

EVALUATION REPORT

Project Title	Working out of Poverty Project Ghana Decent Work Pilot Programme
Project No	GHA/04/50/NET
Financing Agency	Netherlands Partnership Programme (NPP) Technical Cooperation Resource Allocation Mechanism (TC/RAM)
Implementing Agency	International Labour Organisation (ILO)
Recipient Agency	-
Type of Evaluation	Independent Terminal Evaluation
Geographical Coverage	Ghana
ILO Field Support	Kwamina Amoasi-Andoh , national project coordinator Cornelius Adablah , national project coordinator (deputy) Sophie Grooten , DWPP intern
MMYE Mission Support	Dr Al-Hassanah , MMYE
External Evaluator & Report Author	Susanne Bauer, Independent International Consultant
Date&Duration	Field Visit Ghana 23 – 27 January 2006
Date Draft Report	02 February 2006

Abbreviations

BDS	Business Development Services
BSPS	Business Sector Programme Support (DANIDA)
CRED	Center for Rural Enterprise Development
DANIDA	Danish Ministry of Foreign Affairs
DWCP	Decent Work Country Programme
DWPP	Decent Work Pilot Programme
FIT	FIT Ghana (BDS provider)
GCC	Ghana Cooperative Council
GET Ahead	Gender and Entrepreneurship Together (ILO training tool)
GFD	Ghana Federation of the Disabled
GoG	Government of Ghana
GWooP	Ghana Working out of Poverty Project
GPRS	Ghana Poverty Reduction Strategy
GTZ	German Technical Cooperation
ICA	International Cooperative Alliance
IDEAS	Innovation in Enterprise Assistance Schemes Fund (DANIDA/SPEED)
ILGS	Institute of Local Government Studies (Ghana)
ILO	International Labour Organisation
IPEC	International Programme for the Elimination of Child Labour
ITC	International Training Centre (ITC, Turin-based and ILO-affiliated)
KAB	Know About Business (ILO training tool)
LED	Local Economic Development
LESD	Local Economic and Social Development
MDG	Millennium Development Goal
MMYE	Ministry of Manpower, Youth and Employment
MOFA	Ministry of Food and Agriculture
MSE	Micro- and Small Enterprises
NALAG	National Association of Local Authorities Ghana
NBSSI	National Board of Small-Scale Industries
NPC	National Project Coordinator
NPP	Netherlands Partnership Programme
OD	Organisational Development
PACA	Participatory Appraisal Competitive Advantage (tool: see www.mesopartners.de , Germany)
PPP	Public Private Partnership
ProDoc	Project Document
PRSP	Poverty Reduction Strategy Programme
QUIM	Qualitative Impact Monitoring (GTZ tool)
RUTIPP	Rural Trade & Industry Promotion Project (GTZ)
SPEED	Support Programme for Enterprise Empowerment and Development (GTZ/DANIDA, Ghana)
SPGE	Sub-Committee on Productive and Gainful Employment
SYB	Start Your Business
SYCAB	Start Your Cultural Activities as a Business (ILO/ITC Turin 2005)
TC/RAM	Technical Cooperation Resource Allocation Mechanism
ToR	Terms of Reference
TUC	Trade Union Congress
WFCL	(Time-bound Programme on) Worst Forms of Child Labour

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1. EXECUTIVE SUMMARY

The pilot project '**Working out of Poverty**' (WooP) Ghana aims to address the *decent work* deficits in micro- and small enterprises (MSE), and to contribute to the reduction of poverty through a pilot in two districts in the Central region (taken from SPROUT). The pilot project is funded through the Netherlands Partnership Programme of the ILO for a two-year phase (March 2004 – February 2006). A terminal project evaluation was fielded in January 2006. The project assessment, conclusions and recommendations of the external evaluator (and author of this report) are presented herewith.

Project Design: Funded through the Technical Cooperation Resource Allocation Mechanism (TC/RAM) under the ILO Netherlands Partnership Programme (NPP) for the biennium 2004/2005, the project had been prepared in 2002/2003 through various smaller TC contributions in Ghana. The project design leaves the present staff without winding-up or hand-over mechanisms. The overall short duration of the project as well as delays at the beginning of project activities make the current situation of the project as somewhat uncompleted. All actors involved believe that the pilot is just the beginning of a real project with a long-term vision on decent work.

Implementation: The project is being implemented in close cooperation with the counterpart Ministry of Manpower, Youth and Employment (MMYE). Various actors of the expanding informal economy in Ghana, both women and men as well as people with disabilities have been targeted through a range of activities conducted at national and district level. The establishment of the sub-committees for productive and gainful employment (SPGE) in the two pilot districts of Awutu-Effutu-Senya and Ajumako-Enyam-Essiam, Central region, was successful, and capacities have been built through awareness raising, training and innovative action taken.

Performance: reach-out to different target groups at district level appears to effectively meet project targets in terms of numbers of small business associations (150 SBA) and small business enterprises (4500 SBE) catered for (some 750 trainees). Public-Private-Partnership (PPP) initiatives implemented on a pilot basis are promising, because they represent fairly new methods, tools and partnerships that bear huge potential for sustainability.

Recommendations for the Future: The pilot project needs to keep its current momentum and continue ensuring the sustainability of its activities. It is premature to try to validate impact at present, because of so many inputs either just having started on a pilot basis, or because they still lack institutional mechanisms in order to become qualitatively sound and sustainable beyond project support.

In a **worst case scenario** (i.e. without further funding by the ILO and its development partners beyond the end of the project, i.e. by 28 February 2006), the national partners will work to counter this challenge in particular in the two pilot districts, and identify new opportunities for continued support to expand the decent work agenda to more MSE, sub-sectors, trades and regions in Ghana.

2. Introduction

2.1 Development Background

The **Ghana Poverty Reduction Strategy** (GPRS I, 2003 – 2005) has been reformulated in the Ghana **Growth Poverty Reduction Strategy** (GPRS II, 2006 – 2009), in order to respond to the lack of structural transformation of the Ghanaian economy through a clearer vision of **"Investing in People, Investing in Jobs"**.

As unemployment and underemployment persist, the growing informal economy absorbs the bulk of new entrants to the labour market. Non-farm self-employment is a major income provider, yet often below the poverty threshold of an individual earner with less than one US\$ per day.

Micro-and small enterprises (MSE) are often caught between insufficient value-adding income-generating activities to sustain on the one hand, and indecent work arrangements to make at least a small edge in an uncompetitive business environment, on the other hand. Globalisation threats are felt by MSE operators in Ghana through ever diminishing margins for their comparatively unproductive and uncompetitive business operations.

2.2 Project Justification and Organisational Set-Up

Against the above-described overall development context, the Ghana **Decent Work Pilot Programme** (DWPP) takes its start at national level, complemented by a technical cooperation (TC) project that combines the decent work policy agenda with a **'Working out of Poverty'** (WooP, project title) approach at district level. The WooP pilot project integrates national development policies and programmes by focusing on skills development and employment placement, the integration of persons with disabilities into the economy, and by encouraging infrastructure development with labour-based methods. All of these initiatives are launched with a vision to increase productivity, wages and income in a decent work approach that looks at job quality and basic rights for association-building in the informal economy.

This two-year pilot scheme (March 2004 - February 2006) builds on the achievements of the **Ghana DWPP** of which it is a central element. The objectives of the Ghana DWPP are, like for the entire DWPP initiative of the ILO initiated in October 2000, to promote *"decent and productive work in conditions of freedom, equity, security and human dignity"*¹.

The Ghana Working out of Poverty Project is funded through the Technical Cooperation Resource Allocation Mechanism (TC/RAM) under the ILO Netherlands Partnership Programme (NPP). The total budget amounts to US\$ 957,790, **including a gender allocation of US\$ 80,000 and provided by (?)**. The current delivery rate as of 27 January, 2006, is at approx. **75%** of total funds available³.

¹ The ILO's DWPP, initiated in the year 2000 with 7 countries (Bahrain, Bangladesh, Denmark, Ghana, Morocco, Panama, Philippines), is now transforming into full-fledged country programmes (see www.ilo.org/public/english/bureau/dwpp).

³ Financial delivery rate (data: IRIS project code GHA/04/50/NET) amounted to only 65% by end of November, 2005. The project was not able to provide the evaluation mission with updated figures, therefore the estimated funds available for disbursement (US\$ 300,362) will be lower, and the delivery higher (approx 75% by end of January 2006).

The ILO Area Office for Ghana in Lagos, Nigeria, is the lead office for the coordination of the project. Conceptual and technical support is provided by ILO headquarters through the National Policy Integration Department, the InFocus Programme (IFP) for Small Enterprise Development (SEED) as well as other collaborating technical units and programmes such as IFP/Skills, COOP, ACTEMP, ACTRAV, SFU, IFP/Dialogue, IPEC, INTEGRATION/STAT, and the International Training Centre (ITC) Turin.

The project is coming to an end by 28 February 2006. At the time of the terminal evaluation (January 2006), several activities planned are not yet completed. It appears therefore paramount to consider a three-months bridging phase (March – May 2006) to either wind-up the project or prepare for a new project to expand technical cooperation support for the implementation of a full-fledged **Decent Work Country Programme** (DWCP).

2.3 Final Evaluation: ToR, Methodology, Mission Schedule

The **Terms of Reference** (ToR) describe the purpose of the independent terminal project evaluation as to review project achievements, and to verify results and sustainability of the project at the end of implementation. In more detail, the consultant should look at the aspects of:

- *Efficiency* – the project implementation process (considered as the efficient use of financial, material and human resources);
- *Effectiveness* – the extent to which the project may have contributed to the development and immediate objectives (status of achievement of outputs);
- *Impact* – positive and negative changes and effects caused by the project at local, provincial and national levels;
- *Relevance* – the extent to which objectives and activities are in line with local, provincial and national priorities and needs;
- *Sustainability* – level of adequacy of capacity-building measures for project partners, with of view to ensure sustainability beyond project completion.

The **methodological approach** followed by the consultant is to conduct the project assessment along the systemic organisational development (OD) approach (semi-structured meetings with all major stakeholders involved). The **mission schedule** (**Annex 1**) comprised a one-week assignment of field visits and meetings in Accra and in the two districts of Ajumako and Winneba.

The counterpart **Ministry for Manpower, Youth and Employment (MMYE)** extended its utmost support to the mission (briefing by the Minister, debriefing by the deputy Minister, secondment of a senior official to accompany the mission to most of the meetings and to the field visit to the two districts).

The **OD approach** uses resource-oriented questions to verify the major achievements (objectives and major outputs), implementation (support of activities in the districts and at national level), and concerns (reach of state of maturity, sustainability of project-initiated activities, scope for winding-up or expanding the project for a full-fledged decent work country programme).

The national ILO project team (national project coordinator: NPC; deputy NPC) briefed the external evaluator extensively at the beginning of the mission, and arranged for the meetings, contacts and documents. Upon request, additional meetings were organised during the week.

ILO international staff (headquarters; consultants) were interviewed either during the initial briefing prior to the field assignment (16 December 2005: Geneva), or by phone (January 2006).

The 'value' aspects are given priority over the more conventional cost-benefit assessment. In the experience of the external evaluator, a detailed 'auditing' and verification of indicators carries the risk of a more deficit-based orientation that does not bring out the real value of the project. Also, the project's **logical framework** (LOGFRAME) has shown to have been used only where felt appropriate, and not for operational planning throughout implementation. The project design will be discussed in detail (chapter 3).

Furthermore, a set of **lessons learned** is drawn from the project achievements and challenges faced during implementation. To this end, a participatory process to exchange experiences and findings was conducted with the ILO national project team (NPCs), with the participation of ILO intern Sophie Grooten. Thanks to her detailed documentation of the two pilot districts experiences regarding the local economic and social development (LESD) initiative of this pilot scheme (**see Annex 2: documents**), the external evaluator got a comprehensive understanding of the functioning of the sub-committees for productive and gainful employment (SPGE).

Finally, Ms. Jutta Ohms, a German business owner in the field of textiles/garment/fashion and human resource development, volunteered during the week and accompanied the mission to some of the field visits to get an understanding of public-private-partnerships and the reality of small-scale business operations in Ghana.

3. Project Design

3.1 Socio-Economic and Cultural Context

Ghana witnessed a remarkable advance in sub-Saharan African by reducing income poverty from 51% in 1991 to 40% at the end of the 1990s⁴. However, per capita income remains modest with 369 US\$ (2003). Today, 44,8% of a total population of 21.2 million (2003) lives below the 1 US\$ poverty line.⁵

While the national economy demonstrates growth (annual GDP 2004: 5.2%) and progress towards a '*Golden age of business*' (motto of the Government of Ghana), micro- and small enterprises (MSE) still constitute the engine for economic endeavours, providing low-skilled jobs and little value-adding production in an informal economy in rural and urban areas. Job quality is low in the informal economy.

The promotion of new employment opportunities through (amongst others) agro-business and rural industries has therefore been at the core of the **Ghana Reduction Poverty Strategy** (GPRS I: 2003 - 2005). The strategy aimed at skills training, income-generating activities (IGA) and the strengthening of micro-finance institutions, to name only a few elements that may illustrate the scope of the GPRS I policy matrix on production and gainful employment. Targeting women entrepreneurs is one particular measure addressed by this strategy.

These earlier efforts are now sustained in the **Growth Reduction Poverty Strategy** (GPRS II: 2006 - 2009) that looks at developing and implementing a comprehensive national employment policy to address the needs of youth, women and people living with disabilities. Adopting a labour-based technology in infrastructure and other works, including youth in agriculture programmes, will further enhance productivity in all sectors of the economy. Access to basic business services, skills training and microfinance remains insufficient, despite the Governments' voluntary attitude to change. The tripartite institutional structures for social dialogue and social protection, represented by

⁴ UNDP, Human Development Report 2005, p. 47.

⁵ Idem, p.228.

⁸ These figures are taken from a draft SPROUT formulated by the ILO for a GWowP II proposal (November 2005).

the counterpart Ministry MMYE, the Ghana Trade Union Congress (TUC) and the Ghana Employers Association (GEA), need an adequate labour market information system to be able to live up to the pressure of job creation and global competitiveness.

It is within this policy framework that the Ghana DWPP and the GWooP project aim to connect national policy targets with action at the local level.

3.2 Special Concerns

Gender is a particular concern for Ghana where women account for a substantial part of economic activities. It is them who play a central role in family enterprises, while having only limited access to education and monetary or commercial exchange outside their village. According to recent data⁸, wWomen engaged in informal activities represent 93.6 percent of all employed women working in informal employment (as against men: 77,3%). Women are more likely to perform unpaid work in family enterprises and to work in non-agricultural informal activities.

In terms of mainstreaming gender concerns in technical cooperation, the ILO's Governing Body issued a statement in its March 2005 session that these must become standard in all projects.

Youth employment constitutes a major challenge in the region, with an increasing number of young people entering the labour market every year. The need for decent employment opportunities, in particular for young people in rural areas, is as urgent as the search by existing businesses for skilled labour among young job-seekers, including urban migrants. The background of many young people is child labour and human trafficking, both features practised continuously, especially in agriculture and agro-processing sectors, such as in cocoa plantations, shea butter production and fishery⁹.

3.3 Adequacy of the Problem Analysis and Strategies

The problem analysis of the project follows a set of five strategies developed by the project:

- vocational training & entrepreneurship
- formulation of an informal economy strategy
- productivity improvement & income policy
- integration of persons with disabilities, and child workers
- public procurement

Progress achieved along these areas is assessed below (chapter 4: implementation).

For the future, it will be useful to screen the adequacy of these areas of intervention along the range of Ghanaian informal economy actors who fall within the definition of MSE developed by the National Board for Small Scale Industries (NBSSI) in Ghana, using the '*fixed asset and number of employees*' criteria. Here, **micro enterprises** are those that employ up to five (5) people or have fixed assets up to US\$3,570 (excluding land and building), while a **small-scale enterprise** is one with up to 29 workers and has plant and machinery (excluding land and buildings) not exceeding ₵850 million Cedis (US\$100,000, using 2003 exchange rate of \$1 = ₵8,500).

3.4 Development of immediate objectives

The project's intervention logic is formulated along the overall development objective:

⁹ ILO IPEC: the Time-Bound Programme Ghana, 1st phase 2005 -2008, closely cooperates with the DWPP/GPooP, including in the two districts in the Central region.

“to contribute to the reduction of poverty in Ghana, through an integrated and comprehensive approach that will reduce Decent Work deficits in micro- and small enterprises in the informal economy and enhance the potential of women and men for employment and self-employment.”

Against the overall objective of this pilot programme, the project purpose is built on achieving two immediate objectives, as listed below:

1. *“ILO constituents and other relevant national actors have a demonstrated capacity to formulate, negotiate and implement policies and programmes for poverty reduction through enhancing employable skills and reducing Decent Work deficits in micro and small enterprises in the informal economy.”*
2. *“The districts of Ajumako-Enyan-Essiam and Awutu-Efutu-Senya make effective use of the local economic and social development approach to reduce poverty by improving employability and reducing decent work deficits for women and men in micro and small enterprises in the informal economy and serve as a model for decentralised interventions under the GPRS.”*

The design of the overall development framework of the GDWPP/GWooP project is designed against the key framework for policies and resource allocations of the GPRS (I/II described above). With regards to making the link between job creation, private sector development and local (economic) development initiatives, decent work concerns fall under the agenda of ILO programmes such as IPEC’s Time-Bound Child Labour program. The ILO also envisages support to cooperative development which could become a future component of the GWooP programme¹⁰.

A series of parallel projects and initiatives by other development partners is worth mentioning:

- BDS Working Group (meeting 26/01/2006): established in mid-2005 with DANIDA as the first host of meetings, the group meets on a regular basis among BDS development partners, representatives of the Government of Ghana and other stakeholders, to exchange strategies, experiences and news in providing support to the business development services (BDS) approach in Ghana. The group is currently under the auspices of GTZ Ghana, with particular inputs provided by the forthcoming GTZ ‘Enabling Environment’ programme (merger of the two projects „Promotion of the Private Sector , PPS” and „Rural Trade and Industry Promotion Project, RuTIPP, as of mid-2006). The DWPP/GWooP project has been invited to present its BDS experience to the group in a next meeting (March 2006).

- IDEAS Fund/SPEED Ghana: the **I**nnovation and **D**evelopment in **E**nterprise **A**ssistance **S**cheme (IDEAS Fund) was established in October 2004 under the joint DANIDA/GTZ Support Programme for Enterprise Empowerment and Development (SPEED). In its 1st phase (until December 2005), the IDEAS Fund catered for the piloting and development of new innovative business support instruments for enterprise growth of MSE mainly in difficult or emerging markets and with special focus on projects addressing non traditional exports, food processing, information & communication technologies, and newly started enterprises. The regions covered by the Fund include Greater Accra, Ashanti, Central Western, Brong Ahafo and Eastern region.

Project partners of DWPP/GWooP at district level successfully applied for IDEAS funds (Ajumako-Enyam-Essiam District Assembly). The project proposal developed by the SPGE in cooperation with the Center for Rural Enterprise Development (CRED) aims at ‘developing product quality clinics in oil palm processing’ for around 300 processors in the district. Its approval (for an amount granted of 374 mio Cedis) from among more

¹⁰ See Igor Vocatch-Boldyrev, ILO Cooperative Branch: Mission report 28 Nov – 01 Dec 2005, regarding the participation at the Ghana Employment Policy Workshop (29 – 30 Nov 2005).

than 400 proposals (approx. 10% of them were selected) constitutes a real success for the SPGE and its partners.

3.5 Overall validity of design

3.5.1 Assessment of Current Design

The below chart serves as an illustration on how the project plans and designs its numerous activities:

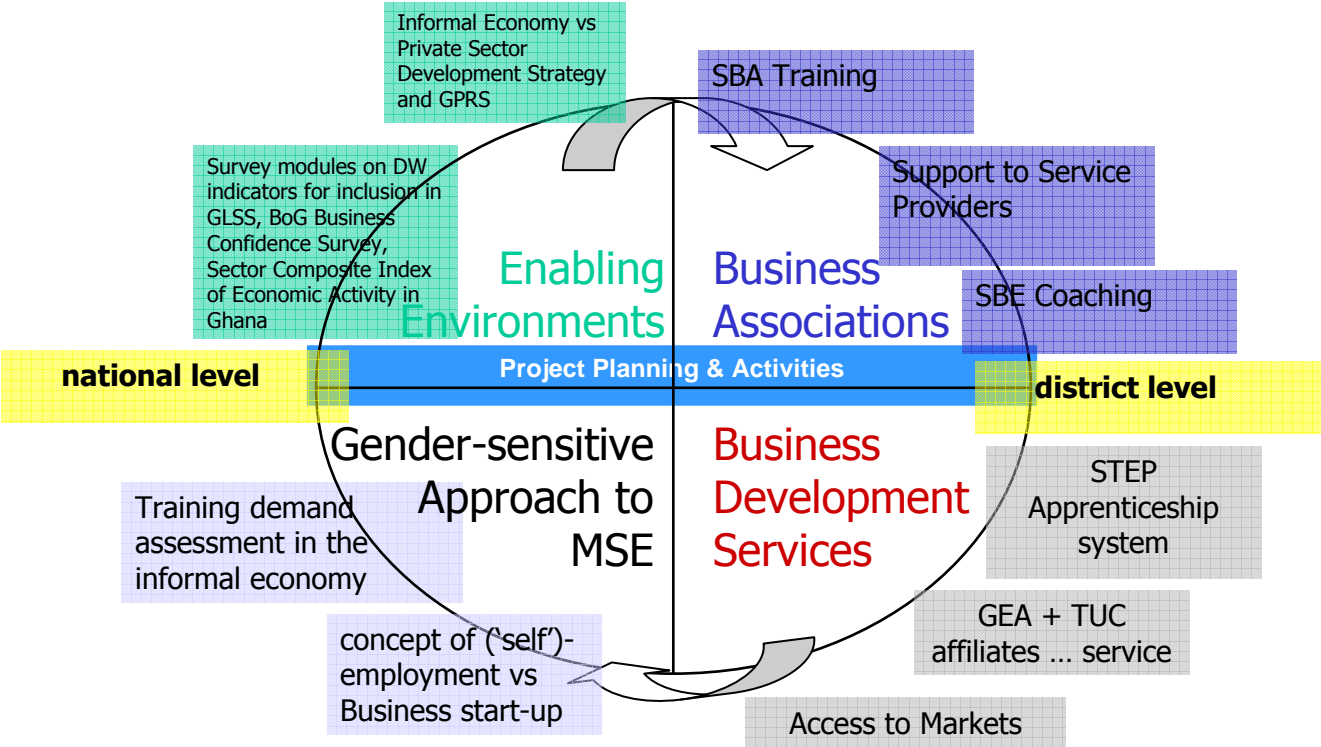


Chart: Adaptation of Design by S.Bauer, used by ILO-SEED in other projects (2005)

Validity of design of immediate objective 1 (national level):

(+) The '**decent work**' connotation has effectively become a label of the project. Working with MSE in remote areas against a poverty context appears to be feasible when adopting an integrated approach to public-private-partnership arrangements.

(+/-) One important aspect is the valuable **gender work** done (number of women trainees). On the other hand, *gender mainstreaming tools* developed by the ILO Bureau of Gender Equality appear to have been little used for strategic and effective implementation¹¹. Here, the project would need to systematically use such tools and instruments available so as to integrate gender concerns into its cooperation procedures with the counterpart Ministry at national level, as well as with partners and stakeholders at the district level.

Validity of design of immediate objective 2 (district level):

¹¹ This concern has been stressed by the ILO Bureau for Gender Equality in Geneva (briefing session Evi Messell, head of GENDER, 15/12/2005; see www.ilo.org/gender for the tools available).

(+) The project design provides room for the project to cooperate with the relevant stakeholders at district level. The organisation of key players for local economic and social development (LESD) in the SPGE structure appears to function well. The mechanisms are steered and budgeted locally in the two districts (a total of 90 million CD was earmarked in 2004), and matched with funding support by the project for the implementation of the District Action Plans (US\$ 15,000 per district allocated early 2005, plus an additional amount of US\$ 30,000 planned for disbursement during the last quarter of 2005). To this end, written procedures were agreed upon between the ILO headquarters, the national ILO project team and the SPGE coordinators in the districts.

(+) The detailed assessment of the LESD process through the SPGEs, elaborated by the ILO intern Sophie Grooten¹², gives ample evidence of the functions and objectives of these structures as well as of progress, activities and achievements in 2004 and 2005. Operational planning is largely done by the district assemblies/SPGEs, with minimum involvement by the NPC.

(+) Four short individual case studies¹³ demonstrate the potential impact of the work at district level and thus stress the validity of the organisational design of the SPGE.

(+/-) One serious challenge, however, is perceived by national ILO project staff (NPC) as the allocation and disbursement of funding from the ILO. At the time of the evaluation, these funds have not been properly accessed although an external payment authorisation (EPA) had been provided early 2005.

(+/-) Validating the design from an *operational point of view*, the immediate objectives appear rather ambitious, for the following reasons:

- *indicators formulated* (evidence: ProDoc) – the output-oriented approach inherent in the ProDoc (number of trainers trained, entrepreneurs reached etc) would usually fit in a project context with direct interventions at micro-level. In this case, however, the lack of baseline data and verifiable quantitative targets reflect the weakness of project management to produce figures. There is no evidence of a starting point for verification of percentages (example: logframe 2.7, p.38: Membership of SBA and other representative organisations increased by 25% - from what basis?).

As a result, the project team did not establish a monitoring&evaluation (M&E) mechanism or reports on impact assessments as was originally planned according to the logframe. The sources for verification mainly refer to the Skills Training and Employment Placement (STEP)'s M&E system and 'gender disaggregated information' that reflect the progress and impact of STEP (example logframe p.39, 1.1.1). Unfortunately, it is not evident to what extent the work assigned to STEP has actually been delivered.

- *Targets met* directly and indirectly (evidence: verbal briefing by NPC, during evaluation week 23 – 27/01/2006): one can positively state that the main quantitative targets were effectively met, namely:

- **Direct outreach:** some 850 participants were trained in various capacity-building workshops for SPGE members in the two pilot districts¹⁴; another 500 SBEs are to be trained shortly in business management skills, applying a locally adapted IYB

¹² Grooten, Sophie/ILO-GDWPP: A Local Economic and Social Development Initiative in Ghana: The Sub-Committees for Productive and Gainful Employment. Documentation of two pilot districts' experiences – Awutu-Effutu-Senya and Ajumako-Enyam-Assiam, draft report Dec. 2005

¹³ The four cases refer to one individual small enterprise (local distiller) in Ajumako district, and three SBA: palm oil and palm kernel association; Kokoben wood carvers association; tailors and dressmakers association, see Grooten, S. (op.cit.), Documentation SPGE experiences, chapter 5.3.

¹⁴ Grooten, S. (op.cit.), Box I: Overview of training topics and capacity-building interventions, figures summarized from chapter 4.1 – 4.9, plus 5.1 paragraph 16, Training of SBE.

version developed by EMPRETEC for the two districts¹⁵.

- **Indirect outreach:** many stakeholder representatives and their own constituencies appear to get a clearer meaning of the *decent work* approach, and talk about their activities and aspirations for the future. Without being able to quantify the level of outreach, the external evaluator got the impression that the sensitisation of SPGE members (15 in each district) and the link of public and private economic actors involved will have considerable impact over time if allowed some more time to sustain their joint business operations. The sheer fact that a development initiative targets these remote districts inspires the entire local community.

- *capacity-building and structural design* at national level: the external evaluator tried to cross-check the validation of inputs received so far by local structures through the project. Certainly, a **lot of inputs were effectively provided** and these are appreciated by the various ministerial partners and stakeholders. As a way of example, the Mime's Department of Social Welfare, together with the Ghana Federation of the Disabled (GFD), received the mission with a well-prepared summary of achievements and points for further consideration when designing further support¹⁶. The special assistance of the project to **people with disabilities** (PWD) included several awareness raising and sensitization workshops as well as capacity-building on the integration of needs of PWDs in development plans. One particular success story among these activities is the **mobilisation of micro-credit** (one billion CD, negotiated with the National Micro-Finance Committee; disbursement of micro-loans to 75 PWDs, for a total of US\$ 6,600).

However, the project could have structured its human resource development, organisational development and/or technical upgrading inputs more strategically if systematically built in the **design of capacity-building** in a more cohesive manner. Until present, these inputs appear somewhat '**delivery-oriented**' and mainly **activity-focused** through training workshops only. Interestingly enough, the same criticism of the project is formulated by the DSW/GFD group with regards to STEP which it assesses as little sustainable, because not well targeted, and put on hold temporarily.

Given the **short-term scenario** of the project (two years only, no phasing-out or bridging built in), the **project design appears over-ambitious and lacking a vision** or direction beyond this phase. If the program aims to achieve impact and share a more long-term vision among all stakeholders, the overall economic purpose and direction of interventions has to be re-assessed before a new project phase can start. Such an exercise could be arranged for in a well-moderated workshop format, and complemented by individual in-depth interviews with key persons for stakeholder consultation.

3.5.2 Verification of New Project Design (DWCP 2006 – 2010)

In November 2005, the ILO has formulated a new project proposal (SPROUT) along its operational objectives of employment (employment policy; knowledge, skills and employability; employment creation) and social dialogue (social partners; Governments and institutions of social dialogue).

The future project aims to contribute to poverty reduction in Ghana by promoting productive and gainful employment at the local level in line with the GPRS II. The project

¹⁵ The ILO's Improve Your Business (IYB) package is a modular set of training inputs, here on the topics of credit control, costing & pricing, distribution, sub-contracting, networking, book-keeping, alternative investment, sourcing of funds, hygiene at work (and others).

¹⁶ DSW/GFD evaluation meeting 25/01/2006, attended by S.Bauer, S.Grooten, ILO intern, and Dr. Al-Hassan, MMYE representative.

¹⁸ Act.462, Local Government Act

is designed as a continuation of the GWowP 2004-2006 that piloted an integrated LESD approach to address Decent Work deficits in MSE in the informal economy in two of the poorest districts of the country, namely Ajumako-Enyan-Essiam (AEE) and Awutu-Efutu-Senya (AES) districts in the Central Region. The project will build on the lessons learned of GWowP I and strengthen national capacity for the replication of the pilot experience in other districts and regions.

The three immediate objectives are formulated around (1) capacity-building on Decent Work and LESD of MMYE and other relevant national and local actors, in particular relating to the Youth Employment and Job Creation Programme; (2) capacity-building for local level outreach (through GEA, TUC and other national organizations) to better render services to their respective member base, decentralized structures and their clients; (3) establishing the LESD approach as an organizing framework at district level to initiate and link up with socio-economic development and employment generation programmes.

In the view of the external evaluator, the log frame around these three objectives would benefit from both a participatory stakeholder exercise in Ghana as well as from a rethinking of the logic behind separating (1) and (2): these two could merge into one immediate objective on capacity-building and organization development, while the third immediate objective (LESD/districts) would become '2' and stay as is.

The external evaluator has assessed a high commitment for continuation of the DW policy agenda on both the Government side at national level (MMYE) as well as on the side of social partners represented through the SPGE who represent the local economic stakeholders.

As the new SPROUT further elaborates, '...embedding the SPGE within the national legal framework¹⁸ favours local involvement and ownership of the development process and local employment matters. This way of institutionalizing public-private dialogue at the local level increases the possibility to sustain over time. SPGEs provide an important platform for organized informal economy operators to voice their interests, gain recognition for their contribution to the local economy and participate in shaping it further.'

Furthermore, the SPROUT also refers to SBAs '...as an important vehicle to reach out to a great number of informal economy operators. It is more cost-effective, and therefore also more sustainable to work with one representative organization than with many individual businesses. Also, SBAs help individual businesses learn from one another. And by helping a SBA, resources are more likely to be shared, and shared more equally, among businesses rather than benefiting just one or two businesses. Integrated small business development is more likely to impact on the local economy than isolated interventions. In other words, it is the combination of interventions in selected priority sub-sectors that can make a real difference in people's working and living conditions.'

Drawing on the lessons learned from the current pilot project, the SPROUT describes as main features for a **future project strategy for a two-phased project** (2006 – 2008; 2008 – 2010) the following elements for consideration:

- **Flexible replication** (i.e. adaptation to the specific needs per district).
- **National policy coherence** (i.e. support of national level policy dialogue and coherence for employment creation at the local level).
- **National capacity-building for local outreach and delivery** through national organizations with an important outreach at the local level such as ILGS, key ministries, SIF, National Association of Local Authorities Ghana (NALAG).
- **Demand driven and phased implementation** in response to district demands (pro-active attitude and full commitment to the project approach from the side of the District Assemblies and other district stakeholders).

- **Synergies** to be fostered with other development initiatives (ongoing ILO programmes such as IPEC's Time-Bound Programme, Action Programme against Forced Labour and Human Trafficking in West Africa, International HIV/AIDS Workplace Education Programme; cooperation with the National Youth Employment Programme (MMYE), the forthcoming GTZ 'Enabling Environment' programme (merger of PPS and RuTIPP), the Community Based Rural Development Programme (WB), SPEED Ghana/GTZ in cooperation with DANIDA (support to private sector development & labour market policies), the GRATIS Foundation, and the Rural Enterprise Development Support project (UNIDO).
- **Mutual district support** for knowledge transfer and business linkages (benefit from the experience of SPGE members, district trainers and experts involved in the pilot experience).
- **Mainstreaming Decent Work and gender equality** (address informal economy gender dimension; conduct social marketing campaigns via local radio stations; work on safety and health concerns in MSE through "business health check-ups", linking SBAs with the District Mutual Health Schemes, socio-economic integration of persons/entrepreneurs living with disabilities, addressing HIV/AIDS at the workplace and the elimination of child labour through fostering income and employment opportunities for the adult family members).
- **Economies of scale:** use of material developed in the current project at a broader scale (see chapter 4.3.2 of the present report), and of trainers trained (LESD promoters, SBA trainers) in the pilot districts for replication of the LESD approach in other districts.
- **Continuity** (further support to the pilot districts of Ajumako and Winneba; use of important learning points from the use of funds in these two pilots through systematic monitoring, knowledge sharing and impact assessments; development of an assessment methodology to measure the effectiveness and sustainability of the LESD *process*, i.e. to what extent the public-private dialogue influences policy and resource allocation decisions).
- **Sustainability** (gradual transfer of responsibilities currently carried out by the ILO project (and similar donor-funded projects; creation of a *national LESD coordinating Unit* in the MMYE to become the main coordinating and implementing unit for district level employment creation in Ghana. By the end of the project (2010), the Unit will function autonomously and can rely on the capacities of national and local actors (such as the pool of LESD promoters) to accompany local and demand driven employment generation and LESD initiatives.
- **Knowledge sharing** (national and international dissemination of experiences gained and data generated through evaluation and impact assessments in the districts and at national level. Means: publications, video, workshops, study visits and participation in national and international forums, including the policy coherence group in Accra, the ILO Virtual Forum, international training programmes delivered by ITC Turin, the International Cooperative Alliance (ICA).

In the assessment of the external evaluator, these elements are well described and offer an excellent framework for future vision-building towards implementation of a full-fledged decent work country-programme.

4. Implementation

4.1 Project Resource Inputs

The project is **nationally executed** and staffed with two national project coordinators (NPC, one of them deputy NPC). Other resource inputs are provided mainly through the ILO's **international backstopping** from headquarters as well as from the ILO area office in Abuja. Short-term consultants were provided along the requirements for activities and outputs to be produced in the field (examples: STEP monitoring/data base; IFP/SEED's training materials on SBA and LESD).

The **short time span of the GWooP pilot phase** was based on no previous long-term inputs in the field, therefore the backstopping support of ILO headquarters' technical units appears crucial. The national project team stresses the good level of cooperation and exchange of information between its office located at the counterpart MMYE, and the various ILO units involved. However, it should be stated that the GWooP/DWPP office obviously also served as a resource unit to many visiting ILO partners, staff and consultants (whoever wanted to know about Ghana would come to this office) – which sometimes resulted in an overload of demands and support needs provided by the project team.

The **role of ILO technical units** at headquarters and the inputs they provide to the nationally executed pilot project has not always been clear or transparent. This obvious confusion, an impression created during the external evaluator's initial briefing in Geneva, has unfortunately been confirmed in the field. Here, both NPCs as well as ministerial staff and development partners at district level expressed their (partly) confusion and (partly) dissatisfaction: there were too many actors involved, and too many international visitors (ILO staff; consultants) coming along with their different ToR, expectations and ideas, without sometimes grasping the novelty of the LESD approach for the pilot project.

The role of **INTEGRATION**, while truly acknowledged as the backbone of the pilot and a source of continuity for stakeholders in Ghana, has not always been clear among the respective ILO technical units, such as IFP/SEED, SKILLS, the Cooperatives branch or others. It appears that too many meetings took place with too little outcomes, so that some ILO staff members decided to withdraw their initial cooperation with the project.

In terms of further resource inputs, the pilot project benefited from other **development partners** and a **national consultants' base** on whom the project could readily draw: due to the previous build-up of contacts, knowledge and experience of the various ILO units in Ghana, the implementation of the pilot project could gain momentum through the longstanding professional relations the ILO has with, amongst others:

- **FIT Ghana:** FIT Ghana is a small BDS provider created along the former ILO FIT model²². It was contracted by the pilot project for several work items (social marketing; SBA training; other activities) and is mainly involved with MSE-related issues;

Empretec Ghana: Empretec Ghana is a major BDS provider and facilitator of services that conducts training in various regions and districts. It was equally contracted by the pilot project for a number of work items, such as SBA training needs assessment and also conducting sub-sectoral MSE training (fisheries; textiles and garment) at district level.

4.2 Project Implementation Structure

The GDWPP/GWooP project is fully embedded in local structures: the national programme coordinators (NPCs) work in close cooperation with the counterpart Ministry, the MMYE. A Steering Committee is established to ensure operationalisation of the project. The Steering Committee members include, besides MMYE as the counterpart, representatives of the Ministry of Local Government & Rural Development, TUC and GEA, the Regional Coordinating Council, Central region, and the District Chief Executives of the

²² The international FIT programme was launched in 1991 for 'stimulating innovative BDS for SME'. FIT Ghana is a spring-off of this initiative and continues to serve both as a facilitator and provider.

two pilot districts of Ajumako and Winneba. ILO staff included both the NPCs as well as international staff from headquarters. As a matter of evidence, only three women were among the 18 participants of the last steering committee meeting (March 2005).

Budget wise, there is no counterpart contribution foreseen in the project agreement. The MMYE as project counterpart provides the basic infrastructure (two offices), while PC/equipment and furniture were allocated for by the project.

There is regular cooperation between the project and national staff both at higher policy level as well as at operational level (coordination of stakeholders, see Annex 1, mission schedule and list of persons met during the mission).

The NPCs play an advisory role on policy dialogue to the Minister and his staff. Recent examples refer to the NPCs close involvement in preparing for the **Ghana Presidential Summit on Employment 2006** (preparatory Workshop: November 2005). Similarly, the project contributes to the establishment of a **National Employment Task Force**, which is headed by the MMYE under a Presidential directive. The project assists in the development of guidelines for the Ghana Youth Employment Programme, a major Government initiative that is furnished with a budget of US\$ 100 million derived from HIPC funds.

At the district level, the **sub-committees for productive and gainful employment (SPGEs)** were set-up as a statutory sub-committee under the District Assembly (DA, Act 462). They operate in line with TC standing orders provided through the ILO. Each SPGE consists of 15 members (4 private enterprises, 6 DA members, 5 DA technical staff). The SPGEs managed to register 150 SBAs and about 4000 so-called small business enterprises (SBEs). The registration of these MSE does not replace the formal registration procedures practised otherwise in Ghana. Nevertheless, these data are very useful as (a) baseline data for the two districts and (b) means of sensitisation of MSE on their way to formalisation.

Another recent contribution to ensure project implementation in line with national initiatives is the signing of a *Memorandum of Understanding* with the Social Investment Fund (SIF, January 2006). This is to formalize the collaboration between the ILO's GWOOP project and SIF concerning the implementation of poverty reduction activities in the Central region, and in particular in the two partner districts: through training SBEs and SBAs, the ILO will recommend up to 1000 trainees to SIF for financial assistance in form of loans. ILO resource materials are indicated for future support of SIF on a country-wide level.

4.3 Activities and Outputs

The DWPP Ghana successfully conducted a large range of activities, and produced a number of tangible outputs in 2004/2005.

The external evaluator reviewed the assessment of progress made in 2004 (see Report of Steering Committee Session, March 2005), and combined these results with project information for 2005, received during the evaluation mission. A timeline of project activities is summarized herewith:

Timeline Ghana WooP/DWPP 2004 2005

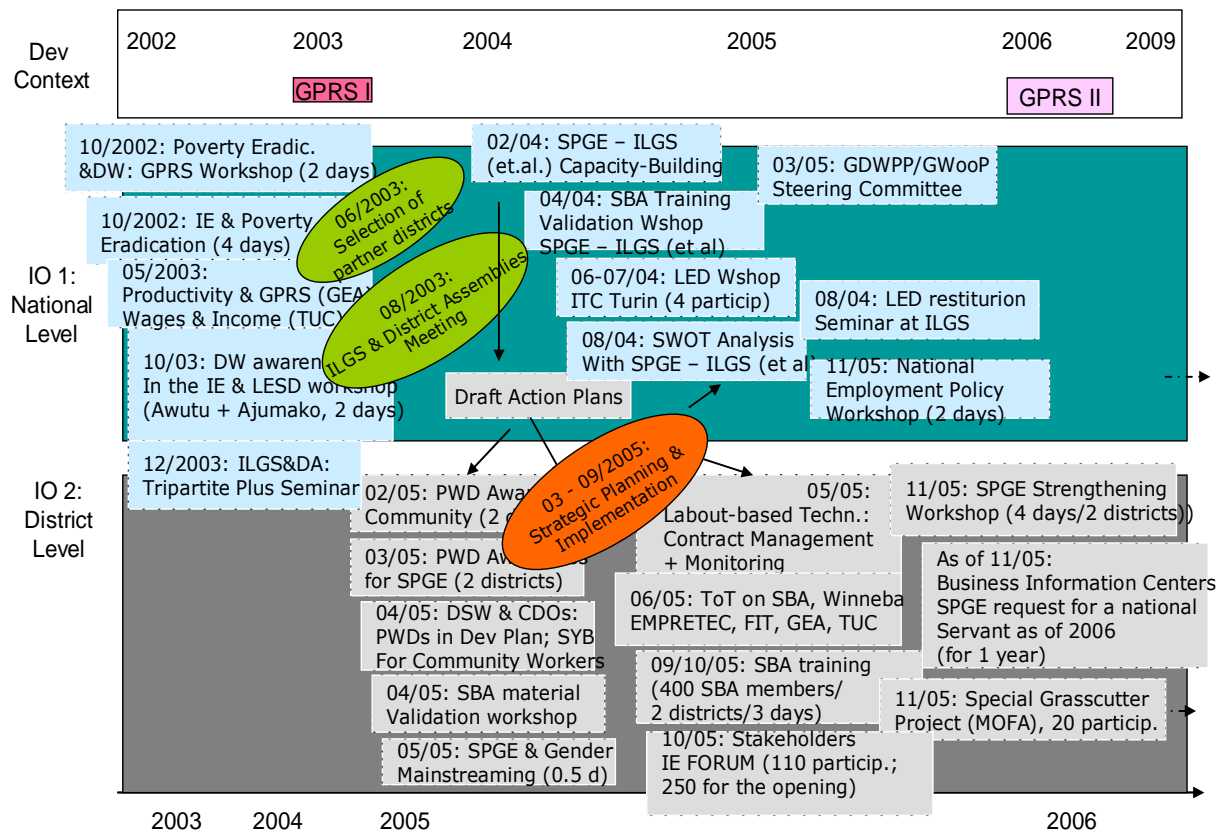
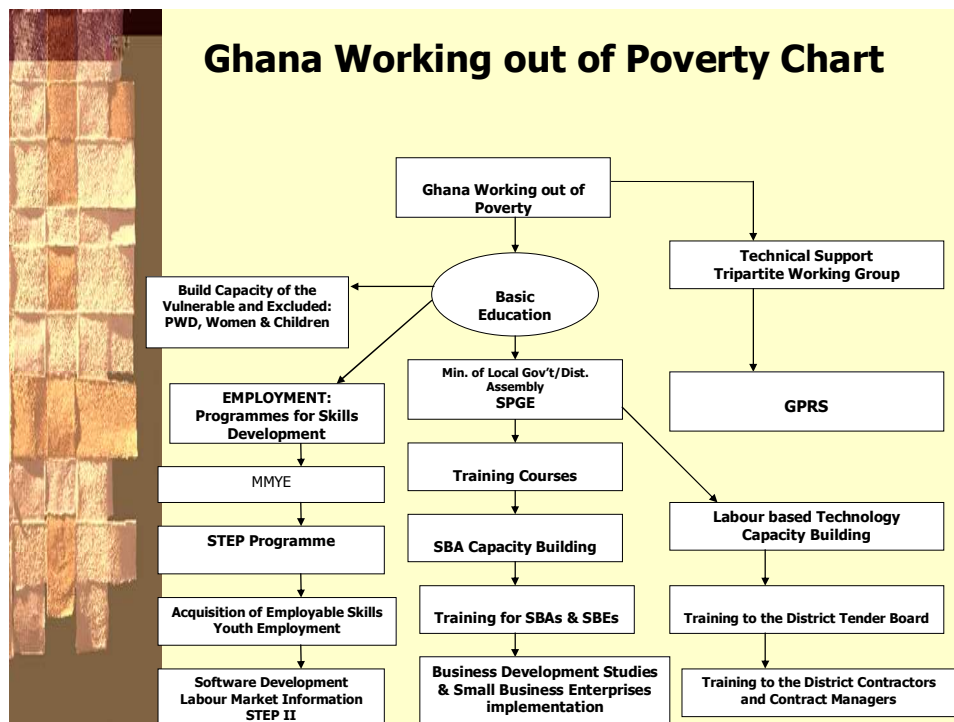


Chart: Timeline of Activities and Outputs, GDWPP/GWoop (author: S.Bauer)

The timeline allows reviewing the overall process of development, and the bulk of activities that were carried out over the past two years. As activities and outputs of the project were not presented to the evaluator in a progress review format, the above layout is meant to provide an overview of activities only. It would have been certainly complemented during the evaluation, but there was no time to develop it on-site.

The picture shows a clear shift of activities conducted at district level as of 2005, as against the earlier years, where emphasis was more at the national level. This is fully understandable and follows a logical process from awareness raising, capacity-building and partner selection in the first year, towards tangible outputs and results in the second year through training materials delivered, trainers trained and local structures (SPGE) organized and strengthened.

In comparison to this overview, the NPC provided a 'Ghana Working Out of Poverty Chart' that may complement the information, as shown below:



Source: Sub-regional Workshop on Employment-Intensive Investment Policies and Practices, 13th December, 2005. Presentation by ILO NPC Kwamina Amoasi-Andoh

This overview shows a number of activities for which the external evaluator had difficulties in getting a clear assessment in terms of outputs: this is in particular the case for the STEP programme. The status of software development on labour market information was assessed (upon the external evaluator's request only): the staff of the MMYE's Employment Information Branch of the Labour Department is overwhelmed with the STEP monitoring system which at present only contains a basic data base established on ACCESS (9750 trainees entered along 376 training institutes from the public sector mainly). Although the data base is established and can be used and expanded further at any moment, it is not operational because no personnel are allocated to enter the data, let alone in a decentralized way so as to make such data readily available. In addition, there is no monitoring of training activities provided by the project through the SPGE and the various private service providers subcontracted. This is in fact a very unfortunate and little efficient use of resources of STEP allocations.

4.3.2 Outputs in Terms of Material

SBA manual: the Small Business Associations Facilitators and Resource Guide was developed and adapted to the Ghanaian situation on the basis of an ILO tool already in use in Africa, Asia and Latin America.

LESD Guide: the **Operational Local Economic and Social Development Guide for Ghana** is currently being finalised by ILGS and a local consultant. It will be used early 2006, if time allows beyond end of February 2006. According to the NPC and ILGS, the earliest date for delivering the training would be March 2006.

Contract Management: a training curriculum on contract management, monitoring and accounting for local governments was developed.

5. Performance

5.1 Relevance

The overall relevance of the GDWPP/GWooP project is clearly given within the GPRS development framework. The project was able to fully participate in and contribute to the reformulation of GPRS I to GRPS II (i.e. moving from 'Ghana' to 'Growth').

The **focus on employment generation**, and the strategy towards the improvement and expansion of safety nets (chapter V of GPRS II) demonstrates the need for a more long-term impact chain towards poverty reduction and the promotion of Decent Work. If the project was to continue, it would certainly be in a position to work very closely with the MMYE and other line ministries as well as with LED stakeholders across the board, to contribute to address the challenge of unemployment, underemployment and poverty.

The **concept of BDS market development**, however, has not been addressed by the project. To the contrary, the project is obviously not fully aware of the BDS dilemma of providing training almost free of charge and almost entirely subsidized. It therefore carries the risk of contributing to a **distorted market environment** that does not encourage more self-sustaining market mechanisms for training delivery to emerge beyond donor support. Likewise, notions of embedded services and alternative ways to cost recovery through commercial BDS providers, or private-sector-led facilitation services for LESD have not been looked into by the project. This should definitely be addressed in the future, if the DWPP transforms into a full-fledged country programme.

5.2 Effectiveness

Both direct and indirect awareness-raising and capacity-building measures show an effective delivery of project activities that can be considered successful for a pilot.

However, while a lay-out was made for the national Youth Employment programme under STEP, its preliminary outputs (as described earlier for the MMYE's monitoring unit) have had no effective bearing on the effectiveness of the GDWPP/GWooP project implementation. Instead, monitoring of and by the project has been 'hazard' rather than systematic (see last Steering Committee, March 2005). As a result, there is no comprehensive record of either the process or progress made in the two districts to be able to make it a blue-print for a full-fledged Decent Work Country-Programme (DWCP) in the near future.

Due to the above-described deficiency in monitoring, there is no **impact measurement framework** in place that would validate effectiveness beyond quantitative data (numbers of people effectively reached) through awareness-raising or capacity-building measures of a more qualitative nature. The NPCs are, to some extent, aware of this weakness. A future project team would need proper in-depth-training and coaching to systematically measure impact over time, in the medium- and long term.

5.3 Sustainability

Partnership arrangements between the GDWPP/GWooP programmes were successfully launched with several national actors among the tripartite ILO constituents (MMYE, GEA, and TUC). One important new partner is the SIF whose nation-wide support to micro-finance operators bears great potential for sustainable delivery of a country-wide decent work programme in the future. The MOFA is another more recently associated partner who is also well equipped to deliver support to the decent-work target group in remote and rural areas.

Institutional sustainability is ensured so far by the partners who provide national capacity-building for the operationalization of the decent work agenda, i.e. service providers like EMPRETEC, FIT and ILGS. Their financial sustainability is, however, less secure as they can only contribute to the GDWPP/GWooP programme on a contract basis.

5.4 Efficiency

The cost-conscious running of operations handled by the NPC and his team has enabled the project partners to manage modest budgets at all levels, be it for national awareness raising interventions or for district level disbursements. The high degree of motivation has led the partners act in a modest and patient way. One must, however, state at this point that the difficulties and cumbersome procedures resulting from the ILO's internal management processes (e.g. the shift to IRIS software for financial disbursements) have resulted in serious delays, and sometimes to a certain degree of unclarity as to who is responsible and with what authority. This is all the more astonishing as the project was closely coached by ILO staff from headquarters. Certainly, some lack of communication may have come as a result of staff turnover (ILO staff changing to new positions outside headquarters).

Against this observed deficiency of efficiency in project implementation, one should recognize the most efficient handling of payment authorisations and backstopping (including field missions) by the combined efforts of the INTEGRATION department, the technical units and last, but not least, the resource mobilisation section (development cooperation branch, COMBI).

5.5 Causality and Unanticipated Effects

The project's results were and are positively effected by the overall GPRS I and GPRS II process that laid the ground for a conducive policy development in Ghana. Some of the success factors of the project can certainly said to be internal: the rootedness of the project in the local structures both at national as well as at district level derives from the good reputation and networking of the NPCs.

Other factors may relate to external incidents, such as the Government's decision (Presidential directive) to develop a nation-wide youth employment programme. This initiative constitutes a highly promising opportunity to generate impact that the ILO should not underestimate for any of its future dealings to promote the Decent Work agenda.

5.6 Alternative Strategies

'There is always a better way' as the saying goes..yet the problems to be addressed when taking about unemployment, underemployment and bad working conditions cannot easily handled in a more effective way as is the case through acting locally at district level. This is where impact will be felt if mechanisms sustain. Notwithstanding the challenges highlighted during the present report for a more effective way to implement certain measures (e.g. monitoring&evaluation; data generation for the development of truly verifiable indicators), it can be said that the project has done its best to achieve what it has –and this has been a lot.

5.6 Special Concerns

International Labour standards: child labour concerns in Ghana constitute a serious challenge for the ILO (ILO Child Labour Convention 138, and Convention 182). To this end, the project closely cooperates with the **IPEC's Time-Bound Programme** on Worst Forms of Child Labour (WFCL, phase 1, 2005 – 2008).

Equality and Gender Issues

The GDWPP/GWooP programme addresses equality and gender issues in an integrated way: by taking a multi-sectoral approach to MSE development and LESD interventions, women make up a considerably high amount of the target group (between 50 to 70 percent of the final beneficiaries reached, in some cases). MSE owners are often female-headed households whose basic entrepreneurial education is weak and therefore needs special attention for any future intervention.

The project has done less to improve equality at the workplace within the national institutions it cooperates with: taking the example of the District Assemblies, only a small percentage of SPGE members is female (evidence: DA meeting Ajumako: only one female of 18 SPGE members who attended the evaluation session, 26 January 2006).

The same will be true for employees of public institutions at the managerial level: staff positions for female members are limited also in Ghana, although the external evaluator was impressed with some outstanding exceptions: the executive director of GEA is female, and so is the ILGS managing director. The acting coordinator of the GFD is female as well, and her strong position demonstrates the conducive impact this has on the equality level within each of the aforementioned organisations. In the future, support to launching a systemic OD process around gender issues at the work place in Government institutions would be of benefit to their organisational strengthening through the DW agenda.

Environmental Factors

The GDWPP/GWooP programme supports MSE development along the full range of industries and trade of the informal economy. Clearly, environmental factors are of less concern in a region where micro-enterprises – mostly services and handicrafts - are the majority of all small businesses. SME industries are not in the focus of the project.

In the future, the GDWPP/GWooP programme may facilitate donor support for implementation of activities that combine the LESD perspective with environmental concerns at local level. PPP arrangements successfully implemented by the ILO in other countries may serve as examples (municipal waste management). Innovative child labour schemes in precarious trades such as garbage collection could also be tested in cooperation with the aforementioned IPEC/TBP in Ghana.



Knowledge Sharing

The documentation of project experiences is of utmost importance to share the knowledge and encourage feedback for future interventions. The documentation of the SPGE experience as part of the project's overall LESD initiative (draft report S.Grooten, see Annex 2) is one main example for such an endeavour.

Other means of sharing experiences and achievements with stakeholders are the NPCs' contributions to workshops, conferences and seminars (e.g. presentation at the recently held sub-regional Workshop on Employment-Intensive Investment Policies and Practices, Accra, 13 December 2005).

6. Lessons Learned

The below lessons learned were developed during the mission. They serve for further discussion of indicators, and in how far these may be feasible for future interventions:

  **Project Design** (LOGFRAME review): although the two immediate objectives (aiming at national and district level) are consistent with the overall development objective, the lack of using the frame for **operational planning and monitoring** has shown that it is of little relevance to ensuring project management and delivery. While the list of **comparative indicators of achievement** can also be validated as

appropriate, the ***list of specific indicators per immediate objective*** confirms the lesson learned that partly unrealistic and partly irrelevant indicators result in the logframe becoming obsolete. As a result, project staff struggles for a good sense of direction for implementation and does not even start using the logframe as a daily tool for rolling planning.

☐ **Access to Target Groups, Sense of Ownership & Injection of Funds:** working through the SPGE in the two pilot districts has meant a fairly well access and outreach to a wide range of final users and beneficiaries of project inputs. At the same time, the sense of ownership has not yet rooted deeply, because of the SPGEs' dependence on external funding. If successes such as additional fundraising and institution-building sustain, the SPGEs will have learned an important lesson of result-based monitoring as a means of good practice (forthcoming: IDEAS Fund disbursement).

☐ **Awareness created & Action stirred:** the DW approach combined with the LESD concept and PPP arrangements make the overall project concept highly relevant in the Ghanaian context of GRSP II. Despite the novelty of this combined and somewhat complex approach, the awareness created among the stakeholders has already shown to be evident. If in future impact can be validated over a longer timeframe, the awareness will develop into action taken by the stakeholders themselves.

☐☐ **Process & Timeframe:** The delays and bottlenecks in some parts of implementing the pilot project (that naturally has a short time-frame) have undermined the creation of a long-term vision along GPRS I and II.

☐ **SBA & SBEs:** the grouping and strengthening of hitherto less well structured SBAs (150) has had a dynamic effect on many SBEs/informal economy operators in the two districts. A combination of group training, mutual learning among SBEs and (rather informally done) individual business coaching shows the cost-effectiveness of these inputs for the improvement and growth of their economic ventures.

☐☐ **Sustainability:** For a truly integrated MSE development and LESD approach to succeed beyond external funding, the performance criteria assessed (throughout chapter 5) need to be further developed and improved for future interventions. The lesson learned from that is that the momentum created by the GDWPP/GWooP programme in its pilot phase carries the risk of lack of sustainability if the project is terminated at the end of the current phase (i.e. by February 2006).


☐ **Impact Measurement:** impact measurement has not been possible, due to the lack of a simple monitoring & evaluation (M&E) system in place. A rapid impact assessment would have to use all project data generated at this point, and use them as the baseline for a next phase. Such an approach is methodologically viable, feasible and can be done at low-cost to validate potential impact that might already show, on a wider scale, in the near future.

Further to these **lessons learned**, a number of **open questions** remain. They need to be screened again in order to translate into action to be taken in the future:

☐☐ The **good reputation** that the ILO GDWPP/GWooP programme has built up within a relatively short time frame is impressive. At the same time, the expectations created through a complex (many themes, sub-sectors and tools covered) and supply-driven offer of ILO products (training manuals; resource guides) creates a certain lack of direction and sense of realistic targets: what if the project effectively comes to an end by February 2006?

☐☐ **Macro-Economic Framework and Enabling Environment:** there is no clear focus in the combined efforts of implementing the ILO's DW agenda through capacity-building at the meso-level, and the GPRS II framework and the high-level governmental Private

Sector Development Strategy ('Golden Age of Business') at the macro-level. Given the fact that more than one Ministry interacts with the project on the informal economy, it would be important to also verify in what way to coordinate with the Ministry for Private Sector Development, and the BDS desk established at that level.

 **BDS 'dilemma':** the afore-mentioned challenge of rendering highly subsidized training versus reasonable cost-coverage of services by private BDS providers needs to be discussed among project stakeholders. The applicability of BDS in rural settings should be reviewed in partnership with the BDS working group In Ghana.

7. Conclusions and Recommendations

7.1 CONCLUSIONS

The success of the GDWPP/GWooP project has become evident from the achievements over the past two years (2004/2005). Activities demonstrate a dedicated team and a highly positive level of cooperation with national MSE/IE structures. The overall range of inputs, outputs and activities is clearly in line with national priorities and Government concerns to bring the MSE and Decent Work agenda forward.

In the view of the mission team for the evaluation, the ILO has an obligation to continue identifying the financial support needed to accomplish project tasks and pursue its rightful initiatives in a long-term prospect. If not, the ILO will lose its credibility in Ghana. At the same time, a continuation for a more long-term intervention under the label of a **decent work country programme** constitutes more of an opportunity than a threat.

The ILO is already so well established at the national level that it now also has to live up to some of the expectations created through its numerous workshops, policy contributions and activities. The establishment of a proper labour-market information system would be one such expectation, the continuation of the DW agenda with a focus on youth employment would be yet another.

7.2 RECOMMENDATIONS

First of all, in the **short-term, a three-months bridging phase (March – May 2006)** is needed for a transition from the GDWPP/GWooP programme towards a full-fledged DWCP programme. There are several steps necessary for the project to harvest its fruits.

To this end, the external evaluator recommends to use remaining funds from the existing budget (an approximate 25% of the budget remains unspent by the end of February 2006) for the following purpose:

- Launch a participatory stakeholder exercise on project planning for a new DWCP (use the draft SPROUT elaborated by the ILO in November 2005).
- Complete outstanding project activities (application of LESD Guide; SBE training).
- Conduct a rapid impact assessment exercise (only if time and funds allow).

In the **medium- and long term**, the ILO should lobby for a new TC/RAM allocation to accompany the GDWPP beyond the present pilot phase of the GWooP programme. The draft SPROUT (GWooP II) commented upon in the report offers the appropriate format for a new DW country programme over a five-year cycle. The division into two phases (2006 -2008, 2008 – 2010) allows for a systematic project design with a proper impact measurement framework in place for the entire five-year period. If taking the origins of the ILO's decent work efforts in Ghana (starting in 2001) into account, the estimated ten-year support package to promote decent work (until 2010) will provide a strong case for the decent work agenda to contribute to reaching the Millennium Development Goals (MDGs) by 2015.

ANNEXES

1 Mission Schedule and Persons met

Ghana, 23 – 27 January, 2006

(ANNEX 1 to be inserted by 03 February 2006 only – SB)

2 Documents

(ANNEX 2 to be complemented by 03 February 2006 only – SB)

ILO Project reports:

GDWPP Report of Steering Committee Session, 02 March 2005
(incl. Annex 3: Workplan 2005 – 2006)

GDWPP: Strengthening SPGEs and Information Sharing (Afutu-Ewutu-Senya District), prepared by Anthony Adu-Baffour (consultancy assignment), October 2005

Grooten, Sophie: A Local Economic and Social Development Initiative in Ghana: The Sub-Committees for Productive and Gainful Employment. Documentation of two pilot districts' experiences: Awutu-Effutu-Senya and Ajumako-Enyam-Essiam. Draft Report, December 2005

IFP/SKILLS: Skills Training and Employment Placement (STEP): Programme Documentation, Performance Appraisal, and Proposals for Enhancement. Consultancy assignment by Preddey, G.F., draft version 4, March 2005

MMYE: Report on official visit to the ILO by Deputy Minister Dr Angela L.Ofori-Atta, October 27 – November 5, 2004 (Report date: February 2005)

ILO Documents:

ILO INTEGRATION: Working out of Poverty in Ghana. The Decent Work Pilot Programme. ILO 2004 (20 pg.), see www.ilo.org/public/english/bureau/dwpp

ILO/SEED: MEASURING IMPACT OF POLICY ADVICE INTERVENTIONS (2005, 13pg)

White, Simon, 2004: "Assessing the influence of the business environment on small enterprise employment: An assessment guide", SEED Working Paper.

Other Sources:

African Development Bank (ADB): Project Information Sheet: Urban Poverty Reduction Project Ghana, Executing Agency SIF, June 2005

Ajumako-Enyam-Essiam District Profile. Resource map showing main economic activities and investment potentials. Brochure prepared by CEDECOM Investment Promotion and Enterprise Development Centre (CIPED), District Assembly Ajumako.

Excerpts provided by the NPC (Cornelius Adablah, deputy NPC):

- Ghana Presidential Summit on Employment 2006: Relevant Excerpts from the Concept Note
- Guidelines of the Ghana Youth Employment Programme (Excerpts)

GTZ/PEED Ghana: RESEARCH ON BUSINESS SERVICE MARKETS IN GHANA FOR MICRO AND SMALL ENTERPRISES- The Usage Attitude Image Market Study, Final Report, by A.N. Bentum, Pentax Management Consultancy Services, May 2005

TUC: Meeting the Challenges of the Quadrennial 2004 – 2008. Medium-Term Policies of the Ghana Trades Union Congress.