development Fund (EDF) be revised to include funding the provision basic socio-economic infrastructure, upon which productivity is dependent.
- x) Monitoring visits to the clients of the SPGEs account for 80% of their work, and since it may not be feasible for the ILO to provide 4WD vehicles for the work of the SPGEs, it is recommended that motor bikes be procured for monitoring work, 2 or 3 per district.
- xi) In order to consolidate the knowledge already gained and build on the limited exposure to capacity building by the programme target groups in the new districts, more training is required for those who have had some, and for new entrants into the programme.
- xii) As the ILO might be contemplating the formulation of a second generation of Ghana Decent Work Country Programme (GDWCP2) in the years to come, the ILO project management in Abuja and Geneva should continue to provide 'skeletal' technical support to aspects of the programme at national and district levels, particularly to any or all ongoing activity/activities yet to be completed under the current project phase of the programme.
- xiii) Overall, the project has since accumulated a huge body of information in the form of printed and/or electronic documents; in the absence of a Resource

- Centre or Programme Archive designated for this purpose, all this information could be lost. As the project winds down, ILO should manage the creation of a GDWCP archive for future reference.
- xiv) A considerable lack of basic socio-economic amenities - upon which productivity is dependent - can still be observed. The regulations governing the use of EDF should thus be revised in order to allow funding the provision of such infrastructure. Moreover, districts need to receive more skills training for the effective management of funds.
 - xv) Efforts for building capacities should be sustained or even extended, both for those who have had some, and for new entrants into the programme. This would allow increasing the group of beneficiaries and building on already existing capacities. Especially informal sector associations need more support to build lasting capacity. The same counts for emerging structures such as the Credit Unions and EDF.
 - xvi) Given the impressive performance of this project and taking into account the fact that close collaboration with local government and local businesses helps explore latent economic opportunities what can be important to cope with the current global financial and economic crisis, it is recommended to extend it nationwide.

8. Lessons Learnt

Good practices and lessons learnt in the course of implementing the project include the following:

- m) Improved collaboration and co-operation between the Assemblies and local private sector operators, leads to enhanced revenue mobilization in the districts as small informal sector businesses form a significantly large proportion of the District Assemblies' rate payers.
- n) The SPGEs are working hard to mobilize savings from client-members of the Credit Unions for onward leading to the members themselves. In recognition of the fact that it takes a medically healthy person to correctly apply and repay a loan, the SPGEs are convincing their clients and facilitating their registration with the National Health Insurance Scheme (NHIS).
- o) Through their work in the project districts, the SPGEs have taught all and sundry the practical lesson that building the capacity of local small business operators to better manage their businesses in key to local economic development.
- p) Informal sector operators have been convinced they have more to loose than to gain by hiding away from the local authorities, as they soon realized that the local Assembly has a keen interest in the growth of their businesses.
- q) For the effective management of the Credit Unions a sound financial management background and training is key to the success of these institutions. At the same time, linking social development oriented funds with commercial banking hampers growth and development of the informal sector since entrepreneurs run the risk being not able

to obtain follow-up funding from banks to push their business forward, due to a lack of collateral security.

- r) The involvement of the ILGS proved very useful especially since they have adopted and incorporated the SPGE-concept into their curriculum for training local government staff in the country. This is the strongest vehicle for disseminating information about the qualities of the SPGE-concept.
- s) The establishment of the EDF has enhanced capacity at the local level and facilitated the provision of business development services to operators of the informal economy.
- t) The integral component parts of enterprise development in Ghana (like in any other developing country) are capacity building through tailored training programmes; transfer of modern technology and improved methods of production; and provision of small loans at concessionary interest rates. Therefore, training the SBAs and SBEs without backing it up with the other 2 components constituted a gap in the enterprise development effort of the SPGEs.
- u) Linking the receipt of social development oriented funds like the Social Investment Fund (SIF) and the Millennium Development Authority (MIDA) Fund with commercial banking and leasing institutions is an affront to the growth and development of the informal sector.
- v) From the training programmes undertaken, oil palm processors have learnt that allowing the palm fruits to ferment before processing as was the practice, results in increased Free Fatty Acid content of the oil, which spoils the quality of the oil for both domestic and industrial use.
- w) The closer involvement of the Institute of Local Government Studies in the implementation of the Expansion Phase of the GDWCP and LED Initiative, was a step in the right direction as they have adopted and incorporated the SPGE Model into their curriculum for training local government staff in the country. This is the strongest vehicle for disseminating information about the qualities of the SPGE model.
- x) The experience of the Co-operative Credit Unions in Ajumako and Winneba, the 2 pilot Districts, points to the fact that sound financial management background and training is key to the success of the Credit Unions.
- y) The establishment of the EDF has enhanced capacity at the local level and facilitated the provision of business development services to operators of the informal economy.
- z) The exposure of service providers to ILO Training tools has proved pivotal to capacity building. These tools, including Start and Improve Your Business (SIYB), Value Chains, and SCORE, led to a marked appreciation of the service providers' understanding of the project and their responsibilities.
- aa) The District Finance Officer functioning as the Finance Officer to the account of the SPGE is a useful arrangement for accountability strategy as cheques issued on the account automatically go through Internal Audit.

- bb) The integral parts of enterprise development in Ghana are capacity building; transfer of modern technology and improved methods of production; and provision of small loans. Therefore, training the SBAs and SBEs without backing it up with the other 2 components constituted a gap in the enterprise development effort of the SPGEs.

9. Possible future directions

- a) Capacity building under this project, utilizing national resources such as ILGS and local consultants, has proved useful and cost-effective; therefore, Government should continue to support this strategy through the SPGEs and the ILGS.
- b) All the institutional structures established under this project since 2003, particularly the National Steering Committee, SPGEs, Credit Unions, and the Enterprise Development Fund, should be strengthened and empowered to continue to perform their functions in the interest of the Government of Ghana as well as the Districts.
- c) The GDWCP (2003-2010) has been largely successful in achieving the immediate objectives and important lessons have been learnt; the ILO should undertake a *Case Study* of this programme and share experience in furtherance of the future expansion of programme activities to all the 170 Districts of Ghana and beyond, to other countries with similar decent work challenges.
- d) As the ILO might be contemplating the formulation of a second generation of Ghana Decent Work Country Programme (GDWCP2) in the years to come, the ILO project management in Abuja and Geneva should continue to provide 'skeletal' technical support to aspects of the programme at national and district levels, particularly to any or all ongoing activity/activities yet to be completed under the current project phase of the programme.

===== X =====

Annexes

Annex 1 : Selected References

- Anthony Q. Q. Aboagye (Sept. 2009). Report On Awutu-Efutu-Senya Edwumapa (Ilo) Co-Operative Credit Union Limited And Ajumako-Enyam-Essiam Edwumapa (Ilo) Co-Operative Credit Union Limited, ILO Project Office, Accra.

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- Nii Moi Thompson, (Dec. 2009). Review of Decent work and local development

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- ILO.
- United Nations (2005). United Nations Development Assistance Framework for Ghana, 2006-2010.

Annex 2: List of persons met

Annex 3: Fixed Assets. Source: ILO Project Office Records, Accra (March 2010)

INTERNATIONAL LABOUR ORGANISATION GHANA DECENT WORK & LOCAL ECONOMIC DEVELOPMENT

FIXED ASSET SCHEDULE - MARCH 2010

	Description	LPA/EPA No.	Purchase Date	Cost (c)	Cost (\$)	Status (user)
1	2 Computers (Microtower CPU and Monitors)	EPA No. 43871	2nd Dec. 2003	23,000,000.00	2,706.20	Twifo and Mfantseman Districts
2	2 Printers (LaserJet 1300)	EPA No. 43871	2nd Dec. 2003	9,450,000.00	1,111.90	NPC & Mfantseman District
3	2 UPS	EPA No. 43871	2nd Dec. 2003	4,700,000.00	553.01	NPC & Mfantseman District
4	3 HP Compaq D330 Microtower Desktop Comp	LPA No. 88626	22nd July 2004	43,500,000.00	4,883.80	Admin Assistant, Winneba & Ajumako Districts
5	2 Compaq Monitor 17" CRT	LPA No. 88626	22nd July 2004			Winneba & Ajumako Districts
6	1 Compaq 17" LCD Monitor	LPA No. 88626	22nd July 2004			Admin. Assistant
7	3 HP LJ 1300 Printers	LPA No. 88626	22nd July 2004	15,000,000.00	1,684.07	Winneba, Ajumako and Twifo Districts
8	3 Triplite UPS 700 UPS	LPA No. 88626	22nd July 2004	7,800,000.00	875.72	Twifo, Winneba & Ajumako Districts
9	2 16 Digit Casio Calculators	LPA No. 88626	22nd July 2004	1,600,000.00	179.63	NPC & Admin. Assist.
10	1 Executive Leather Chair	LPA No. 88626	22nd July 2004	4,200,000.00	471.54	NPC
11	1 Secretary's Chair	LPA No. 88626	22nd July 2004	3,600,000.00	404.18	Admin. Assistant
12	1 Indesit 1191 Refrigerator	LPA No. 88626	22nd July 2004	4,800,000.00	538.90	Project Staff
13	2 Desks with 2 visitors chairs each	LPA No. 88626	22nd July 2004	7,000,000.00	785.90	NPC & (1 unused - Room 4)
14	1 set L-Shaped Desk	LPA No. 88626	22nd July 2004	7,000,000.00	785.90	Admin. Assistant
15	2 KXT 2375 Panasonic Telephones	EPA No. 2004 - 03949	17th Dec. 2004	992,000.00	111.37	NPC & Admin. Assist.
16	1 APC 650VA UPS (to replace a faulty one)	EPA No. 2004-03949	21st Dec. 2004	1,650,000.00	185.25	NPC
17	1 Wooden Bookshelf	EPA Nos. 2005 – 69733114	5th Dec. 2005	1,500,000.00	168.41	GDWPP Staff

Ghana Decent Work and Local Development Through Dialogue and Partnership Building Project

18	1 Desktop Computer -flat screen (CHF 2,231)	PO No. 40029045/0	5th June 2007	16,973,993.40	1,828.70	NPC
19	1 Laptop (CHF 2,211)	PO No. 40029045/0	5th June 2007	16,821,768.60	1,812.30	NPC
20	1 HP LaserJet 4250n Printer (CHF 1, 496)	PO No. 40029045/0	5th June 2007	11,381,866.86	1,226.23	2 Admin Assistants & Accounts Department
21	1UPS - APC Smart 1000 VA (CHF 495)	PO No. 40029045/0	5th June 2007	3,766,078.68	405.74	Admin. Assistant
22	1HP ScanJet 2710	EPA No. 2009-0723061	4th March 2009	180.22	137.57	Project Staff
23	1 LCD Projector (Sony)	EPA No. 2009-0723061	4th March 2009	1,300.00	992.37	Project Staff
24	1 Panasonic Kx-FA 611	EPA No. 2009-0723061	4th March 2009	780.00	595.42	Project Staff
25	2 Dell Computers	EPA No. 2009-0723061	4th March 2009	3,000.00	2,290.08	Admin. Assistant & NPO Knowledge Mgt
26	1 Binding Machine	EPA No. 2009-0723061	4th March 2009	426.00	325.19	Project Staff
27	2 Airconditioners	EPA No. 2009-0723061	4th March 2009	1,600.00	1,221.37	International Expert & NPOs -LED & Youth Emp
28	iR3025 Canon Photocopier	EPA No. 2009 - 0723083	17th March 2009	10,000.00	7,633.59	All Project Staff
31	HP Colour Laserjet CP1215	EPA No. 2009-0723061	18th March 2009	750.00	572.52	NPO- Youth Employment & Women Entre
32	HP 2420 Printer	EPA No. 2009-0723061	18th March 2009	1,300.00	992.37	NPOs
33	Office Desks (3 sets)	EPA No. 2009-0723061	18th March 2009	1,500.00	1,145.04	NPOs
34	Swivel Chairs (3)	EPA No. 2009-0723061	18th March 2009	1,050.00	801.53	NPOs
35	Digital Camera	EPA No. 2009-0723091	28th April 2009	2,200.00	1,560.28	Project Staff
36	Sony Recorder	EPA No. 2009-0723091	28th April 2009	150.00	106.38	Project Staff
37	1 DVD Player - Recordable	EPA No. 2009-0723132	8th June 2009	295.00	209.22	Project Staff
38	29" - Sanyo Slim TV	EPA No. 2009-0723132	8th June 2009	490.00	347.52	Project Staff

Annex 4 : Terms of Reference



Independent and External Final Evaluation
Decent work and local development through dialogue and partnership building (GHA/08/50/DAN)

TERMS OF REFERENCE

Locations: Accra City and Central Region, Ghana.

Evaluation Period: 15 - 31 March, 2010

XB - Symbol:	GHA/08/50/DAN
Title	Decent work and local development through dialogue and partnership building
Country:	Ghana - Decent Work Country Programme (DWCP) Accra and Central Region
Lead Offices:	ILO Abuja and ILO EMP/ENTERPRISE
Responsible ILO Official:	Ms. Sina Chuma-Mkandawire, Director, ILO Abuja Office, chuma@ilo.org Mr. Kees van der Ree, EMP/ENTERPRISE, Geneva, vanderree@ilo.org
Collaborating ILO Units and Offices:	Regional Office for Africa, Addis Ababa; Sub-Regional Office Addis Ababa ILO Geneva: LED, SEED, COOP, SKILLS, EMP/POLICY, SFP EIP, GENDER
External Implementing Partners:	Ministry of Manpower, Youth and Employment; Ministry of Local Government, Rural Development and Environment Ghana Employers Association (GEA), Trade Union Congress (TUC), Business Associations, Chamber of Commerce, National Vocational Training Institute (NVTI), NGOs and CBOs, Women and Youth Associations/Groups. DANIDA, DFID, GTZ
Budget	US\$ 1,658,895

1. Introduction and Rationale for Evaluation

The International Labour Organization (ILO), in collaboration with its local partners, namely the Ministry of Employment and Social Welfare; the Ghana Employers Association; and the Ministry of Local Government and Rural Development, has been implementing a project in Ghana titled, *Decent Work and Local Development Through Dialogue and Partnership Building*. Under the project, eight (8) districts in the Central Region of Ghana have so far been engaged in the Project's Local Economic Development (LED) Initiative which fosters cooperation between local governments and local businesses, especially those in the informal economy, for joint identification and exploitation local economic development potential. The support to Districts was accompanied by policy advice and technical assistance to the national partners, in order to achieve a more enabling environment for local development and employment growth.

The original project duration was 18 months (July 2008 – Dec 2009). The current phase of the project effectively started in December 2008 and will end on 31 March 2010, given a three-months no-cost extension agreed by the donor (DANIDA). A final independent evaluation is required, in accordance with ILO policy, focusing on the extent to which the project has met its stated objectives and how it adjusted its strategy in the course of implementation.

An external independent evaluator will lead this final independent evaluation and be responsible for drafting and finalizing the evaluation report. A national consultant will be engaged to collaborate in the exercise. The evaluation will be a consultative and participatory process as it will involve the various local partners, including the tripartite constituents, in all evaluation processes from TOR development to the finalization of the evaluation report and to the following up of evaluation's recommendations.

The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standard.

These Terms of Reference serve as a guide for organization and undertaking of the final evaluation. They also describe the tasks to be undertaken by the consultants engaged by the ILO for the purpose of the evaluation. A list of Annexes is included with more details on specific components of the project and the evaluation.

2. Background on projects and context

2.1 Brief Project Progress Summary:

The broad objective of the pilot was to promote public-private partnership in local economic and social development while simultaneously advocating the mainstreaming of decent work issues in national development discourse and planning. Sub-Committees on Production and Gainful Employment (SPGE) were created at District level as the main vehicle for bringing together the local public and private sectors for promoting enterprise development and job creation, particularly among women and the youth.

The project built on previous ILO support to local economic development since 2002. The number of participating districts has since increased to eight (see table below) as the project matured from a pilot to a full-fledged endeavor and gained both local and national recognition. The first four project districts were engaged over 2002 - 2006, as the programme adapted novel approaches to local economic development. In 2007-2008, when funding was discontinued, the project was re-assessed and reformulated drawing upon the lessons and experiences of the previous years. In June 2008 funding was again secured, this time under the ILO/Denmark Partnership

PARTICIPATING DISTRICTS IN CENTRAL REGION, GHANA, AND THEIR PRIORITISED SECTORS

No.	District	Year	Prioritized Sectors
1.	Effutu Municipal	2003	Fish processing, Agro-processing , Garment and Textiles
2.	Ajumako-Enyan- Essiam District	2003	Oil Palm Production and Processing, Local Soap Manufacturing and Garment and Textiles
3.	Mfantseman Municipal	2007	Fish Processing, Pineapple Production
4.	Twifo-Hemang Lower Denkyira	2007	Oil Palm Production and Processing, Vegetable Cultivation
5.	Awutu-Senya	2009	Fish Processing, Agro-processing and Pineapple Production
6.	Agona West	2009	Vegetable cultivation, oil palm production and processing, and trades and vocations
7.	Gomoa East	2009	Fruit production, vegetable cultivation, salt production
8.	Gomoa West	2009	Fish processing and vegetable cultivation

A new feature of project in its current phase was the set up of an Enterprise Development Fund (EDF) of US\$ 40'000

was set up in each District, to facilitate SPGEs support to local businesses through capacity building. To qualify for the Fund, each SPGE was required to submit an action plan and contribute financially to its implementation, including a SWOT analysis of each district and an implementation schedule of capacity building activities for businesses in identified priority areas.

At the national level, within the context of building the capacity of policy makers to better understand issues of decent work and local economic development, the Project organized various forums, such as a national conference on Financing Local Economic Development¹ and the re-establishment of the National Informal Economy Committee (NIEC), including informal sector associations, relevant sector ministries and research institutions. The NIEC Secretariat is housed at the Ministry of Employment and Social Welfare. The project has supported the members of the Secretariat to enable them provide effective administrative and technical support to the Committee's institutional members.

2.2 Link with Decent Country Work Programme and Project Objectives

The project proposal was structured to address issues of job creation generally and decent job in particular in Ghana's Growth and Poverty Reduction Strategy II (GPRS-II) through the following three complementary approaches:

- Engaging relevant Ministries in a policy dialogue with the social partners in order to mainstream employment-focused approaches in policy reform and implementation, in particular to upgrade the informal economy
- Scaling-up capacity building for district partners and adjusting the SPGE model to the specific context of other regions in the country,
- Documenting and sharing tools and good practices for wider dissemination among key partners in Ghana (and elsewhere).

The anticipated outcomes of the projects were (See also Annex I):

1. Improved national capacity for developing and implementing coherent policies and programmes for upgrading productive and gainful employment in particular in the informal economy.
2. Strengthened capabilities among district governments and local partners to set up and make effective use of public-private planning mechanisms for local economic development. This includes the consolidation of the approach in the four (4) current districts in Central Region and the replication to another six (6) districts in other Regions.
3. Increased knowledge and understanding among district, national and international partners of tools, good practices and technical resources for promoting local development for poverty reduction and upgrading employment in the informal economy.

2.3 Project management arrangement:

The project is based in Accra, where the Ministry of Employment and Social Welfare has graciously made available office space. A team of 4 professional and 3 support staff is working out of these premises, i.e.:

- International Project Expert on Local Economic Development (start date: December 2008 to present)
- National Project Officer (Local Economic Development)
- National Project Officer (Youth Employment and Women's Entrepreneurship)
- National Project Officer (Knowledge Management – up to 31 Dec. 2009)
- Two administrative staff
- One driver

At District level the project liaises with the nominated Focal Points of the SPGEs, who do not receive remuneration from the project.

3. Purpose, Scope and Clients of the evaluation

3.1 Purpose

1 The resulting ILO publication has been distributed to policy makers around the country, including the regional and national houses of chiefs, district chief executives and sector ministers, including ministers of Agriculture, Finance and Economic Planning, and Trade and Industry. In early 2010, 600 copies of the publication were donated to the Parliament of Ghana.

The evaluation will assess whether the project has achieved its immediate objectives. It will include consideration of whether the means of action have made contributions toward achieving relevant Ghana DWCP outcomes and national development strategies. The focus should also be on assessing the emerging impact of the interventions (either positive or negative) and the sustainability of the project's benefit and the local partners' strategy and capacity to sustain them. It will also look at strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.

3.2 Scope

The final evaluation takes into account all interventions, geographical coverage, and the whole period of the effective implementation of the project (1 December 2008 up to the present date). The final evaluation will have to take into consideration the Ghana DWCP and other relevant and current country priorities and strategies to address poverty reduction.

The evaluation will revisit the programme design, examine the planning process and agreed implementation strategies in each District and the adjustments made, the institutional arrangements and partnerships, sustainability - all this with due account of the constantly and rapidly changing national and local situations.

3.1 Clients

The principal clients for this evaluation are the project management, ILO constituents in Ghana, ILO Abuja, ILO Addis Ababa ILO technical units (Employment Sector), PARDEV, EVAL and the project donor.

4. Suggested analytical Framework for evaluation and issues to be addressed

The evaluation should address the overall ILO evaluation criteria such as **relevance and strategic fit of the project, validity of project design, project progress** and **effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations 2006*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluator should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. Any other information and questions that the evaluator may wish to address may be included as the evaluator see fit.

The evaluation is guided by the ILO's Technical Cooperation Manual and the policies and procedures established therein (see Chapter 7 of the manual - included in list of documentation in Annex 1, including – see Section starting Page 17 for key guiding questions). Based on development objectives, outputs and activities specified in the project document, the mid term evaluation will include, but not be limited to, the following issues:

I. Relevance and strategic fit

1. Does the programme continue to address a relevant need and decent work deficit? Have new and/or more relevant needs emerged that the project should address?
2. To what extent have the recipient stakeholders taken ownership of the project concept and approach since the inception phase?
3. How does the project align with and support national and district development plans (relevant documents listed in Annex II)?
4. How does the programme align with and support ILO's strategies embedded in the DWCP (relevant documents listed in Annex II)?
5. How well does the programme complement and fit with other ILO programmes in the country?
6. How well does the programme complement and link to activities of UN and non-UN donors at local level?
7. How well does the project compliment the UNDAF (relevant documents listed in Annex II)?

II. Validity of design

1. What was the starting point of the programme at the beginning current phase? How did the project build on experience and lessons learnt of earlier related efforts in Ghana and elsewhere? Was a gender focus included in the design?
2. Are the planned programme objectives and outcomes relevant and realistic to the situation on the ground? Whether the program adapted to specific (local, sectoral etc.) needs or conditions?
3. Is the intervention logic coherent and realistic?

- a. Do outputs causally link to the intended outcomes (immediate objectives) that link to broader impact (development objective)? How plausible are the underlying causal hypothesis?
 - b. What are the main strategic components of the programme? How do they contribute and logically link to the planned objectives? How well do they link to each other?
 - c. Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment? How do organizations of IPs and marginalized participate and benefit from the programme?
 - d. What are the main means of action? Are they appropriate and effective to achieve the planned objectives? To what extent have gender-specific means of action been included? To what extent has social dialogue been included as a means of action?
 - e. On which risks and assumptions does the programme logic build? How crucial are they for the success of the programme? How realistic is it that they do or not take place? How far can the programme control them?
4. How appropriate and useful are the evolving rolling indicators of the logical framework in assessing the project's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?

III. Effectiveness

1. Has the project support been effective, i.e. has it led to tangible results, expected or unexpected ones? How can the effectiveness be measured in terms of:
 - i. Technical supports and capacity building undertaken at national, district level.
 - ii. Level and quality of realized/targeted project outputs
 - iii. What kind of the tools have been developed to help achieve the Project's targets
 - iv. What type of products and new approaches has been developed, partnerships and networks have been established and maintained, and to what extent have Inter-linkages been established with other donor-funded projects
 - v. To what extent is the project reaching the target group, in particular women, and youth
 - vi. To what extent have SPGEs, the social partners and other stakeholders increased their understanding and capacities for MSE promotion for poverty reduction; in particular, to what extent have the SPGEs gained capacity through the set up and management of the Enterprise Development Funds?
 - vii. What are signs of emerging impact of the implemented activities on poverty reduction
 - viii. What outputs have not been implemented and the implementation progress.
 - ix. What products and approaches do not show (yet) signs of early impact
2. Are there any additional achievements of the project over and above what was foreseen in the project document? If so, do these achievements reflect the strategic areas of the project, or the strategic partnerships?

IV. Efficiency

As relevant to project progress to date:

1. What is the project's *efficiency* in terms of management and capacity building
2. How efficient has the project budget been used on outputs and activities in comparison with what has been laid out in the project document
3. How efficient has the project been managed, in terms of project information, communication, cooperation, coordination and financial arrangements within the project and with the national and district stakeholders, communication between the stakeholders of the project
4. To what extent have international and national consultants contributed to the technical support of the project, including the technical support for mainstreaming gender?
5. How has the project acted on the responsibility for implementation and project ownership to date?
6. Has the project created or used opportunities for more programme-based or sector-wide approaches and for harmonized management principles within other development partners, incl. those used by the National Government itself?
7. Should the project seek additional resources for expansion as per potential opportunities available, and if so, what approach should be followed?
8. Should there be any major change in focus, approach, partnerships or implementation strategy? Is the approach building on the comparative advantages of ILO and the national Ministries involved?

V. Impact and Sustainability

1. How has the project started preparing for handover to legalized/operational SPGEs?
2. What crucial issues from the project document remain to be addressed and what plans are in place for this?
3. Is further capacity building of national and district stakeholders, incl. the social partners, required, and if so, what are the priorities to be addressed?
4. What should be the role of ILO for the expansion and extension of the project and LED approach including contributions to the DWCP outputs and outcomes?

5. Main Outputs of the Evaluation

The main outputs of the evaluation are:

- II. Preliminary findings to be presented at the stakeholders workshop at the end of evaluation mission
- III. First Draft of evaluation report
- IV. Final draft of evaluation report incorporating comments received
- V. Evaluation summary (according to ILO standard template)

The "Evaluation Report" should contain the following contents: -

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Executive Summary
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

Quality of the report will be determined by conformance with the quality checklist for evaluation report.

6. Methodology

ILO is engaging a team of two external consultants, one national and one international, to undertake the final evaluation. The consultants will work under the overall management and responsibility of the ILO Director in Abuja. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the evaluation team in consultation with the evaluation manager in ILO Addis Abeba, with technical guidance from the LED Ghana National Program Manager, assisted by ILO technical specialists and national and local partners. The review will be undertaken in March 2010.

The review will be carried out by examining key documents, and interviewing project staff and stakeholders in the field and Accra. The evaluation will review the key issues listed above in Section 3.2. Furthermore, the review will make use of the ILO Evaluation Guidance document of April 2006 and address any other relevant questions contained therein.

The draft TOR will be shared with relevant stakeholders and the final TOR incorporates their inputs and suggestions.

The consultants will be engaged to travel to Ghana to meet with the project team and other staff as relevant. The consultants will review relevant documentations. The consultants will travel to project sites and conduct interview/focus group discussions with stakeholders. A stakeholder workshop will be organized at the end of evaluation mission to present the preliminary findings to all relevant and key project stakeholders. The draft evaluation report will be shared with stakeholders for their comments and inputs. The workshop and sharing will allow the key findings and key recommendations to be verified by the key stakeholders.

The consultants will propose methods for data analysis. All data should be sex-disaggregated and different needs of women and men and those marginalized groups should be considered throughout evaluation process.

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

7. Management Arrangements, Work Plan and Time Frame

7.1 Management arrangements: Evaluation Manager is responsible for the overall coordination, management and follow up of this evaluation. The manager of this evaluation is Mr. of RO Africa, Addis Abeba, whom the evaluator reports to.

7.2 Evaluator's tasks: The evaluation will be conducted by an external independent evaluator and an external national consultant responsible for conducting a participatory and inclusive evaluation process. The external evaluator will deliver the above evaluation outputs using a combination of methods mentioned above.

7.3 Stakeholders' role: All stakeholders in Ghana particularly the project team, as well as ILO Office in Abuja, will be consulted and will have opportunities to provided inputs to the TOR. As stated above, they will be provided ample opportunities for commenting on draft findings and recommendations.

7.4 The tasks of the Projects: The project managements provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluator during the evaluation mission.

7.5 A work plan and timeframe:

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager/ Project manager /ILO Geneva	March 2010
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	March 5, 2010
Finalization of the TOR	Evaluation Manager	March 9, 2010
Selection of consultants	Evaluation Manager	March 5, 2010
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project manager	March 10, 2010
Ex-col contracts based on the TOR prepared/signed	Project manager / ILO Director	March 10, 2010
Brief evaluators on ILO evaluation policy (through email)	Evaluation Manager	March 15, 2010
Evaluation Mission in Ghana	Evaluator	March 15 – 27, 2010
Stakeholders consultation workshop	Evaluator/ project manager / ILO Geneva	25 March 2010
Drafting of evaluation report and submitting it to the EM	Evaluator	30 March 2010
Sharing the draft report to all concerned for comments	Evaluation Manager (EM)	31 March 2010

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Task	Responsible person	Time frame
Consolidated comments on the draft report submitted to EM	Evaluation Manager	6 April 2010
Finalisation of the report	Evaluator Manager, with support of ILO Geneva	12 April 2010
Submission of the final report to EVAL	Evaluation manager	12 April 2010
Approval of the final evaluation report	EVAL	15 April 2010
Follow up on recommendations	Evaluation manager/ ILO Director	15 April 2010 onward

8 Resources Required:

The following resources are required from the projects.

International consultant:

1. Fee for 20 days (2 days preparation, 13 days field mission, 5 days report writing)
2. Travel to and from Ghana, DSA for Accra and field visits

National consultant:

1. Fee for 20 days (2 days preparation, 13 days field mission, 5 days report writing)
2. DSA for field visits

Costing

Description	Unit cost	Sub total	Project BL
Fees			
International Cons.			BL.16
National Cons.			BL.17
Travel			
International Cons.			BL.16
DSA			
International Cons.	To be calculated		BL.16
National Cons.	To be calculated		BL.17
	Total		

Travel schedules, means of transport are subject to prior arrangement with ILO

Annex 5

Fig. 5 Summary of effectiveness and efficiency project implementation (2008-2010)

Development Objective: The project will contribute to poverty reduction in Ghana through an integrated and comprehensive approach that will reduce Decent Work deficits in the informal economy and enhance the potential of women and men for productive employment.			
Immediate objective 1: <i>Improved national capacity for developing and implementing coherent policies and programmes for upgrading productive and gainful employment in particular in the informal economy.</i>			
OUTPUT	INDICATOR	PROGRESS	COMMENTS
1.1 National policy group or mechanisms strengthened to bring together national partners, the social partners and district government representatives	i) Active participation and coordination between public and private partners through the national policy group or other mechanisms established.	National Committee on the Informal Economy (NCIE) formed and inaugurated on 24th June 2009. The Project supports the Committee's secretariat.	The ILO worked closely with the Ghana Trades Union Congress (TUC), the Ghana Employers Association (GEA), and the Ministry of Employment and Social Welfare, National Development Planning Commission and 30 stakeholders.
1.2 An up-dated review and analysis of policy	i) Updated and revised policy review finalized,	i) Cabinet Memo on the National Employment	The STEP programme assisted the MMYE to

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initiatives related to the informal economy, community-based development and vocational training, incl. a gender analysis of each the initiatives	published and disseminated ii) Establishment of a mechanisms to ensure communication and feedback to institutions and partners	Policy submitted to Cabinet ii) A National Steering Committee (NSC) for the Youth Employment Project was established with representation of the participating Ministries, the social partners (GEA and TUC), representatives of the district governments including SPGEs, and DANIDA.	realize that most of the youth trained were still unemployed due to unavailability of jobs; this informed the ministry to develop the National Youth Employment Programme (NYEP) which combines skill training with job placement.
1.3 Improved implementation strategies for youth employment promotion through the National Task Force	Task Force created for monitoring youth employment in all the regions	Government established District Employment Task (DELTA) Forces in all districts as programme implementation structures. Their task is to identify suitable sectors for creating jobs for young people.	The project document has no indicator for this output; but the evaluators suggest the one inserted, and this serves to evaluate the tremendous amount of work carried out under Youth Employment.
1.4 A national workshop to present various district-level approaches, review their effectiveness and discuss ways to harmonize the best elements of these into a coherent and pragmatic approach to local development	i) Stock tacking finalized and distributed among partners ii) Evaluation of the workshop	i) 250 copies of Financing LED given to Parliament, key ministries and UN agencies. ii) High quality of research papers presented and discussed, and published by ILO	Publication could make a wider reach, particularly to provide information on GDWCP and LED at District level.
1.5 Specific policy reviews and seminar for national government and social partners to deepen the knowledge and improve usage of the employment dimension and decent work outcomes in shaping and implementing pro-poor approaches with a gender focus (in cooperation with ILO/DANIDA project on strengthening tripartism and social dialogue)	i) Pre and post policy reviews indicate that partners include the employment dimension and decent work outcomes when implementing pro-poor approaches ii) Gender focus mainstreamed in policies and policy reviews	Work in progress reported	The delay in recruiting two NPOs possibly a factor in slow implementation.
1.6 An in-country training course established and institutionalized for national and sub-national policy makers on creating an enabling policy and regulatory environment for pro-poor growth and local	i) Evaluation of competency assessment ii) Training event developed, evaluated and standardized	i) The Institute for Local Government Studies has integrated LED in curricula for training of local governments. ii) Identified a centre of excellence at the Institute of Local Government Studies (ILGS) to institutionalize the project	The ILGS has also fed into approaches and programmes of other organisations working in the same field in other geographic areas of Ghana.

economic development			
Strengthened capabilities among district governments and local partners including private sector to set up and make effective use of public-private planning mechanisms for local economic development			
OUTPUT 2.1 Consolidated and documented SPGE management practices and support to interventions in the four (4) initial districts in Central Region	i. Pre and post project surveys indicate an improved management of SPGEs ii. Monitoring mechanisms of management, implementation and support in place and operational	Achieved	The SPGE management has improved based on the experience of the pilot phase in Ajumako and Winneba
OUTPUT 2.2 Training capacity and advisory services for local economic development established at national institution (e.g. ILGS)	i. Training capacity and advisory services at national institutions established and operational ii. Partnership and monitoring mechanisms developed	Achieved	The Institute of Local Government Studies has built a module on SPGE Management into its curriculum for training local government functionaries
OUTPUT 2.3 Strategy for replication and local capacity building of district approach	i. Strategy for replication agreed together with stakeholders ii. Target districts short-listed and selected	On-going	Local capacity building is on-going and efforts are being made at the national level to replicate the SPGE concept
OUTPUT 2.4 Start-up of local economic development approach in new districts (2 in 2008, 4 in 2009)	i. Pre and post project survey indicate that between 2008-2009 4 new districts have started local economic development approaches	Achieved	In all the districts of the Replication and Expansion Phases of the project, the local economic development approach is in place with capacity building of the informal sector as the engine of growth and development.
OUTPUT 2.5 Implementation strategies of local economic development approach in new districts (2 in 2008, 4 in 2009)	i. Pre and post project survey indicate that between 2008-2009 4 new districts have implemented local economic development strategies	Achieved	The implementation strategies are in place as reflected in the action plans of the SPGEs for the first year of implementing the enterprise development

			approach.
OUTPUT 2.6 Improved methods and tools for the implementation of District Youth Employment Programme	To be developed	On-going	The methods and tools for district youth employment are still being developed with calls from some quarters that apprenticeship should be harmonized, co-ordinated and sponsored by government.
OUTPUT 2.7 Vocational training approaches, apprenticeship mechanisms and school-to-work linkages piloted in selected districts	i. Pre and post project surveys indicate that skill upgrading strategies, school-to-work programmes and vocational training have been linked to LED strategies	Yet to start	School-to-work linkages are still being discussed and vocational training and apprenticeship mechanisms are yet to be co-ordinated at the district and national levels
OUTPUT 2.8 Strategy for scaling-up of outreach and impact beyond 2009	i. Evaluation and monitoring mechanisms in place with periodic impact assessment reports ii. Comprehensive strategy formulated and disseminated among partners and stakeholders	On-going	At the district level strategies for scaling up the activities of the SPGEs and the coverage of the Credit Unions are being discussed, and at the national level plans are afoot to implement the SPGE model in many other districts.
Immediate objective 3: <i>Increased knowledge and understanding among district, national and international partners of tools, good practices and technical resources for promoting local development and upgrading in the informal economy.</i>			
3.1 Stocktaking of tools and experiences for local economic development in Ghana, with a particular interest for those targeting women and youth.	i) Stocktaking of tools and experiences for local economic development with emphasis on women and youth finalized ii) Collaboration mechanisms with partners and like-minded organizations established and operational	Yet to be implemented No mechanism in place	National Project Officer in charge of knowledge building and sharing was reported to have under-performed, worked till December and contract not extended
3.2 National workshops (one in early 2008, one towards the end of 2009) and a resource centre for pooling knowledge,	Enhanced knowledge, tools shared and networks established as a result of 2 national workshops	Resource centre yet to be established	National Project Officer in charge of knowledge building and sharing was reported to have under-performed, worked till

sharing tools and building networks			December and contract not extended
3.3 Studies and tests of innovative approaches for promoting decent work and reducing informality (such as upgrading informal apprenticeship and skills for new agricultural technologies and off-farm employment, building insurance services with micro finance institutions or other organizations, etc.)	No indicator provided in the project document	None offered because of inactivity on this output	National Project Officer in charge of knowledge building and sharing was reported to have under-performed, worked till December and contract not extended
3.4 Informal economy and local development training seminar for social partners to improve their capabilities and communication strategies to existing and new members, as well as towards policy partners and others.	i) Capabilities and communication among partners improved as a result of training seminars ii) Evaluation of training events	Definitely, these training seminars have led to significant improvement in the capabilities of SPGEs to plan and monitor project activities, and improved performance on members of SBAs & SBEs. All the seminars and workshops conducted were evaluated	The training seminar for social partners under LED has been the project's strongest point of achievement.
3.5 In-country LED training course for promoters and practitioners established and institutionalized.	Number of promoters and practitioners trained in-country in LED	Training programme effectively institutionalized in the ILGS, with possibility of drawing upon local resources for additional resource persons.	Performance of SPGEs under LED being documented and published in the ILGS Journal of Local Government
3.6 Disseminated reports and documentaries on Ghana's approach to productive and gainful employment for national and international target groups.	i) Knowledge sharing strategy established and operational ii) Finalized reports and documentaries disseminated among partners and stakeholders.	Through national and district-based workshops & seminars 250 copies of published report of LED national conference already distributed	Need to disseminated research reports and workshop & conference proceedings wider, to reach all the 170 districts in the country, in order to facilitate replication of LED.