

ILO/IPEC GHANA

INDEPENDENT MIDTERM EVALUATION

Support for the Implementation of
Time-Bound Measures for the Elimination of
the Worst Forms of Child Labour in Ghana

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QM-Consult

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LIST OF ACRONYMS

ACHD	African Centre for Human Development
AG	Attorney General
AP	Action Programme
CEDEP	Center for the Development of People
CDW	Child Domestic Work
CHACAF	Charity Care Foundation
CL	Child Labour
CCLC	Community Child Labour Committee
CLU	Child Labour Union
CHRAJ	Commission for Human Rights and Administrative Justice
CSPS	Centre for Social Policy Studies
CRED	Centre for Rural Enterprise Development
CTA	Chief Technical Adviser
DANIDA	Danish International Development Agency
DLO	District Labour Officer
DOVVSU	Domestic Violence & Victim Support Unit
DSW	Department of Social Welfare
DWP	Decent Work Project
FCUBE	Free and Compulsory Universal Basic Education
GAWU	General Agricultural Workers' Union
GEA	Ghana Employers' Association
GES	Ghana Education Service
GNCC	Ghana National Commission for Children
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
GSS	Ghana Statistical Service
IA	Implementing Agency
ILO	International Labour Office
LUTRENA	Project on Trafficking of Children for Labour Exploitation
MIHOSO	Mission of Hope for Society
MLGRD	Ministry of Local Government and Rural Development
MMYE	Ministry of Manpower, Youth and Education
MOWAC	Ministry of Women and Children
NAP	National Action Programme
NDPC	National Development and Planning Commission
NGO	Non-governmental Organisation
NSC	National Steering Committee
PACF	Parent and Child Foundation
ROHEO	Royal Health Organisation
SEDEF	Skills and Entrepreneurship Development Foundation
SPIF	Strategic Programme Impact Framework
SPSP	Social Protection Strategy Project
STEP	Skills Training and Employment Placement Programme
TBP	Time-Bound Programme
TUC	Trades Union Congress
UNICEF	United Nations Children's Fund
USDOL	US Department of Labour
VT	Vocational Training
WFCL	Worst Forms of Child Labour

EXECUTIVE SUMMARY

- The Government of Ghana (GOG) ratified ILO Convention 182 in June 2000, which made the ILO launch projects on elimination of child labour (CL).
- In 2003 the GOG included CL in the Ghana Poverty Reduction Strategy, which resulted in development of a Time Bound Programme (TBP). The TBP is in essence a national strategic framework of coordinated policies and initiatives to eliminate specified Worst Forms of Child Labour (WFCL). The concept establishes innovative technical cooperation modalities to support countries that have ratified C.182.
- The ILO/IPEC project in Ghana was launched January 2005 and has the role of delivering to the Time Bound Programme (TBP), which delivers to the Ghana Poverty Reduction Strategy. The project expires in December, 2008.
- This midterm evaluation was therefore due in March, 2007. It has the purpose of analysing structures and systems, rather than achievements. TORs are found in Annex 1.
- The aim of IPEC is to contribute towards the progressive elimination of CL, especially its worst forms. The strategy includes strengthening of national capacities to deal with CL, harmonization of legislation, improvement of the knowledge base, promoting social action against it and implementing direct actions programmes (APs).
- The project is implemented as a tripartite collaboration between Department of Labour, Workers' and Employers' Associations and ILO/PEC.
- The evaluation team made the following conclusions:
 - The project is overall operating in accordance with the prodoc. Due to different circumstances, among others Parliamentary Elections shortly before the launching of the IPEC project, the project faces delays in implementation - for some activities with up to half-a-year or more.
 - The aim of the Development Objective, namely to create strong institutional and socio-economic bases, is key for building sustainability and therefore highly relevant for the project work. It has, however, not yet been addressed in a way covering the multi-faceted components of institutional building. The institutional building has been addressed as human capacity building only, while development of structures and protocols is still wanting. Further, the socio-economic bases are to be achieved through the IAs that were launched recently. Finally, the logframe holds no exit strategy.
 - The Strategic Objectives are not fully consistent with the Development Objective. Further, the indicators do not in all cases define the exact project achievements, which can make the project have problems in knowing extent and direction of progress.
 - The regional work of LUTRENA seems not to be consistent with the otherwise national work of ILO/IPEC Ghana.
 - The project works through existing structures, in this case primarily through governmental authorities. This is laudable since such an approach implicitly

builds the capacity of the GOG in enforcing child labour relevant laws. It is also a challenge, though, to base elimination of child labour primarily on the GOG, when not having ILO/GOG agreements on gradual increase of GOG budget for child labour interventions. This has not been done, and may make the work non-sustainable after project expiry.

- The work is overlooked by the National Steering Committees (NSC), which has not worked well until recently, where it was re-structured and extended. It is now meeting regularly. The late efficiency resulted in the Technical Committee not having an opportunity to develop strategies and guidelines for selection of Action Programmes (APs), which is unfortunate.
- The project has been very active at the *upstream level enabling the environment*, and has implemented many and diversified activities e.g. within policy work, research work, technical capacity building of key partners and development of a strong CLMS.
- Within the policy work the following has been achieved:
 - CL mentioned in GPRS II
 - SPSP in draft, funds allocated
 - On-going review of the hazardous work list
 - Passing of the Human Trafficking Bill into Act
- Within law enforcement the following has been achieved:
 - Translation of laws into local languages
 - Work with police, immigration and CEPS on trafficking
 - Efforts to incorporate CL in police training curriculum
 - AG action programme on CL facilitating prosecution of Child Right's abusers.
- The project has finished research works on:
 - Child Domestic Work (CDW)
 - Girls in mining.Other research works are about to be concluded, e.g. a market survey defining profitable skilled professions.
- The project has developed a systematic CLMS, which is to be implemented by the districts. The system is about to be launched. The CLU has recently installed a database for handling of the data. The districts will report to the CLU, which will collaborate with Ghana Statistical Service (GSS) on data analysis.
IN addition, the project has an internal monitoring system assessing the administrative procedures, office work plans, schedules etc.
- The work at the *direct action level* had the first APs launched in September 2006. There are at present 16 APs in place, which will withdraw 5 430 children, prevent 9 600 children, assist 1 865 parents and carry out 121 awareness sessions. 10 more APs are in the pipeline.
- The sectors covered by the project do not tally fully with the eight sectors of Worst forms of Child Labour (WFCL) that are identified in Ghana. The sectors selected include: Fishery, mining, commercial agriculture, quarries, portorage, hawking, domestic work, commercial sex and Trokosi. The latter being religious child slavery.

- The work in each district is sector specific, which means that one district may cover one or two sectors, which results in some children, who do not under the selected sectors, still remain in WFCL.
- The APs have for a start, and on recommendations from the districts, covered mainly: fishery, quarries and commercial agriculture, which are mainly boy sectors. The up-coming APs included girl related sectors such as domestic work, Trokisi and commercial sex.
- A swift calculation of the costs of withdrawing children together with the additional services of prevention, parental support and awareness raising showed that the price per withdrawn child range from \$108-\$641, with the high-cost AP delivering the least additional services out of the 16 APs. The calculation is simple, but provides a swift picture of the significant differences in value for money.
- The APs do not address the root cause of child labour, which was defined at the workshops as lack of parental skills resulting in poverty. The lacking skills include ability to be a supportive parent, it includes marital skills and entrepreneurial and technical skills, which in total will secure a conducive home environment with profitable IGA that can sustain the basic needs of the families, inclusive of education.
- The project has worked intensively and constructively with the Decent Work Pilot Project (DWPP) and has created useful and sustainable synergies.
- The project design provides the project with excellent chances of becoming sustainable, because of its work through existing structures. In order to prepare the existing structures for additional responsibilities, these structures have to be fully developed to take over at project expiry. The sustainability at direct action level is questionable, unless the root cause of the problem is addressed and the parents become the key stakeholders and are provided with required skills and general capacity. There need to be transition education and transition skilled training, which can absorb and rehabilitate withdrawn children. Finally, the delays in implementation force a speeding up of the entire work, and eventually a concentration on the most relevant activities to deliver as planned.
- Based on the above findings the team strongly recommends that:
 - The project develops/simplifies the organisational structure and makes it public.
 - The project develops and exit strategy before end year 2007;
 - An administrative staff is employed to free the present staff from administrative tasks in order to speed up the implementation and start making use of the many studies already carried out;
 - The project makes solid networking with other agencies in order to generate a synergy between the restrictive ILO/IPEC interventions and other intervention, which complement the ILO/IPEC activities;
 - The project coordinates experience sharing meeting between upstream and direct action stakeholders to define good practices and for exchange and further development of the good practices.

1. BACKGROUND

1.1. COUNTRY PROFILE

The Republic of Ghana occupies an area of 238,539 square kilometres and lies almost in the centre of West African Countries. Apart from the Atlantic Ocean that washes its 560 kilometres of the coast line on the south, the country is surrounded by French-speaking countries namely; Republic of Togo on the East, Côte d' Ivoire on the West and the North by BurkinaFaso. The country has a total population 18.9million.

For administrative purposes, the political structure of Ghana is highly decentralized with ten (10) Regions, which are further divided into 138 districts. These districts constitute the basic units of administration, each of which is presided over by an elected District Assembly with responsibility for policy, development planning management, execution of programmes and harnessing local resources to support social and economic development. The decentralization system of administration facilitates the involvement of civil society including women in the political process in the country. Ghana operates a three-tier multi-party democratic system of government made up of an elected Presidency and Parliament both of which have a term of office of four yours and also an independent judiciary system. There is a strong political opposition, which, operates in an environment of freedom of speech guaranteed by fundamental human rights enshrined in the Fourth Republican Constitution of the country, which was promulgated in 1992. There is a vibrant, free press, and other instruments of state building, which constitutionally guarantee human rights in an atmosphere of freedom and justice.

The country has three main ecological zones namely; the coastal savannah belt of mainly shrubs, the forest zone in the middle and South-West and the dry savannah zone of the north. Most of the export crops and fertile areas are in the middle belt. Ghana also has considerable mineral resources in gold, bauxite, diamond etc. There are two main seasons in the year, the wet and dry seasons. Average temperatures are normally high and seldom fall below 22°C. Increasing population pressure on the environment has exposed parts of the country particularly the north-eastern areas to deforestation, desertification and land degradation.

1.1.1. Socio-Cultural Background

Ghana is a multi-ethnic country, with over a hundred ethnic groups, and more than 50 languages. There is a strong lineage and extended family system, whose membership determines the traditional rights, duties of citizens, including property rights, inheritance, and obligations in terms of traditional norms and practices. The patrilineal and matrilineal systems of social organisation are both practised and profoundly influence traditional attitudes to life, marriage, divorce, child-care and children's rights.

1.1.2. The Economy and Development Framework of Ghana

Ghana has since independence in 1957 operated a mixed economic system. The period immediately following independence saw the dependence of the Ghanaian economy mainly on state controlled institutions. There exists a small capital intensive modern sector made up of mining and a few manufacturing establishments together with small-scale businesses and a larger traditional agriculture, which is the mainstay of the economy. Exports of minerals, such as gold, bauxite, diamond as well as timber constitute major sources of revenue to the Ghanaian economy. Ghana's economy enjoyed relative stability and growth in the 1960s, but suffered sharp declines in the 1970s and early 1980s. The government subsequently adopted an Economic Recovery Programme (ERP) and the Structural Adjustment Programme (SAP) in 1983, aimed at stabilizing the macro economic framework and promoting growth.

Further reforms have since been introduced, through the Ghana Poverty Reduction Strategy (GPRS I) 2001-2005 and GPRS II (2006 - 2009), which is the development framework to further transform the economy from low-income state to a middle-level income within the next generation. The GPRS is one of the internal measures aimed at attaining self-sufficiency in the future. The current development framework of Ghana, GPRS II (2006 - 2009) has the central goal of accelerating the growth of the economy so that the country can achieve middle-income status within a measurable period of time.

1.2. ILO/IPEC IN GHANA

ILO/IPEC has been working with the Government of Ghana (GOG) through a Memorandum of Understanding since year 2000, where the GOG ratified ILO Convention 182. An initial two-year phase, which was funded by USDOL, provided a framework for interventions against Worst Forms of Child Labour (WFCL). The first programme focused on street children, child domestic workers, head porters and children in prostitution. Since 2002 most projects were implemented as sub-regional projects, with CTAs based in other countries. The projects were: LUTRENA, which is still operating with child trafficking, WACAP, which worked in the cocoa sector, and the Ghana component of CBP.

The present IPEC project will work through Medium-Term Development Plans, mainstreaming child labour (CL) concerns.

In order to coordinate activities and make them deliver to the plans of a given government, a Time-Bound Programme was formulated. It works as national strategic framework for elimination of specified WFCL within a defined period of time. The TBP delivers to the Ghana Poverty reduction Strategy, which included CL in 2003, and has it further elaborated in the GPRS II.

Thus IPEC is the body implementing a project of support to the TBP, implicitly delivering to the GPRS.

IPEC is supposed to collaborate with the Decent Work Country Programme (DWCP), which is rather new ILO initiative outlining agreed upon priorities between the ILO and national constituents' partners within a broader UN context.

1.3. CHILD LABOUR IN GHANA

1.3.1. Child Labour Situation

Child labour is one of the main reasons why some children in Ghana do not participate effectively in schooling. Children involved in Child Labour engaged in a number of activities ranging from selling of ice water, food, street hawking, domestic help, mining, fishing, pottering, shoe shinning among others. There are several reasons given by children why they work. Among such reasons is parental neglect or refusal to support them, which is equally a violation of the rights of the child. For example, article 28c of the 1992 constitution provides for the right of every child to maintenance and assistance that is necessary for his or her development from his or her parents. Yet, many children are denied this fundamental human right. While some children work because of parental neglect, others work because they are orphans or come from broken homes where their mothers' meagre earnings require the children to work to fend for themselves. Some children work because they pay their education even at the primary level. In Ghana, the problem of child maintenance and parental neglect is inter-linked with the issue of paternity and single mother hood (GNCC, 1997:23). The problem of parental neglect and refusal to support children has indeed, contributed to the proliferation of children on and living in the streets of towns and cities. According to Korboe 1997, majority of children working on the streets, do so in order to survive. For instance 7.1% of girls selling on the streets in Accra are doing so, because they are neglected by their parents (Apt & Grieco, 1997).

In Ghana, the external family provides informal social support for family members and community members who are found to be vulnerable and disadvantaged, particularly children. The protection includes taking care of orphans and vulnerable children, providing for social and psychological support to the emotionally traumatised members of the family in difficult situations. Although the extended family system still bears the collective responsibility and the material cost for raising children in Ghana this depends on the 'legitimate birth of a child' of which marriage is the key attribute. There are some traditional practices, which influence decisions on child maintenance. In some parts of Ghana, if a woman is not customarily married and has a child, the child will be deemed the responsibility of the woman with little or no support from the child's biological father.

As a result, the collective care and protection of a child is greatly influenced by the legitimate affiliation to a family, which is also dependent on birth within a socially defined marriage. Hence, if a child is born to parents in 'free unions' to get the father as well as the extended family's willingness to assume social and economic responsibility may be difficult. In most cases of 'free union' births, men may refuse to accept the child; such children may then suffer the consequence of desertion by their supposed biological fathers. Emerging out of this situation are the child labour practices, which jeopardise their schooling (Fiscian, V and Casely-Hayford, L. 2006).

In traditional Ghanaian society the man is always looked up at as head of the household and breadwinner for the family. The tradition defines the different social and economic responsibilities for mothers and fathers. The prominent feature of the fathers' role is that they are fully responsible for their children's educational cost. Therefore, the prevalence of a female-headed household often due to marital disruption or separation of partners from any kind of sexual relationship has an important effect on children's education (Fiscian, V 2001). Very often such children either miss out on school or become dropouts with the only option of being given out as social commodities and take up adult responsibilities by engaging child labour practices in order to support their families as well as fend for themselves.

The 2001 Ghana Child Labour Survey (GCLS) indicated that 2 out of every 5 children aged 5-17 years (2,474,545) are engaged in economic activity. A good number of these children, 64.3% combine schooling and work. With respect to the nature and conditions of work, the survey revealed that about 57% of the working children engaged in agricultural, forestry and fishing, while 21% worked as hawkers and street vendors, selling ice water, food and other items. Eleven percent engage in general labourer work such as car washing, truck pushing, fetching of firewood, water and carrying of goods as porters. About 70% (68.7%) of the children work between two (2) and three (3) hours daily.

There are other traditional practices such as 'Trokosi, Female Genital Mutilation and barter marriage, which impede on the basic rights of the child. The Trokosi in particular, has several underpinnings for child labour practices in Ghana.

1.3.2. Legal Framework for Care and Protection of Children¹

Ghana has a good track record of progressive laws and regulations that seek the welfare and protection of children. The 1992 Constitution of the fourth Republic of Ghana provides the

¹ The information in this and the following parts are based on the following references:

Apt, & Grieco (1997) Listening to Girls on the Street Tell their Story: What will help them Most - a study commissioned by RESPONSE (NGO) with sponsorship from UNICEF. Centre for Social Policy Studies (CSPS) publication.

Fiscian, V. F. and Casely-Hayford, L. (2006) A Study into Existing Social Protection Policies and Mechanisms for Children in

Fiscian, V. F.S (2001) Family Related Factors and Non-schooling in Ghana: The Case of Komenda, Edina, Eguafio and Abrem (K.E.E.A) District. An unpublished M.Phil Thesis Submitted to the Department of Sociology University of Cape Coast.

Ghana Statistical Service (2003) Ghana Child Labour Survey, ILO/IPEC. Accra, Ghana

Ghana National Commission on Children (1997) Ghana's Children – Country report.

Korboe, David (1996). Street Child Study Part One: A Review of Street Child Support Activities in Kumasi. Report Commissioned by UNICEF and RESPONSE.

basic legal framework for the protection of human rights of all citizens. The 1992 Constitution of the Republic of Ghana has made specific provisions on children's rights in Article 28, in accordance with and in recognition of all international treaties on Human Rights and the Rights of the Child, as follows:

- (1) Parliament shall enact laws as are necessary to ensure that:
 - a) Every child has the right to the same measure of special care, assistance and maintenance as is necessary for its development from its natural parents, except where those parents have effectively surrendered their rights and responsibilities in respect of the child in accordance with the law;
 - b) Every child whether or not born in wedlock, shall be entitled to reasonable provision out of the estate of its parents;
 - c) Parents undertake their natural right and obligation of care, maintenance and upbringing of their children in cooperation with such institutions as parliament may, by law, prescribe in such manner that in all cases the interest of the children are paramount;
 - d) Children and young persons receive special protection against exposure to physical and moral hazards; and
 - e) The protection and advancement of the family as the unit of society are safeguarded in the promotion of the interest of children.
- (2) Every child has the right to be protected from engaging in work that constitutes a threat to his/her health, education or development.
- (3) A child shall not be subjected to torture or other cruel, inhuman or degrading treatment or punishment.
- (4) No child shall be deprived by any other person of medical treatment, education or any social or economic benefit by reason only of religion or other beliefs.
- (5) For the purposes of this article, the "child" means a person below the age of eighteen years.

The labour decree also has specific provisions relating to the employment or otherwise of children and young persons. Paragraph 32 of the labour decree states that:

"No person who in the opinion of the chief labour officer or a labour officer is under age of sixteen shall be capable of entering into contract for employment as a worker".

The most comprehensive legislative effort aimed at ensuring protection of children in Ghana is the Children's Act, ACT 560, of 1998. The Children's Act owes its advent to the 1990 UN Convention on the Rights of the Child. Ghana satisfied its treaty obligation under CRC and subsequently passed the Children's Act in 1998 in accordance with international standards.

The Children's Act, ACT 560, defines a child as a person below the age of 18 years. The Act carefully integrates most of the laws affecting the rights of children reflected in international treaties and documents. The Children's Act also provides for 'care and protection' of children in sub-Part II of Part I and Part II. Sections 6(2) and (3); and sections 8, 12 – 14 of the Act define the 'status of childhood' and employs as a standard called the "best interest" of the child which includes the child's own opinion in all matters relating to the child. It confers on the child those traditional rights to life, dignity, respect, liberty, name and nationality, to live and grow with parents and family. The Act also enumerates rights attached to parental care and responsibility to provide shelter, education, health, guidance, assistance, care, non-violent and non-abusive environment among others, for the child.

Specifically related to international child labour standards are stated in {part V, Sub-Part I} sections 12, 87 – 91 of the Children's Act, Act 560 as follows:

- Prohibition of Exploitative child Labour
- Minimum age for Child Labour
- Minimum age for Light work
- Minimum age for Hazardous work

The specific provision under section 87 on child labour states that:

“No person shall engage a child in exploitative labour” ... any person who contravenes the provisions commit an offence on summary conviction to a fine not exceeding 10million cedis or to imprisonment for a term not exceeding two years or both.

One key provision of the Children’s Act requires the State to assume the role of parents for children in need. It also requires the District Assemblies in section 27, to establish and manage child panels. Under section 16 of the children’s Act it is specified that:

- (1) *“A District Assembly shall protect the welfare and promote the rights of children within its area of authority and shall ensure that within the district, governmental agencies liaise with other in matters concerning children”*
- (2) *“The Social Welfare and Community Development Departments of a District Assembly referred to in this Act as ‘The Department’ shall investigate cases of contravention of children’s rights”.*

1.3.3. Other Initiatives to Promote Children’s Welfare

There are a number of protective and preventive institutional arrangements available to ensure the promotion of children’s welfare in Ghana. These institutions are; Ghana National Commission on Children, Department of Social Welfare, Commission on Human Rights and Administrative Justice and the Domestic Violence Victim Support Unit of the Ghana police service, formerly known as the Women and Juvenile Unit.

In accordance and recognition of all international treaties on Human Rights and in particular, the Rights of the Child the Government of Ghana has under taken a good number of actions, specifically to create a favourable environment for the protection of the rights of the child in Ghana. Among these are the following:

- The amendment of the Criminal code which increased the age of criminal responsibility; increased protection against the ill treatment and abduction of children; increased protection against sexual offences and which provided the power to search for a child suspected of being detained for immoral purposes,
- The creation of a Ministry Women and Children’s Affairs in 2000 to formulate policies that would advance the interests of women and children
- Establishment of Girls’ Education Unit in 1997 and subsequent appointment of a Minister of State for Girls’ Education in 2000.
- The establishment of the Commission on Human Rights and Administrative Justice (CHRAJ) in 1993 to protect the rights of all citizens, as well as the rights of children.
- The establishment of the Child Labour unit in 1999, as part of the Ministry of Manpower Youth and Employment (MMYE) to better respond to the needs children in abusive labour situations; and subsequent integration of the activities of the International Programme on the Elimination Child Labour (IPEC) project into the activities of the unit.
- The inclusion of Child Labour in the GPRS II underscores the recognition by Government that responding to Child Labour and its related issues can contribute effectively to the protection of the vulnerable within a decentralised democratic environment and accelerated poverty reduction.
- The development of a Comprehensive Social Protection Strategy (in draft) to address measures to sustain livelihood security for the vulnerable and excluded, and cushion them from falling into extreme poverty.
- Other development policy initiatives to provide social protection for the Vulnerable including children are the existing funding mechanisms to support decentralised

programmes such as the Social Investment Fund, the Education Capitation Grant system, scholarship schemes and Community Based Rural Development programme; are some of the most important examples of national social support programs which assist communities and children across the country.

- Subsequent to the enactment of the Children's Act, and in exercise of the powers conferred on the Minister responsible for Manpower, Youth and Employment by sections 60 and 123 of the Children's Act of 1998 (ACT 560), a Legislative instrument on Child Rights Regulation (L.I. 1705) was enacted in 2002.

The other legislations related to the social protection of children in Ghana and the objectives of this study include the Human Trafficking Bill, the Juvenile Act and the Domestic Violence Bill.

- *The Human Trafficking Act*
- There is the Human Trafficking Act, ACT 694 of 2005. The ACT provides the legal framework for the prevention, suppression and punishment of human trafficking, for the rehabilitation and reintegration of trafficked persons and for other related matters.
- *The Juvenile Act*
- The Juvenile Justice Act, ACT 653 of 2003, outlines a juvenile justice system, which is intended to: protect the rights of juveniles, ensuring an appropriate individual response to juvenile offenders, and provides for young offenders and other related matters. Part II and III of ACT 653 make provision for the creation of juvenile courts and the establishment of junior and senior correctional centres.
- *The Domestic Violence Bill*
- The Domestic Violence Bill, which was passed into law by an ACT of parliament in 2006 and presently awaiting presidential assent covers all forms of abuses within the domestic setting and seeks to provide protection for victims of such abuses. Domestic violence has been defined to include all acts resulting in physical, sexual, economic, emotional, verbal and psychological abuse, intimidation and harassment. It also includes any other conduct that 'endangers' the well-being and safety of others, 'undermines' privacy, integrity, and security of others or 'distracts' from another's dignity and worth as a human being. The Bill defines domestic relationships to include family relationships, blood relationships, marital relationships, cohabitation or any other relationship determined by a court of law to be a domestic relationship.

1.3.4. Institutional Arrangements for Child Care and Protection in Ghana

The Department of Social Welfare under the MMYE has the overall responsibility for ensuring the welfare of every child and the task of implementing key policy requirements of the law. The Children's Act, ACT 560 of 1998 places this responsibility on the Departments of Social Welfare and the Department of Community Development, which are decentralised agencies under the District Assembly. Children falling within the classification of those in need of care and protection include the neglected and ill-treated, orphans, homeless, destitute, beggars, those at risk of being in the company of thieves or prostitutes, those engaged in other immoral or criminal conduct and those exposed to physical danger.

Ghana's efforts at promoting the survival and protection of children date back to 1979 when the Ghana National Commission on Children (GNCC) was established. Among others, section 2 of Armed Forces Revolution Council (AFRC) Decree 66 mandated GNCC:

- To oversee the general welfare and development of children and co-ordinate all essential services for children in the country which will promote the United Nations Rights of the Child;
- To make proposals to government from time to time for the enactment or review of legislation in areas of children's rights, privileges and benefits in Ghana;

- To encourage and assist in regulating the establishment of crèches, day-care centres and homes for disabled children.

The Ghana National Commission on Children (GNCC) is the main governmental body responsible for child welfare, rights and coordination in the country. The GNCC has the responsibility to ensure the protection of children's rights at all levels. However, with the creation of the Ministry for Women and Children's Affairs (MOWAC) and subsequent conversion of Ghana National Commission on Children into a department under MOWAC, has compromised the autonomy of GNCC, thereby weakening its mandate and functions. Under the operational arm of MOWAC, the mandate of GNCC is to implement programmes and projects to address issues that affect children. Over the years GNCC now a department under MOWAC has focussed on attempting to ensure that the legislative instruments for operating the Children's Act are in place. The Commission is also the coordinating body in charge of the multi-sectoral committee on children, which brings collaborators together on a quarterly basis to respond to issues affecting children.

1.3.5. Shelter for Trafficked Children

The creation of shelter for trafficked children is a collaboration between the Department of Social Welfare and ILO/IPEC, which was initiated in June 2004. The Shelter is situated within the premises of the National Day Care Training Center at Madina, a suburb of Accra with the main aim of providing shelter for trafficked children with a capacity to accommodate 50 children at a time.

2. METHODOLOGICAL APPROACH

2.1. UNDERSTANDING THE EVALUATION

The assignment concerned a “Midterm Evaluation of the ILO/IPEC Support for Implementation of Time-bound Measures for the Elimination of the Worst Forms of Child Labour (WFCL). Being a mid-term evaluation the work focused mainly on programmatic issues and less on achievements and impact.

ILO has worked with the Government of Ghana since year 2002 under a Memorandum of Understanding. The work falls under the Time-Bound Programme (TBP), which forms the national strategic programme framework of tightly integrated and coordinated strategies to eliminate the Worst Forms of Child Labour (WFCL).

The evaluation will analyse and conclude on a wide spectre of aspects of child labour all of which can be grouped under:

- *Project strategies:*
 - Enabling environment, which covers policy, awareness raising, law enforcement,
 - Direct action, which is implemented by target social partners

- *Programme Component of Intervention:*
 - Legal framework for addressing child labour
 - Institutional and technical capacity for addressing the child labour problem
 - Awareness raising and social mobilization
 - Education and skills training
 - Reducing vulnerability to labour exploitation
 - Knowledge base on child labour

The evaluation will distinguish between the more overall activities enabling the environment and direct action taken, and analyse and conclude on these separately.

In essence, the evaluation focused on the *relevance* of activities. Since some activities can be highly relevant, when assessed individually, but become irrelevant when viewed in the context in which they function. This concerns both activities enabling the environment and the direct actions.

2.2. METHODS APPLIED

To ensure full and efficient gathering of the comprehensive data, the following methods were applied:

- a) Desk study
- b) Participatory Impact Assessment
- c) Structured dialogue

A wide scope of collaborators was involved, such as:

- Relevant ministerial staff
- Relevant Steering committee members
- Representatives from workers’/employers’ organisations
- Partner Head office staff
- Relevant district and local authorities
- Beneficiaries (parents, children)

a) Desk study

With the purpose to understand the work, the constraints and opportunities that the project has faced and to familiarize themselves with tools and procedures, the consultants studied relevant documents, but did not have time to study in details the comprehensive material handed out. The team had to select what was regarded as key documents and use the remaining documents for support of eventual details.

The various findings were structured and related to the interviews and the PIA findings to facilitate comparisons and assess relevance and achievements.

b) Participatory Impact Assessment (PIA)²

The consulting team gave priority to meeting beneficiaries in two APs. Although focusing on the enabling environment, it was essential to know how the beneficiaries experience the withdrawal as it will determine the sustainability of the work. It further helps the project institute timely and relevant adjustments.

PIA sessions represent views across the groups of collaborators. The following groups were invited:

- 5 withdrawn girls
- 5 withdrawn boys
- 5 representatives from the CCLC
- 5 mothers
- 5 fathers

PIA builds on elements of focus group discussions and PRA/RRA. Different groups of collaborators formed focus groups of five members each. Each group discusses two identical semi-open questions in their respective forums. The groups give their perception of the project interventions inclusive of impact, as it is viewed from the stakeholder point of view.

This method makes it possible to compare different experiences within the same activity and view it from many angles, and to interrelate the experiences from community to community, or to compare experiences from beneficiaries with those of distributors or authorities to assess if experiences and preferences tally across the groups of collaborators.

The total findings from the two sites were interrelated, so were the scorings from the ten groups that participated in the sessions. The scorings formed the foundation for assessing the outcome and relevance of the direct action work. They were further triangulated with the objectives of the direct action objectives and with the findings of from the enabling environment. Finally, the scorings were used for assessing the sustainability of the direct action activities, acknowledging that they are newly launched.

c) Structured interview

It is often time-consuming to transform interviews into comparable data. To simplify the work, the interviews were based on semi-open questions covering the TOR topics. The questions acted as headlines, within which the interviewee gave his/her point of view on the very issue. The interviewees were given a brief explanation of each of the headlines raised in the form to make sure these were understood. After the introduction the form was left on the table to help in guiding the dialogue without strictly following the issues point by point. The subsequent entering of qualitative data in a structured manner helped in comparing findings and in making cross-cutting conclusions and recommendations.

Yes/no questions and traditional focus group discussions were intentionally avoided as a prime tool, as both methods limit the respondents to discuss information that the consultant and not the respondents find of importance to be discussed,

which may leave out crucial information.

² Impact should here be understood as marked effect/influence or outcome.

The questions covered programmatic issues such as the policy work, legislation, programme design, partner networking, partner support and other key aspects of the programme activities. A sample of the interview format is found in annex 3.

The findings from the interviews were compiled and used to assess the relevance and outcome of the work at the enabling environment level. The relevance of the work was measured against the objectives to assess the relevance with regard to delivery, and against the outcome at direct action level to determine the relevance for the target groups.

The group interview with the project of support (PoS) to TBP team (annex 8), going through achievements against objectives, took place as the very last activity during the evaluation to have all findings verified before using them to assess the achievements. Although all participants in the meeting had previously been interviewed, the paper resulted in a quite elaborate debate and addition of details and cause-effect explanations. The paper was adjusted in accordance with the discussion and the findings used for conclusions and recommendations for the enabling environment work.

2.3. USE OF EVALUATION WORKSHOPS

Both the findings from the interviews and from the PIAs were presented at three stakeholder workshops, two in the target areas inviting stakeholders to give their views, and one for the enabling environment with the same purpose. The views varied and could concern agreements with the findings, additional information to provide a wider perspective, corrections etc. It was all noted and incorporated. The stakeholders from the direct action activities were asked to suggest ways forward for all the assessed activities at both enabling environment level and direct action level since they will be the implementers of the results achieved at the enabling environment level. The workshops gave the direct action stakeholders, who were generally not visited or interviewed, an opportunity to express views and concerns.

2.4. THE EVALUATION WORK

The work was generally well-planned and greatly supported by the project staff, collaborators and beneficiaries.

The number of days for the data collection was relatively few (9 days) compared to the requirements in TORs (annex 1). The Team Leader and the National Consultant therefore separated at times to carry out sufficient interviews with as many collaborators as possible

Despite the short time the team managed to meet with representatives of all the collaborators, inclusive of beneficiaries. Representatives from all 20 regions discussed and approved the findings in the three workshops held, and were given an opportunity to suggest changes to areas that had proved to have some difficulties to enable stakeholder owned adjustments, which will facilitate the implementation of the very changes. A list of persons met is found in annex 2.

The short time in combination with rains at one of the sites made it necessary to leave out a highly relevant meeting with a District Assembly.

The findings presented in this report and a number of the conclusions are stakeholder observations reported to the team during the evaluation. The team has, of course, made observations and recommendations, too using the findings and the recommendations put forward by the collaborators.

3. FINDINGS

Being a mid-term evaluation, the work concentrated on analysing the feasibility structures and approaches, which can still be adjusted, where having shortcomings, to facilitate delivery as planned. To assess the feasibility, however, the team met a few IAs and their beneficiaries with the aim to determine to which extent the enabling environment had had a downstream effect on the lives of the ultimate beneficiaries of CL legislation and interventions at large. Operating in 200 communities in 10 districts, the team had little time to meet exhaustively with a representative number of implementers.

For efficiency and effectiveness the collaborators were called to present their views at stakeholder workshops. The findings were discussed and approved by a majority of collaborators from all regions, by social partners and collaborating ministries and institutions.

The discussions showed that a lot of work is about to be concluded. This includes policy work, research, VT/market survey, workshops on development of protocols, all of which have not yet been reported. This report will only comment on what has been published/reported and is recognisable by the collaborators.

The findings have been discussed under the following headings:

- Organisational set-up
- Project design
- *Activities enabling the environment*, which covers policy, awareness raising, law enforcement
- *Direct action* on the ground, which is implemented by target social partners

The issues that have sub-chapters below were all raised in TORs and formed the foundation for the interviews and the workshop discussions.

Each part will have specific conclusions and recommendations of the very issue discussed, while more general and cross-cutting conclusions and recommendation are found in chapter 4 and 5.

The evaluation did only concern the ILO/IPEC project of support to TBP and its activities. With the short time given for the work, the evaluators paid no special attention to other activities within the TBP framework the TBP or LUTRENA project, apart from the role they play for the work of the project of support.

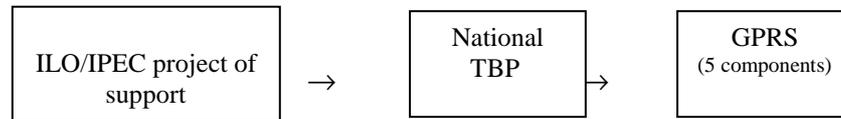
3.1. Institutional Set-up

The Government of Ghana (GOG) signed a Memorandum of Understanding with the ILO in 2000 to eliminate the Worst Forms of Child Labour (WFCL). The collaboration on Child Labour (CL) is thus relatively young. Other countries with longer ILO representation have had CL interventions for more than two decades.

To streamline the CL activities and make them match the GOG strategies the national Time-Bound Programme (TBP) was launched in September 2004. It delivers to the Ghana Poverty Reduction Strategy (GPRS), which has included CL in the most recent GPRS II in 2003. The TBP forms the frame for CL initiatives in Ghana. The GOG included child trafficking in the 2003 National Budget and CL generally in the 2004 National Budget. As a result the Project on Trafficking of Children for Labour Exploitation (LUTRENA) was inaugurated in Ghana as part of a nine-country programme in West and Central Africa. Two other projects were launched in 2003 by GOG with IPEC support. These include the West African Commercial Agriculture Project (WACAP), which was a five-country project, and the Capacity Building Project (CBP), which was also a five-country project. The latter partially replaced the Ghana Country Programme, only LUTRENA is still operating. The organisation structure still suffers from these early initiatives, and collaborators expressed confusion over what/who ILO/IPEC is, and which agenda to expect, when called for meetings. The activities of the two projects are now

integrated into the ILO/IPEC supported activities. Only LUTRENA, which is Danida funded, continues to work with child trafficking, although at sub-regional level. Ghana is therefore only one component of the LUTRENA project.

There is thus a chain of deliverables to the GPRS:



The TBP delivery to the GPRS is well-defined and delivers to one of the GPRS strategic components only, namely “Programmes for the vulnerable and excluded”.

The role of ILO/IPEC is to provide technical assistance to help the GOG establish and structure CL interventions at both enabling environment and direct action levels. It is noticeable that the project work without an NPA, which will obviously make the organisational structure and the determination of needs become blurred. The project lays more emphasis on the enabling environment activities, which is reflected in the objectives, where the enabling environment objective is composed of five elements and the direct action objective of one element.

The Ministry of Manpower, Youth and Employment, under which the Department of Labour falls, is the implementer of GOG/enabling environment CL interventions. To coordinate the work, the department has established a secretariat, the Child Labour Unit.

The social partners, being MMYE, GEA and TUC, act as immediate facilitators of CL interventions by providing *both* input to the project design *and* later direct implementation of APs. Thus they hold dual roles and can recommend a design, which is later advantageous for them as implementers.

The Cocoa Board runs its own parallel CL programme, while also having a sub-committee under the NSC addressing cocoa issues only, despite the initial NSC intention that all direct action interventions should be implemented under the same project/programme to make the work transparent, coordinated and cost-effective.

LUTRENA and the IAs conduct the direct action activities and do thus receive funding from ILO/IPEC. As a natural consequence they have to report to ILO/IPEC. Though receiving funds and reporting to ILO/IPEC the IAs are, endorsed by the NSC, which is composed of key partner representatives (key ministries, TUC, GEA, the Cocoa Board and ILO/IPEC). The NSC endorses and directs all cross-sector CL interventions, inclusive of the ILO/IPEC funded APs.

LUTRENA works with child trafficking, which is therefore not addressed in the APs of the PoS TBP. The APs cover the other subject fields mentioned in the SPIF³ of the project of support to the TBP, which address withdrawal and prevention through education, family empowerment and awareness raising. The APs and LUTRENA do thus work complementary.⁴

Conclusions:

It is obviously conflictual that the social partners both contribute significantly to the design of the project and later act as implementers. It must be presumed that the design, intentionally or unintentionally, will favour the values and capacity of the social partners. The difference in priorities between social partners and IAs showed in the evaluation, as IAs, beneficiaries and stakeholders gave high priority to family interventions, while they are given low priority in the ILO/IPEC LFA by not appearing at all as an element of work in the LFA.

Recommendations:

³TBP prodoc, Annex 3, figure 2c the blue part

⁴ LUTRENA/child trafficking highlighted in chapter 3.5.6.

It is strongly recommended that the responsibility and activities of respectively PoS TBP, ILO/IPEC and LUTRENA are clearly spelled out to the wider public to avoid partner confusion, when calling for meetings expecting participant inputs.

Viewed from an ownership perspective, it is natural to involve the social partners in developing the structures, but not prevent conflict of interest, they should not be allowed to act as implementers, too, but rather work through relevant ministries and national and district level.

3.2. PROJECT DESIGN

The project design was assessed partly in the interviews, and partly by assessing the immediate impact at beneficiary level.

The following subjects were covered under project design:

- Objectives chosen
- Relevance for GPRS
- Project monitoring
- Assessment and integration of needs
- Assumptions made
- Partners chosen
- Methods chosen
- Structures chosen
- Integration of relevant data
- Timeliness in preparation
- Cost-effectiveness
- Monitoring
- ILO/IPEC back up of stakeholders

3.2.1. Objectives chosen and their relevance for the GPRS

The objectives address the enabling the environment and direct actions, although with a strong emphasis on support of the enabling environment, which is given five key elements. The objectives are as follows:

Development Objective:

To contribute to the elimination of the worst forms of child labour and the creation of strong institutional and socio-economic bases for dealing effectively with all child labour

Strategic Objective A: Consolidation of a conducive environment for the elimination of the WFCL at the national level.

Elements:

1. Development of an integrated policy framework and the necessary institutional and technical capacities for addressing child labour issues effectively and in a sustained manner
2. Strengthening of the legal framework for dealing with child labour, with the main emphasis on the enforcement of existing laws and regulations
3. Mobilization of the society to support the fight against child labour, through awareness raising work and provide alternatives for children found in the WFCL
4. Development of apprenticeship and skills training systems to expand opportunities for decent work and provide enhanced alternatives for children found in WFCL
5. Enhancement of the knowledge base on child labour to inform planning, programme design and implementation, awareness raising and advocacy activities, as well as monitoring and evaluations of interventions

Strategic Objective B: Promotion of targeted action against WFCL through the replication and scaling up of models of intervention

Element:

6. Development of models of intervention for the identification, withdrawal and rehabilitation of children in the WFCL, and for preventing others from entering hazardous and exploitative child labour

The two Strategic Objectives only partially adheres to the Development Objective. There are no separate elements for two out of the three main issues mentioned, namely for strong institutional and socio-economic bases. The institutional building is mentioned under one of the elements, while policy work is mentioned under both element 1 and 2. The strong socio-economic base, which was strongly prioritised in the evaluation by direct action stakeholders, is not covered under any element. The socio-economic base must be assumed to be the parents, who are not mentioned anywhere in the objective or in the elements under the objectives though mentioned in the TBP SPIF ⁵.

The project design work was highly participatory and included all key collaborators. The issues addressed in both Strategic Objectives are therefore highly relevant for the work with elimination of CL and are overall inclusive, while notably leaving out capacity building of parents to help them take over the responsibility for educating their children latest at project expiry. The project overlooks the root cause of the problem, if it does not address the immense need for capacity building of parents. The training should include technical skills life skills and entrepreneurial skills. It was concluded at the various workshops that parental and marital skills are often wanting. The parents do not know, how they can support child development, and many men will marry another wife if having increased income and thus establish another poor family instead of taking care of existing children. The lack of the wider skills was regarded as the root cause, and ought to be included in all CL projects. The sole focus on withdrawal/education addresses the symptoms only, and can therefore not be expected to be sustainable, when project inputs stop.

The issue of assets was also discussed. Most parents in the rural areas have land and cattle. Sometimes they also run kiosks and other trades. This is not taken into account in the project design. If taught entrepreneurial and parental skills, it might be possible to make parents realise the necessity of selling an animal to pay school fees. There is neither a definition of which capacities the parents should possess, nor an exit strategy for parental take-over at expiry of the project.

The APs, however, include parental activities, though not in a conscious and streamlined manner. The parental activities are not directly mentioned in Objective B, which must be regarded as an omission, while working with capacity building of a wide range of collaborators to help building *sustainable* structures and mode of interventions. The parents play a key role in taking responsibility for elimination of child labour and educate children. This project design gives communities at large and district authorities considerable technical assistance to monitor the child labour situation and so act as a sort of police, which risks being counterproductive. If parents are included as the prime authority and trained accordingly, there will be less resistance towards being monitored.

Since legislation has to be in place to intervene against CL, an enabled environment is a precondition for a meaningful work with the CL affected families. It should, however, be acknowledged that the environment is only enabled, when having an effective system to filter the policy work downstream reaching the ultimate target groups, in this case the children, their parents and the local authorities. To make sure that the policies are given an operational framework, it is important to include activities that can assist the GOG in building staff, structures and systems that can facilitate the enforcement. Element 1 mentions the institutional and technical capacity building, which meets the GOG need for technical assistance with regard to law enforcement. The technical training has so far been comprehensive and intensive. Apparently there are some issue that are not presented adequately, since the collaborators felt

⁵ Annex 3, figure 1.

that the concept of CL is not yet well understood. The institutional building has not yet started, but is urgently needed.

All collaborators mentioned that the GOG was very good at making laws, but very weak in enforcement. It would be appropriate to make the GOG contribute e.g. 20% of the total costs for establishing and running child labour interventions, implying an annual increase of 10% until it is fully funded by the GOG. That would leave the GOG with ample time to determine sources of income to fund the work. The responsibility of the GOG should have formed a separate element accounting for how ILO/IPEC could assist the GOG in planning for such increased contributions.

Since the GPRSII includes child labour interventions the project can self-evidently contribute to the GPRS achievement, if parental capacity building is included to provide a strong socio-economic base.

Finally the collaborators expressed concerns that the project is too small to have a perceptible impact.

Conclusions:

The critical remarks should not affect the project negatively. It is rather a reflection over the approved inconsistency between objectives and elements from the funding offices and organisations that made the evaluation team choose to spend some time analysing and discussing the mentioned inconsistencies and the effect it will have on the project outcome, impacts and thus the sustainability. Inconsistencies in strategic plans⁶ will result in deviating expectations and fragmented interventions, which was a key point in all three workshops.

The objectives further have other weaknesses: The exclusion of parents as key partners and evident recipients of capacity building and the lack of defined stakeholder commitments makes the project have difficulties in creating sustainability. It is acknowledged that the project document did not allow for parental inclusion. But policies alone cannot make parents withdraw their children from labour with loss of income as the result and invest in education of their children unless they are made knowledge about the positive consequences and are enabled to handle the situation independently. Although it was never the intention to include parents as key stakeholders, the evaluation felt that the omission of the parents will affect the effectiveness and sustainability of the project, wherefore it is mentioned here. The point is thus of importance when assessing achievements and sustainability in the final evaluation.

For sustainability purposes there should be strong institutional bases. The activities have mainly focused on providing technical knowledge about CL, and less on building systems and structures, which are the highways for filtering the policies, which are the result of the technical knowledge, down to the target groups.

The available parental capacity should be utilised and developed. This includes assets that may need more professional attention to generate the required incomes.

The evaluation team noticed that there is no Strategy Element for an exit strategy. The work is, however, arranged in a manner having a sort of built-in strategy by working through exiting structures that are gradually made responsible for the CL interventions.

Recommendations:

In the future the approving authorities should be more critical when going through project proposals to make sure that the objectives, outputs and activities are consistent, since inconsistencies can have fatal consequences for a smooth and impactful implementation.

The project can at this stage only try to amend activities, and choose IAs that have strong experience in building capacity of poor people resulting in socio-economic empowerment.

The remaining work with the enabling environment needs to focus considerably on building institutional structures, which includes development of protocols, lines of communication and what should be communicated to whom, descriptions of responsibilities, bylaws to help the

⁶ Most often logframes, which in this case is supported by SPIFs and additional monitoring plans

districts afford the CLM and other CL activities⁷, and well-described exit strategies at all levels defining what shall be in place. There is a strong and immediate need for protocols to help the police and judiciary know, which procedures apply in CL⁸, which competences and authorities fall within respectively the police, judiciary, social welfare, labour office etc.

The project ought to have an exit strategy, which describes (i) what to implement after project expiry, (ii) how to implement, (ii) how to finance it, (iii) who will implement what etc. The strategy should be developed with representatives from all groups of stakeholders to define which group can and will take responsibility for what.

3.2.2. Project Monitoring

There are evidently well-structured systems in place for monitoring, but the formulation of the logframe makes the monitoring become non-inclusive and fragmented. This can at longer term hamper the project sense of direction, and level and relevance of achievements.

To make monitoring provide a *full and relevant* picture of the current situation, it is crucial to have relevant, simple and inclusive indicators. An indicator is a tool that indicates the state or level. An examination of the logframe showed that many objectives and indicators are indefinable⁹. When indicators are not clearly defined, it becomes impossible for the project to monitor whether it delivers to the objectives as planned. To show both extent and viability of given activities, all activities ought in principle to have the qualitative indicators combined with quality/impact indicators, which can also be quantitative. Development is not a matter of how many activities are implemented or how many people are reached, but rather which added value to the people's experience, while being assisted by the project. The quantity is relevant for justification of outreach, but cannot be used for justification of impact and/or likely sustainability.

To help the project measure the direction and achievements of the activities, it is necessary to have the logframe definitions made clear. It may be too late in this project. But the blurred definitions may show in level of performance at the final evaluation and ought therefore be taken into account at that point in time. The comments on the formulation of the logframe are therefore included already at this stage.

As a rule of thumb the ILO/IPEC indicators have to be SMART,

- Specific
- Measurable (in a simple manner)
- Agreed on
- Relevant
- Time-bound

It is further is advised¹⁰ that good indicators start with good wording of the objectives.

An example from the logframe:

OBJECTIVE	INDICATORS
By the end of the project, Ghanaian society will be more aware of child labour and its negative consequences and will increasingly support the fight against it	Proportion of the Ghanaian population with a clear understanding of negative consequences of child labour and means of action to combat this problem Media coverage of child labour issues No of schools implementing the SCREAM methodology as part

⁷ Labour inspection could e.g. be charged like other governmental services – or the workplace be closed.

⁸ For example protocols for protection of children that report household labour to the police, for which authorities to involve with the aim to safeguard the child etc.

⁹ Table 2.2. in the TBP prodoc.

¹⁰ Time-Bound Programme, Manual for Action Planning, pg.

Firstly, it is helpful to have the indicators related to outputs, which are more specific and therefore easier to formulate indicators for than the more overall objectives. Some outputs may also have a shorter life than the project period and may be achieved already after some months (e.g. establishment of x CCLCs) and will not need further monitoring. When monitoring objectives, which are more overall and less specific, it becomes difficult to formulate SMART, and not least specific and measurable, indicators. Moreover, intending to measure the perception and increased fight in the Ghanaian society may not be possible. Finally, it is not defined what to fight.

In the above example the objective is not specific, which will influence the formulation of the entire chain of outputs – indicators - activities and inputs. Wordings like “more aware” raise an uncertainty around the measurability. It is not clear whether it is more compared to before and if the “before-situation” is defined. If so, it would be natural to define the “more” and write: The awareness of child labour in the Ghanaian society increased from 20% to 35%. Then indicator 1 and 2 would reflect the intentions implied in the objective. Further, the wording “increasingly support” suffers from the same problem of being undefined causing difficulties in defining measurable and relevant indicators.

Turning to the indicators, the first point is to assess if the three indicators can substantiate the intentions implied in the objective. There is no indicator showing that the Ghanaian_society increases the fight against CL. The media and the SCREAM activities cannot represent the Ghanaian society since the schools and the media form a very minor and non-representative part of the society. It may also be over-ambitious to measure the awareness of the Ghanaian_society, through representative data collection. A gathering of stakeholders in e.g. the target districts is more manageable and more relevant, since they have been exposed to various interventions, while the society may have been exposed to a few articles in certain newspapers.

The formulation of indicators is not specific (it is not evident how the project will measure “clear understanding”), not measurable (as before), not time-bound and not inclusive, the latter making the indicators non-relevant.

The project runs internal quarterly monitoring of the administrative work including assessments of work-plans, activities, procedures and other issues relevant for a timely progress and a smooth administration. The IA capacity is not always sufficient, which results in regular adjustments to help the work with timely implementation and with an acceptable quality in delivery

Conclusions:

The project has a comprehensive monitoring system in place. The system per se works well, but when having a blurred logframe with non-inclusive and non-measurable indicators, the project will have problems in working and reporting against the logframe, which is common practice.

Recommendations:

It is strongly recommended that the logframe be revised so that it lives up to the ILO/IPEC criteria for identifying and using indicators.

3.2.3. Assessments and Integration of needs

In preparing this Action Programme the ILO facilitated planning and review meetings among the collaborating institutions at the national and district levels such as the Ghana Statistical Service (GSS), Ministry of Local Government and Rural Development and Environment (MLGRDE), Ministry of Manpower and Youth Employment (MMYE), Commission for Human Rights and Administrative Justice (CHRAJ) the implementing agency (EIB), Child Labour Unit (CLU) and key individuals such as database designers and users of the monitoring system.

By involving partners with different levels of engagement in and approaches to CL issues in the project design, the project ensured inclusion of a wide range of needs. In addition a number of

needs assessments were carried out to help in designing the project to respond to the situation on the ground. Since focus was mainly on the enabling environment, the needs of the target population were not comprehensively highlighted.

It was agreed at all the Mid-term Evaluation Workshops that the civil society in terms of NGOs, CBOs, faith based organisation, churches, schools, local small-scale employers, who often employ children had not been involved in the design process, which is probably also the reason why Objective B has one element only and omit parents as key players.

Conclusions:

Many assessments were made before the final design of the project, most of which are integrated into the project strategic plan. It was, however, concluded that the range of direct action partners was not adequately included in contributing to the project design.

Recommendations:

To bridge the gap of needs that are not fully assessed and covered in the project design, the project should consciously select types of IAs that have the capacity to carry out small to medium size projects that can cover primarily the parental needs that are not already included. This includes churches, schools, CBOs, advocacy groups, clinics and others, who have regular contact with the target families. These bodies do already have the required additional information on special needs, which can supplement the general studies. They further have direct access to help the families build their capacity. The work could be coordinated by a bigger, experienced NGO or a capable DA.

3.2.4. Assumptions made

The assumptions made were realistic and relevant, though all had high expectations of delivery from GOG. The high expectations to GOG delivery are only realistic, if intensive efforts are made to establish the required technical capacity, institutional structures and protocols for the enforcement. One crucial assumption was not made, namely that the Parliamentary elections late in 2004, and the subsequent, repeated shuffling of key players in the ministries would make it difficult to connect effectively with the ministries and thus get started as scheduled.

It was further assumed that the GOG would launch TVET and so play an active role within vocational training. But TVET is just about to take off, and the project has therefore taken measures to conduct studies to develop or enter fields in technical skills that will be viable and profitable for the trained children.

Conclusions:

The assumptions made were realistic and relevant, but did not include all major factors. This has caused significant delays in the project implementation, for some activities with more than half a year.

Recommendations:

To enable the GOG to take-over, the remaining 120 months should have a strong component of institutional building, protocol development and inauguration. This is fully in keeping with the Development Objective and Element 1 under Strategic Objective 1, and is thus already approved.

3.2.5. Partners chosen

The group of partners is composed of five types of collaborators:

- The social partners (MMYE, TUC, GEA)
- Relevant ministries, authorities and institutions
- Other development agencies
- Selection of districts
- NGOs

The *tripartite social partners* are given and agreed on in advance in all ILO funded CL projects, and the project could not change this. As mentioned under the organisational set-up, it needed to be defined, which roles the three parties would play, and further be assessed whether it is relevant to have them as direct implementing parties. They were to play an active role at the policy work level, and would naturally inform their local offices about new laws and the relevant protocols. This is, however, a part of the existing routines and should not need special or additional funding.

Apart from the Department of Labour, the project works with the following *Ministries, Departments and Agencies (MDAs)*:

- Social Welfare, which plays a key role where there is no DLO
- MOWAC on wider child issues. The collaboration is limited though.
- NDPC, on integration of CL issues in the GOG planning. Special emphasis on NPA.
- AG, on developing protocols for handling CL issues and on incorporating CL in the on-job-training of judges
- Police, to assist them in training police officers in the relevant legislation and protocols
- CHRAJ on child rights issues
- GSS on compiling and analysing CLM data
- LRC, on policy work
- Research institutions/consultants on attitude surveying, market analysis, DCW analysis etc.

The selection of the above partners was generally relevant. Some partners could play a stronger role, e.g. Department of Children (MOWAC), which has played a modest role since it changed from being a commission into being a department. The department carries out a wide range of studies, which are comprehensive, professional and very relevant for the work of ILO/IPEC. The work with the judiciary and police is commendable since they have offices countrywide and initiatives within their framework will have nationwide and lasting consequences.

In addition, the project works with other *development agencies* such as:

- UNICEF, on training of district authorities in CL issues;
- UNFPA, to collaborate on Life Skills Training;
- EU, shared study on mining sector;
- WB, to make them integrate CL in activities on mining.

Most of the collaboration is still in an initial phase. The relevance can therefore not be assessed. The collaborators noticed that the project was generally not very effective in collaborating with other UN-agencies, which was confirmed by the late initiatives.

The selection of districts was criticised during the interviews and the stakeholder workshops. The following criteria determined the selection of districts: they should have (i) the defined WFCLs, (ii) have institutional capacity and (iii) respond to the ILO/IPEC request for proposals. The number of districts have recently been increased, wherefore some districts, and among them the ones with intensive WFCLs, did not respond to the request. The ten selected districts are therefore not the ones that are hardest hit by child labour, but rather districts that happened to have the set-up in place and could respond to the request within the given timeframe.

Finally the project works with NGOs as IAs. The work was launched recently¹¹, and apart from the project having stopped the support to one organisation, it is difficult at this stage to assess the capability of each of these partners.

¹¹Launched groups of IAs in September 2006, November 2006 and February 2007

Conclusions:

The selection of collaborators is highly representative of organisations working with children and rights' issues. It is, however, questionable, if the ministries have the capacity to deliver to an elimination of CL, if not being supported in developing the necessary institutional capacity, which included qualifications, logistics, economy and development of ways to overcome the financial constraints that rule in most African ministries.

The few initiatives to cross-pollinate UN-agency activities are appreciated by the collaborators.

Recommendations:

More attention should be paid to brining in innovative thinking in the ministries that are key for child labour. The regular workplace monitoring, for which the ministry has scarce resources, could for example be paid by the employers as a precondition for operating.

It is recommended that strong networks be established among all relevant agencies, be they UN agencies or others to prevent duplication of work and to make collaboration in the field result in added value for families, schools and agencies.

It is further recommended that the choice of districts be considered and, if possible, include APs from 2-3 of the districts with most hazardous CL. Neighbouring districts or experienced NGOs can eventually assist the less capacity strong districts in the implementation.

3.2.6. Methods chosen

The methods that could be assessed were the following:

- Method for project design
- Method for selection of families/children
- Method for selection of IAs

The method chosen for project design was very participatory, although the participants mainly belonged to partners from the enabling environment. The method per se was commendable, while the exclusion of key direct action partners has already been commented on.

The process of developing the project has made the partners have a very close and frank relationship, which has made late in-comers feel inferior or of less influence in the project. If the design phase had had participation from the whole spectrum of collaborators, the project would today have had an informative and open relationship across the groups of stakeholders, from which it could have benefited tremendously.

The method for selection of children is structured and well-documented. The selection committee, however consists of representatives from CCLC, DCLC/authorities and other offices, which is unnecessary and overwhelming for vulnerable families and children. Such sessions are likely to be defensive, as most people, irrespective of social status, do not like to have local leaders and authorities to assess and describe their weaknesses.

There are clear criteria for selection of children. The selection should pay due regard to:

- Preferred age (below 15 years)
- Guardian/orphan
- Vulnerability
- State/occupation of parents/guardians
- Linkage to social services.

The families are selected in smaller clusters to facilitate CLM and the work of the CCLCs. The social services take over after selection and take care of the necessary measures.

The IAs have to fulfil the following criteria:

- Be present in the target area
- Have experience with the activities, they seek funding for
- Have the required capacity to deliver and report correctly and on time.

The IAs, unlike the districts, were selected by the project and asked to develop an AP. Their performance is yet too early to assess.

Conclusions:

The methods for design were useful and gave occasion to a close working relationship and a strong sense of ownership, which results in a serious commitment. The project was designed in accordance with most other ILO/IPEC projects, and do not differ significantly from these.

The method for selection of children is clear, but have too many authorities involved.

The effectiveness of the method for selection of IAs cannot yet be assessed.

Recommendations:

It is strongly recommended that the project attempt to ensure a wide approach to family assistance with the aim to include some of the gaps that may affect the sustainability negatively.

The design method should be inclusive and baseline surveys involve beneficiaries and CCLCs/DCLCs as enumerators to help them have direct knowledge about the CL households and make them understand the local needs, which will make them able contributors in a design phase.

3.2.7. Structures chosen

The project structures are commented on elsewhere in this report, while the structures to implement the project through need some clarification.

The ideas (i) to implement primarily through existing structures, (ii) to combine interventions from the enabling environment with the direct actions through complementary activities, and (iii) to build the capacity of these very structures at both the enabling environment level and the direct action level is viewed as a significant contribution towards sustainability. The implementation takes place mainly through the public systems: Districts Assemblies, police, judiciary, GEA and TUC, all of which have offices nationwide and some funds available, some of which can be allocated to CL interventions.

The DAs play a coordinating role trying to make sure (i) that activities are supplementary, (ii) that various implementers are brought together, (iii) that district funds are allocated to the work, and (iv) that district staff and communities deliver as agreed.

At the enabling environment level the NSC is playing the coordinating role being composed of representatives from key ministries and social partners. The involvement of high profile people makes policy work pass easier, and in the longer term ensured the allocation of the required funds.

The IAs will not be permanent, but can help in building the local capacities to set good examples of child labour interventions for replication by community groups, churches and districts in the longer term.

Conclusions:

The project structure is effective and sustainable and provides hope and confidence that child labour interventions will continue beyond the project period. There are therefore no recommendations of changes.

3.2.8. Timeliness in preparation

The project was planned and launched at an appropriate time after having some experience with child labour in Ghana, which could facilitate the project design work. It was launched when the GPRS was already in place, which made it obvious to include CL in GPRS II_ and give it the required a holistic framework. Moreover, policy work relating to CL was underway¹².

The Parliamentary elections, however, made it difficult to start up as fast and effectively as planned. On the other hand, it should be easier to establish fruitful collaborations with new and fresh minds and personalities onboard, who all want to produce noticeable results.

Being overall well-timed, there are no conclusions and recommendations.

3.2.9. Cost-effectiveness

The project has consciously tried to be cost-effective by implementing mainly through existing structures and provide technical assistance as well as institutional building in terms of basic equipment to help stakeholders to deliver on time and uniformly. The assistance given, e.g. for development of data base for CLM and the involvement of GSS in data compilation and analysis are all initiatives towards cost-effectiveness.

The fragmentation of the work, however, is counterproductive. There are no initiatives in place for helping collaborators to coordinate and/or learn from each other, which results in waste of resources. There was high demand by the collaborators for information on what others do with the aim to network with relevant implementers to benefit from shared activities, experiences and dissemination of best practices and much more.

Conclusions:

The project is conscious about cost-effectiveness, and has found viable ways to address the issue. Most initiatives are directed towards the enabling environment only, overlooking the fact that the direct action level has a great and unfulfilled need for cost-effectiveness¹³.

Recommendations:

In order to make the best possible use of the various resources and experiences, the project should bring collaborators together, which may lead to networks that will generate useful, cost-effective and lasting synergies linking activities.

3.2.10. Child Labour Monitoring systems

In 2000, ILO supported Ghana, through the Ministry of Manpower, Youth and Employment (MMYE), to set up a central (national) tracking database system to track about 2000 children withdrawn from labouring in commercial sex, ritual servitude, manual handling and transportation of heavy loads and domestic servitude.

In 2003, another monitoring database, informed by the experience of the first, was set up and tested in five selected districts.

This system was decentralised and afforded the active participation of local communities in monitoring child labour where it occurred. This phase of the CLMS was also sector-specific, capturing only child labour in commercial agriculture, especially cocoa.

To fill in the gaps in the previous models, the ILO is supporting the development of a district-based, district-owned, multi-sectoral, cost-effective and credible Integrated Child Labour Monitoring System (I-CLMS) in at least 20 selected districts. The I-CLMS covers the eight

¹² Chapter 1.1.2.

¹³ Chapter 3.5.1.

WFCL agreed on during a national consultative process by all stakeholders. The system is also designed to cover other worst forms prevalent in each district as determined by local authorities in conjunction with district line agencies and civil society. It is managed by the DAs under the local government structure.

The National steering Committee (NSC) is the highest appraising body of the I-CLMS; utilizing information processed by the system to make policy recommendations to government.

The CLM should be understood as tracking/following-up/verifying activities and the subsequent impact. The monitoring takes place in 20 districts covering 200 communities. There are indicators for monitoring, and the project has supported the CLU in having the necessary software developed and in purchasing hardware.

The CLM is carried out by the DCLC and the CCLCs. TORs exist for the work.

The monitoring has two phases:

District level:

- Identification
- Assessment
- Linking
- Protection
- Initial data base management

Community level:

- Tracking children to see that interventions are in place
- Verification of data
- Law enforcement
- Dissemination of collected data

The districts give quarterly reports on progress and difficulties faced to the CLU, which forwards it to ILO.

At district level CLM consists mainly of structural coordination, functional linkages between line agencies, and mainstreaming of child labour issues into local government policy planning and implementation and serving as the bridge institution between national CLM. These functions are carried out by a multi-sectoral District Child Labour Committee (DCLC) under the management of the district assembly. The members of the DCLC include active representatives from the directorates of labour, social welfare, education, health, agriculture, police, commission for human rights, traditional authority, local NGO, faith-based-organisation, employers, workers, commission on women and children, commission on civic education and the district assembly.

Specifically, the district child labour committee performs, *among others*, the following functions:

- Verify that monitoring is taking place in the communities
- Ensure that required social support services have been availed to communities and children by the responsible agencies;
- Review the CLMS reports and make recommendations for policy change and social action to combat child labour;
- Ensure that recommendations made by the DCLCs are implemented for social planning and policy change within the district;
- Ensure that the CLM system is mainstreamed into the District Assembly's medium term developmental plan and into sectoral programmes of the line agencies.

- Monitor, supervise and support the activities of the CCLCs to ensure that exploitation of children in all aspects are reduced and geared towards the elimination of child labour in the district;

The district CLMS will be linked to the existing national CLM Database. Parameters for reporting from the district to the national office (EIB) will include the following:

- Type of WFCL prevalent in the localities
- Identification and assessment of children in the WFCL and those at risk
- Removal and referral of identified children to satisfactory and sustainable alternatives
- Protection of legally working children
- Prevention of children at risk of WFCL
- Tracking of children covered by the CLMS to ensure their sustained withdrawal from WFCL.

In addition to the monitoring of the implementation of CL interventions,.

Conclusions:

The project has developed comprehensive systems to monitor all activities from the selection phase, to follow-up on interventions and assessment of office procedures and deliveries. Since the APs were recently launched the effectiveness could not be determined at this stage. There are therefore no recommendations.

3.3. WORK ADDRESSING THE ENABLING ENVIRONMENT

3.3.1. Policy Work

There are several policy activities in the pipeline touching on CL issues ¹⁴. This includes:

- CL mentioned is GPRS II, which means that a wide scope of ministries can budget for activities;
- SPSP in draft. Funds are allocated;
- Passing of Human Trafficking Bill into Act;
- On-going review of the Hazardous Work List.

There are, however, some constraints. The implementation of the Human Trafficking act has delayed. The Management Board is constituted awaiting inauguration.

In addition there are problems with the definition and conceptual understanding of CL. The policy coordinating efforts are wanting and the capacity to mainstream CL into planning is insufficient.

The NSC started its work quite late and did not function well, until after re-organisation and expansion. Proper discussions among key partners would have helped building a joint and correct understanding of the CL concept, the main problems and the importance of ministry commitment.

Conclusions:

CL is a relatively new issue in Ghanaian politics. Taking that into account, some serious efforts have been made to create a conducive policy environment for the elimination of WFCL. Although working consciously on formulating the necessary policies, there are still problems with the conceptual understanding, which will naturally affect the quality and relevance of the

¹⁴ Chapter 1.2.

policy work – and the implementation. With a working NSC, the policy work will most likely be enhanced, extended and accelerated.

Recommendations:

It is strongly recommended that the NSC Technical Committee takes a strong coordinating, informative and encouraging role, to make the members of the NSC understand and internalise CL issues. This will ensure faster passing of bills, development of protocols and increased budgets for CL issues.

3.3.2. Law Enforcement

There has been various initiatives ¹⁵, especially lately, on dissemination of CL related laws to a wider community to make the work reach beyond policy-making level. The work has been multifaceted and includes:

- Translation of laws into local languages
- Work with police, immigration & CEPS on trafficking
- Ongoing work on incorporating CL in police training curriculum
- AG action programme on development of child desk to facilitate prosecution of Child Right's abusers
- 45 judges/magistrates trained. All are based in Accra.

Formulating and passing laws is only one side of the coin. To have the laws have the intended effect, it is a prerequisite that the costs of implementation are budgeted for.

In Ghana, there are no official community by-laws regulating child labour at the community level. What happens is that communities by themselves, and led by traditional authority and other opinion leaders, may agree on a set of community regulations that help to fight child labour. For example, some communities have decided that no children should be seen working or loitering during school hours; and all parents must ensure that their children are in school. Offending community members may be summoned to the chief's palace for warnings. Recalcitrant offenders may be sanctioned or handed over to the district police.

The collaborators had experienced difficulties with enforcement of the laws, because they work against customary practices. Children have participated in hazardous work for generations, have had long work hours and could not refuse to obey to parental requests or dictate. They complain over the given tasks. It would be regarded as severe disrespect for the parents – a reason to be “rightfully” punished to learn respect. With the CL laws having the extreme opposite values, there are two powers in the communities: some progressive powers, which want children to have education and decent development conditions, while other powers will execute their right to rule in their home communities. The result is that the child will have problems, if reporting relatives. The wider consequences of the implementation of the laws have to be taken into consideration, when developing and monitoring/evaluating APs and the more overall work with law enforcement aiming at empowering the weak and vulnerable.

The need for protocols for work with CL was repeated at every workshop. They have to be developed to help various levels of authorities to know where and how to report CL cases, how to help the child afterwards, which authorities to involve in rehabilitate the child etc.

The reason for delays in enforcements of laws can be many. But it is fact that children have no votes. It should, nevertheless, be of political interest to build the future generations, who will have votes in a few years, and help parents, who have votes, in educating their children.

¹⁵ Chapter 1.2.

Conclusions:

A number of bills on CL issues have passed. But the institutional set-up is not yet in place to handle CL cases uniformly and effectively. The initiatives to incorporate and internalise CL issues in GOG are relevant and need faster penetration.

Recommendations:

It is strongly recommended that the project concentrates on institutional building and development of protocols to help the implementing authorities have an operational framework within which to work effectively with law enforcement.

It is further recommended that the project helps the NSC to provide politically provoking information to the responsible persons in the key ministries to increase the budgetary good-will.

3.3.3. Capacity Building

The IPEC project took over parts of the ILO Capacity Building Project, which covered five African Countries. The present capacity building part of the IPEC project covers (i) labour market education, (ii) technical training either as VT or as apprenticeships and (iii) training of all relevant authorities and other key players in CL issues. The activities have been many:

- 1) Labour market survey has been conducted of which markets/fields are likely to be the most profitable. The survey defines and classifies all trade in six out of ten regions with the aim to define profitability. The study is ongoing.
- 2) Training of trades associations to avoid exploitation. Has implemented two times training. In total 13 people.
- 3) Judiciary training in CL issues to increase number of handled CL cases. 45 judges/magistrates in Accra trained. Training took place at Judiciary Training Institute.
- 4) Establishment of child desk in collaboration with AG.
- 5) GES introduces CL issues and SCREAM. 2 schools in 20 districts, 40 in total have had Head Teacher and 1 teacher trained. Form SCREAM clubs.
- 6) Works with UNICEF on child protection
- 7) Training of Labour Inspectors and Social Welfare Officers in Child Rights, Occupation Health and safety, practical handling of labour inspection in formal and informal sectors. Has included agricultural extension officers.
- 8) Incorporated CLM into the labour inspection format. Report to Labour Department, which forwards to GSS. Co-sponsored with UNICEF.
- 9) CHRADJ on mainstreaming CL into all rights issues. CHRADJ is represented in 100 out of 138 districts. Work on Alternative Dispute Resolution (ADR), which they want to apply for CL, too. Gives annual report to Parliament
- 10) Made DOVVSU fully familiar with CL and how to address it. Will do strategic prosecutions.
- 11) AG and Legal resource Centre will capacitate police, because all DCLCs have police represented.
- 12) Works with Institute of African Studies to make students interested in studies on CL. The initiative addresses post-graduates from universities nationwide. Will select in total 10 students that will do CL studies and submit concept notes. The work is just about to start. It will last one year.
- 13) Run seminars on CL issues for ministries.
- 14) Work with Ghana National Association of Graduate Teachers on disseminating CL issues since teachers play a key role in the communities. The association has just accepted the concept.
- 15) Work with press centre on training journalists in CL issues.

Conclusion:

It is concluded that the many initiatives are relevant and diversified, but fall late in the project period. The labour market survey should have been in place well in advance before selecting and training IAs in order to inspire them to work with new trades and with new approaches to

technical training. Element 4 under Strategic Objective 1 concerns development of apprenticeship and skills training systems. Nothing tangible is yet on the ground with 20 months' left for implementation, which is disturbing.

The many activities addressing the enabling environment have not fully trickled down to district level, which includes prosecution in child labour cases, police action and teacher actions against CL.

Recommendations:

It is recommended to have the market survey finished before end of September 2007, and launch APs that develop apprenticeship and skills training systems that are well-documented with the aim to have systems for replication at project expiry. The many activities in the police and judiciary need expansions and speeding up to have judges and magistrates from all districts trained early enough to prove the applicability of the installed systems and protocols before project expiry.

3.3.4. Research

The project has spent considerable efforts on research and studies, and has involved various institutions and consultants. Most is still in the pipeline, and can therefore not be included in this evaluation. Two research works have been finalised, namely on (i) children in domestic work and (i) girls in mining.

As the project has been very active in research, it is given a specific part here, to make it a point paying attention to in the final evaluation.

No conclusions and recommendations can be made at this stage.

3.4. ACTIVITIES AT DIRECT ACTION LEVEL

3.4.1. Overview over and Analysis of Action Programmes

The direct action activities should enforce the laws through direct action of CL. This includes:

Development of models of intervention for the identification, withdrawal and rehabilitation of children in the WFCL, and for preventing others from entering hazardous and exploitative child labour

The direct action activities are implemented by CSOs, local authorities/local leaders and district authorities such as DA, DCLC, Labour Office, Social Welfare and other relevant district offices. The structures and roles are accounted for in chapter 3.1. and 3.2.6.

As mentioned earlier the first APs were launched September 2006. The project has at present sixteen working APs. The 16 APs cover nine sectors, with some APs covering more than one sector. The sectors are:

SECTOR	NO OF APs
Fishery	5
Mining	3
Commercial agriculture	3
Quarries	2
Porterage	2
Commercial sex	1
Domestic work	1

Hawking	1
Trokosi	1

It has been mentioned that the APs were launched quite late. Some were signed shortly before the evaluation. The contract were signed as below:

SEPTEMBER 2006	NOVEMBER 2007	FRBRUARY 2007
5	5	5

One contract is yet to be signed.

The activities cover mainly withdrawal, prevention, parental capacity building, and awareness sessions. A table showing the extent of each of the main activities is found below. The AP number refers to the table of AP activities, which is found in annex 7.

NO	WITHDRAWAL	PREVENTION	PARENTAL CB	AWARENESS SESSIONS
1	300	600	-	10
2	300	600	125	10
3	300	500	300	10
4	500	1000	-	-
5	350	450		10
6	300	500	-	-
7	100	200	20	3
8	380	700	200	8
9	200	300	100	10
10	300	450	100	10
11	CLOSED			
12	150	450	100	5
13	100	150	100	5
14	500	1000	320	20
15	300	1000	100	10
16	450	1000	100	10
17	450	700	300	10
TOTAL	4 930	9 600	1865	121

Ten APs are under development. They cover the following key components:

KEY COMPONENT	NO OF APs
IGA	3
Shelter/trafficking	2
Awareness raising	2
CDW documentaton/withdrawal	2
Provision of CSO voice on CL	1

There are moreover discussions with GEA, TUC and GAU on eventual APs.

As stated elsewhere in this report, the team had little time for AP visits and most APs were relatively newly launched. The observations and resulting conclusion are therefore scarce and non-representative for the ongoing activities.

The evaluation team visited two APs, namely International Needs working with ‘trokosi’ and cattle tending, and Parent and Children foundation (PACF) working with prevention from hazardous work in stone quarries. Apart from visits to some project sites, the team received copies of Progress Reports (December 2006) from five APs, one of which was visited by the team. Based on the limited information from the work with direct actions, the team attempted to get a satisfactory picture of the level and quality of activities at the direct action level. The following shows the number of activities reported on since December 2006:

AP NO	Title	Activities completed/ ongoing	Activities for Jan-July 2007	Comments	Visited by evaluation team
1	Eradication of CL fro inland canoe fishing	11 activities	6 activities	The Progress Report found inadequate by IPEC project	NO
2	Elimination of WFCL from illegal mining act	11 activities	-	Activities under output 3 not launched, despite the plan for October 2006. Delay explained. Submitted satisfactory Progress Report	NO
3	Sustainable removal and integration of children from stone quarries	4 activities	9 activities	The project notes on the Progress report that the progress has been remarkable	YES
4	Contributing to eradication of CL from oil palm an rubber agriculture	12 activities	-	9 activities not given date of budget in the Progress Report. The Progress report not found satisfactory	NO
9	Contributing to the removal of children from fishing	7 activities	3	The progress in accordance with plan. The record of beneficiaries in Excel format is commended by the IPEC project	NO

Conclusions:

The APs have not had long time to operate. The first APs had recently started operations on the ground. The late start of APs may make it difficult to fulfil the IPEC project objectives. The capability of the assessed varied from the one extreme to the other, where one project had submitted wanting information and another has acted fully in accordance with the plan, even at a level beyond requirements.

Recommendations:

It is recommended that the capacity and capability be assessed before signing the contract with the aim to train/build the IAs where they may have shortcomings. Not all IAs need to be trained in the same capacities.

To speed up the process and retain manageability of the IPEC project, the role of the CTA should be revised. The CTA is responsible for both overall and day-to-day administration of the project, for contacts to the enabling environment, establishment of new contacts etc. The field work should in principle be left to the persons coordinating the APs and the Capacity Building activities, while the CTA should make random visits only to have desk conclusions verified or disproved.

To assist in planning and managing a higher pace of implementation, it is recommended to have an extra staff to run all day-to-day administration and let the CTA concentrate on new partnerships, GOG institution building and other substantial issues. With the planned phase out of the CTA position at the end of this year, it could further ensure some consistency in administration and presentation of the project.

3.4.2. PIA findings¹⁶

¹⁶ Impact should here be understood as marked effect/influence or outcome

Despite the late launching of the APs, the team chose to visit two field sites to meet the beneficiaries and local stakeholders.

The visit was implemented as PIA sessions, which provided the stakeholders with an opportunity to discuss the relevance of activities and how it affects their lives.¹⁷

At the two sites the team met 5 boys, 5 girls, 5 mothers, 5 fathers and 5 CCLCs members from respectively the PACF project in Ga West working with withdrawal from quarries, and the International Needs project in Tongu working with withdrawal from 'Trokosi' cattle herding. In the Ga West groups the withdrawn children were aged 9-12 years, while they were quite young in Tongu, around 8 years. In Tongu an external teacher led the discussion and also acted as secretary, while in Ga West some pupils acted as secretaries in the groups that were not literate, in particular the mothers, who turned up in a large numbers. Instead of the 5 mothers that were invited 16 mothers came.

The findings in the two projects were very similar, though having quite different contexts. When beneficiaries work in separated groups, the findings are comparable and valid. The results are found in annex 6.

It is uncommon to measure outcome at such an early stage. But thirteen years of experience with PIA has shown that the beneficiaries feel rather fast effect of project interventions and are excellent in distinguishing between positive and negative outcome of given activities. The consistent answers across the different types of stakeholders and beneficiaries and from two different sites, prove that the answers are not given at random just to satisfy the evaluators. Further, the two APs, in which the PIA was conducted, found the exercise surprising, due to the high participant concentration and contribution.

On the positive side there was a significant score on education. The variation in immediate and expected outcomes is indicated.¹⁸

On the negative side the findings are less uniform, although still with a high level of consistency. The immediate negative impacts of withdrawal and enrolment in education provide a useful platform for further studies and adjustments

Both project sites scored lack of income as the main negative effect from withdrawal. They describe how their daily life is affected in terms of having insufficient food, medicine and clothes as a result of withdrawal. Consequently they point at the need for IGA, which has been strongly emphasised earlier in this report¹⁹. In Ga West the girls found it difficult to attend school, because the distance to school was long, they were harassed by truck drivers on their way to school though being 9-12 years old, and when finally reaching school they are punished by the teachers, because they do not perform well having started recently and in the middle of a term. In Tongu the children also experienced problems. They have to work early in the morning before leaving for schools and again upon their return. Being up early they get tired before reaching school. Some times they arrive late and are punished by the teachers. The group of fathers on the other hand complained over the loss of labour force in the household, that they had extra costs on the children, while the mothers told the team that education was good, because the child is away from home and will only eat one meal a day. Unfortunately they did not give that comment in writing.

PIA is a simple and rapid exercise, which provides useful reflection of the beneficiary thinking and their level of information of the advantage of education. Looking into the positive impact gained from education, there are remarks that clearly stemmed from awareness activities, while others came from personal experiences. On the negative side, all scorings came from experiences, because no awareness has informed about the possible problems and disadvantages from withdrawal.

When analysing their experiences, both at child and parental side, they show considerable problems. They need assistance to make the project interventions be perceived as advantageous,

¹⁷ The PIA method and the work with at the two sites PIA are described in chapter 2.2.b

¹⁸ Annex 6.

¹⁹ Chapter 3.2.1.

first and foremost through support of IGA, which should include life skill and entrepreneurship training for the intervention to be effective and have lasting effect.

Conclusions:

The two projects had only operated for a short time, and the findings should therefore be viewed more as preliminary findings, than findings that need immediate action. The findings cause doubt about the sustainability of restricting the work to focus solely on withdrawal and enrolment, and conclude on impact based on numbers of children withdrawn rather than on increased family capacity.

Recommendations:

It is strongly recommended to follow the beneficiary experiences and attitude in the next half year, while building in prevention mechanisms against the worst forms of harassment of the children in the shape of sexual abuse on their way to school, teacher punishment and parental blame for not having basic need covered. The project could network with organisations (i) constructing schools to prevent long distances, with organisations (ii) working with teacher education to make them (a) understand the situation of the children and (b) teach them methods responding to the different levels of capacity and knowledge in the same class, and (iii) liaise with organisations that work with transition education, which could eventually be placed at village level and other relevant networking. The project does not have to cover all problems, but should work intensively on networking and thereafter connect such external organisations with the ILO/IPEC funded organisations. An effective and cross-sectoral networking would add profound value to the work of all parties.

3.4.3. Analysis of Action Programme Funding

When looking through the list of APs and the allocated funding, the attention was drawn to an apparently big difference in costs for delivery of the same activities. The team therefore made a swift analysis of the costs of withdrawing children, acknowledging that all APs have additional activities, mainly prevention, awareness raising and parental capacity building. The cost per withdrawn child can therefore not stand alone. The assessment of the costs needs to include the additional activities. But a fast analysis caused some concern over the big difference in costs. The conclusion is that some IAs must either have budgeted far too low, or some must have budgeted far too high.

The figures below show a difference from \$108 to \$ 641 per withdrawn child. It should be expected that the cost of \$641 included considerable activities in prevention, parental capacity building and awareness raising. But it is contrary. It is the high-cost AP that has very few awareness sessions, and it is in the lower end of parental capacity building, while APs ranging from \$108-128 have more children prevented, and most of them have parental capacity building and more awareness sessions than the high-cost AP. It is surprising that the AP with the lowest costs has five times as many withdrawals, and almost seven times as many preventions, as the high-cost AP. The AP having an average cost of \$132 is the AP with most withdrawals, prevention, parental capacity building and the highest number of awareness sessions.

The yellow lines show the low-cost APs, and the blue the high-cost AP.

NO	THEME	WITH-DRAWAL	COSTS PER CHILD IN \$	PREVEN-TION	PARENT CB	AWARE-NESS SESSIONS	CON-TRACT SIGNED
1	Eradication of CL fro inland canoe fishing	300	120	600	-	10	29.08.06
2	Elimination of WFCL from illegal mining act.	300	232	600	125	10	06.09.06
3	Sust. removal and integration of children from stone quarries	300	220	500	300	10	06.09.06
4	Contributing to eradication of CL from oil palm an rubber agriculture	500	108	1000	-	-	15.09.06

NO	THEME	WITH-DRAWAL	COSTS PER CHILD IN \$	PREVENTION	PARENT CB	AWARE-NESS SESSIONS	CON-TRACT SIGNED
5	Preventions, withdrawal and rehab. For children in ritual servitude and cattle tending	350	177	450		10	15.09.06
6	Contributing to removal of children from fishing and CSEC	300	115	500	-	-	15.11.06
7	Removal of children from portage	100	245	200	20	3	15.11.06
8	Withdrawing children from commercial agriculture and stone quarrying	380	254	700	200	8	15.11.06
9	Contributing to the removal of children from fishing	200	229	300	100	10	15.11.06
10	Eliminating CL from canoe inland fishing	300	128	450	100	10	15.11.06
11	IA has failed to comply	CLOSED					?
12	Elimination of CL in illegal small scale mining	150	382	450	100	5	To be signed
13	Preventing commercial sex among girls by providing alternative livelihoods	100	641	150	100	5	19.02.07
14	Providing transitional and levelling education for children withdrawn from or at risk for entering domestic work	500	132	1000	320	20	19.02.07
15	Action for prevention, withdrawal and mainstreaming of children engaged in fishing	300	168	1000	100	10	19.02.07
16	Elimination of CL in street hawking and portage	400	-	1000	100	10	19.02.07
17	Helping eliminate child mining	450	-	700	300	10	19.02.07
Total		4930		9600	1865	121	

Such calculations can of course not give an accurate picture, but they indicate a level and a direction, which may be worth developing into a guideline for funding. There will self-evidently be differences, as some projects will have long distances to move to interact with people, while others have bicycle distances; other IAs may want to test new approaches, which may require expensive, external assistance. It is surprising, and unlikely, that the services of AP 13 need to be around five times higher apparently without providing considerable additional services/interventions.

The evaluation team did not have time to look into the details for each of the APs. It will however, be an evident task for the project administration, since it forces a reflection partly over (i) the variation in costs of interventions and (ii) the need to develop simple systems to guide the costs of various activities.

Conclusions:

The delay in IPEC project implementation seems to have made the project speed up the process of selecting APs/IAs, with the result that the assessment of relevance, capability and cost-effectiveness have been given too little time. The recently approved APs do generally have higher number of children to prevent to catch up with the delay. It may not be feasible to speed up the process by putting high demands on a few organisations, while the problems lies in the project delay.

Recommendations:

It is recommended to rather spread the delivery to more IAs, since the work is new to many of the IAs, and they may therefore not have immediate capability to fully deliver. With more realistic expectations to delivery, and with a spread of the delivery risk, it is more likely that the project will achieve its goals.

The project should develop systems for simple and swift assessments of APs.

3.5. CROSS-CUTTING ISSUES

This chapter presents issues that cut across the division in enabling environment activities and direct action. Recommendations to these issues are found in chapter 5 under general recommendations, which cut across all issues presented in this report.

3.5.1. Gender

Funding agencies tend to focus on gender and understand it as women and children, particularly girls. The project attempts to be gender balanced acknowledging that a country needs to educate both boys and girls to develop its potential.

The selection of sectors was done based on a survey of which hazardous work was the most prevalent in the selected districts. The survey showed that fishery, quarries and mining are the predominant WFCL, and it was decided to give priority to these fields, before including less prevalent fields. However, these fields proved to be typical boy-labour fields, which explains why most boys have been supported to date. But more girl-labour fields are gradually included as APs. The project plans that up-coming APs should address the girl-labour sectors, such as: commercial sex, CDW, 'Trokosi' and girls in mining.

When choosing to work participatory, it is not possible to predict or enforce project preferences. Not to lose interests and respect, it is essential to respect collaborator recommendations so long as they are well argued.

3.5.2. Quality of education

Besides the economic causes of CL, the GCLS (2003) also identified the low quality of education leading to high drop-out rates and poor academic performance and eventual engagement of the children in CL.

The generally low quality of education in developing countries makes it difficult for a project to justify to poor families the relevance of education as replacement for child labour.

The maintenance of the schools are often wanting, latrines are not always available or accessible, and where accessible they may not be used by everyone, because the young children are allowed to relieve themselves on the doorsteps of the classrooms.

Many teachers do not have formal teacher education, and cannot teach at a level that can provide any child with a reasonable continued education. Other CL studies have shown that the level of successful²⁰ graduands at most governmental, rural schools is too low for students to be accepted at better institutions for secondary or tertiary education. Local people have experienced that children, who do not reach beyond primary education level, will not reach a higher social level than that of their parents, wherefore the parents see no need enrolling children in education.

The importance of parental capacity appears once more. If qualifying parents to take care of the education of their children, they might be able to send at least one child to a better school, eventually boarding school, which can provide the quality educations that is required to cause a significant change in social capacity of the child.

Finally, parents with capacity, and thus with some self-esteem, do not accept low-quality education for their children, when having to contribute financially. So the school system would come under pressure, if having more able local adults.

²⁰ Successful with regard to level of scores, continued/final education at reputed institutions etc.

Due to the low quality of education, 80% at risk children have high potential of dropping out. The project therefore supports the training of teachers on WFCL in the counselling of vulnerable children. In addition, teachers in the 20 TBP projects districts are given training in the use of Supporting Children's Rights through Education the Arts and the Media (SCREAM). The SCREAM methodology will be promoted for use by 50 child labour clubs providing peer education in CL.

A national SCREAM team, made up of 6 people, has been formed at the Ghana Education Service Headquarters and has been trained. They are made up of staff from the Basic Education Division, Girl Child Education, the Inspectorate Division Career Guidance and Counselling and Curriculum Research and Development Division. This team will train teachers, supervise and monitor the implementation of SCREAM in the School communities and work to adapt the SCREAM methodology in the curriculum of basic schools.

40 schools have been selected from all 20 TBP districts and teachers and their heads and the community participating Coordinators in district education offices are being trained on the use of the SCREAM methodology. They will in turn introduce the SCREAM methodology into the schools with the formation of SCREAM clubs.

3.5.3. IPEC Support of Collaborators

When launching a new project, and thus involving a wide scope of new stakeholders, there is a great need for project support and supervision. The IAs had realised a great need for support on administration of the complex IPEC procedures for implementation and reporting. Some IAs had experienced delays, because they were not informed of the preparation of a work plan before the funding was available, others found it strange that IPEC needs a specific account for a project, when they can use the same account for a number of other UN-projects.

The enabling environment confirmed the high demands on administration and reporting. They added that the procedures for hand-over after project expiry, in this case WACAP, were very slow, which has resulted in loss of qualified staff and thus a disruption of the work for which the handed over equipment should have been used. Another ministry found it difficult to settle administrative issues, because the IPEC staff, they wanted to meet, or who wanted to meet the collaborators, were rarely present.

It was further mentioned under structures that ILO/IPEC has no structured back-up of the stakeholders neither with regard to administrative back-up and experience sharing and networking among the stakeholders. There had been workshops in administrative procedures, though. But it is well-known that workshops are useful for introduction and discussion of ideas, procedures, experiences etc. But the practising of the very same procedures requires on-the-spot support, when problems arise. No workshop training can qualify staff to handle a given issue independently and to expectations. Stakeholders need subsequent face-to-face sessions as needs arise to help them discuss specific issues and organise the accounts and administrative issues accordingly. Apparently the explanations in the workshops were not well understood, or the subsequent back-up was insufficient since a number of stakeholders find that it is wanting.

Foreseeing the need for networking the project has established SOMOPAC: Network Of Social Mobilisation Partners Against Child Labour In Ghana

SOMOPAC was initiated in July 2005. It is an agency of over 70 social mobilisation partners at both national and local levels, including religious, political and community leaders, traditional rulers, NGOs, children and human rights activists and journalists (plans are underway to finalise the active participation of children). So far 5 information and training sessions have been held for the partners. Currently an action programme to support the establishment of a network among SOMOPAC members is being implemented by the Ghana Journalists Association (GJA). This SOMOPAC idea is designed to strengthen the capacity of agencies working with or on behalf of working and/or at-risk children by supporting the setting up of coordinated functional linkages among the identified categories of social mobilisation agencies for advocacy and awareness raising on the worst forms of child labour. The organisations targeted have

nationwide outreaches through decentralised structures. Hence, networking them at the national level is an efficient measure to achieve cost-effective impact.

Indirectly, SOMOPAC aims at helping to prevent the entry of children into child labour and improving efforts to withdraw children from the worst forms of child labour and providing alternatives to the children and their families as well as improving the working conditions of child labourers as a transitional measure towards the progressive elimination of child labour. The activities of SOMOPAC is designed not only to raise the awareness of the social mobilisation agencies and thereby bring positive changes for the children but, more importantly, brace the capacity of these agencies to be more effective by themselves in mobilising the Ghanaian public to consign child labour to history.

3.5.4. Decent Work Programme

The overall goal of the ILO is decent work for all in all countries, which should be understood as opportunities for all to obtain decent and productive employment in conditions of freedom, equity, security and human dignity. The work encompasses international, regional, inter-country, national and local ILO action. In each country, the ILO works with constituents to put decent work in the centre of economic and social policies.

The ILO action combines advocacy, demonstration and cooperation in defining and implementing a decent work strategy respecting national characteristics and possibilities. An effective DWCP responds to one or a few key priorities, which are determined together with ILO constituents. Each priority has defined outcomes.

From the inception of project implementation, the PoS TBP has worked closely with the Decent Work Pilot Project (DWPP) to coordinate their activities in the two DWPP districts, which are also TBP districts (Ajumako and Afutu). This made it possible to take advantage of the structures for small businesses and youth already established by DWPP, which had been implemented for some 2 years before TBP. TBP has encouraged DWPP to include CL issues in its programmes wherever possible, which for example resulted in inclusion of CL in DWPP training manual for small businesses.

PoS TBP staff contributed to the child labour component to the draft Ghana Decent Work Country Programme; and the two new Decent Work districts selected in January 2007 include one of the TBP districts (Twifo Hemang District).

At the enabling environment level, the PoS TBP project staff for capacity building and skills training collaborated with the DWPP in the training of members of Trade Associations selected from all 20 TBP districts. Resource persons trained under the DWPP were used in the training. Some training materials prepared under the DWPP were adapted for the training.

In the direct action activities, the PoS TBP Project collaborates with Decent Work in the two pilot districts. Center for Rural Enterprise Development is an IA *and* beneficiary of Decent Work capacity building. It was used as a resource institution to conduct business development studies for the pilot project. The experience and knowledge gained are being applied in the assessment of training opportunities for children above 15 years to be withdrawn under the TBP project in the Ajumako, Anyan, Esiam and the Afutu, Ewutu Senya Districts.

In addition, with the District Chief Executives of the two districts serving as the Chairmen of the District Child Labour Committee of the TBP and the Sub Committee on Productive and Gainful Employments (SPGE) under the DWPP in their respective districts, their dual responsibilities promote synergy among the two projects.

Already PoS TBP is liaising and collaborating with the Decent Work on the planning and delivery of training and other services under an AP economically empowering 100 families of beneficiary children in Twifo Hemang District to enable them keep their children and wards out of WFCL. Organisation of the families into co-operatives and their training in various skills, vocations and business management is be carried out by resource persons trained under the Decent Work Programme.

3.5.5. Child Trafficking

At the African continent, West Africa has unfortunate characteristic of hosting child trafficking activities²¹. Children are trafficked within the countries and across borders, at times sent by parents to generate income from cocoa farms, prostitution or fishery, which are the prevailing occupations. There are no statistics giving an approximate estimate of the number of trafficked children, but ILO anticipates that there are 6, 000 trafficked children in Ghana. The trafficking includes Ghana, Burkina Faso, Togo, Benin and Nigeria, where children move to employment or are sold to buyers, who transport them to potential markets within the region.

A little more than one year ago, the GOG passed a law that made it a crime to traffic in people - that is, to sell adults and children into a modern form of slavery. ILO was very active in formulation of the law.

The Human Trafficking Act aims to prevent, reduce and punish human trafficking, and to rehabilitate and reintegrate people who are trafficked. To be able to achieve some of the goals set up in the GPRS and the Millennium Development Goal there is the need to combat these practices, especially when they target children.

However, Ghanaian children, are still being given out or sold to people, being deprived of their rights to enjoy life to the fullest. These children often live in terrible conditions, eating non-nutritious foods, and wearing shabby clothes. Many grow up with no formal education or moral training, thereby leaving them illiterate and lacking discipline.

The LUTRENA project has worked specifically with this problem since year 2000, in the beginning funded by USDOL, and since 2002 funded by Danida.

The project covers Ghana, Togo and Benin. Nationally it works with 12 IAs on child trafficking. It works with three aspects of child trafficking:

- Supply
- Transit
- Demand points

LUTRENA works mainly with fishery, CDW and vendors. It does not work with cocoa farms, since trafficked children want to make money faster than it is possible in cocoa farms.

When withdrawn, the project works with the children through Community Surveillance Teams for a three-months rehabilitation period for health screening, counselling and determination of capacities. It is done jointly with the relevant authorities, which further tries to arrange a return to the parents.

Apart from the three-months rehabilitation the project is providing schools with equipment to create a positive attitude towards these children and is translating The Human Trafficking Act into six local languages.

The project informed that it works closely with TBP, partners and sub-regional IAs.

3.6. SUSTAINABILITY

3.6.1. Sustainability at the Enabling Environment Level

The joint formulation of the project strategy and the focus on cost-effectiveness by operating through established systems do both add to a likely sustainability and is a laudable strategy.

But to make a government take in a new fields and modes of operation, it is determining to develop the required capacity with regard to budget, man-power, logistics, structures and protocols. Human resources have been built at all levels, though not yet to the level of fully

²¹ UNICEF: Child Protection from Violence, Exploitation and Abuse

independent operations, while the work on institutional building and development of protocols has hardly begun.

With regard to monitoring, which plays a key role in the fight against CL, conscious and extensive efforts have been made to link this CLM database with other related national databases such the Education Management Information System (EMIS) and the Child-to-Child out-of-school census being implemented by the Ghana Education Service (GES).

3.6.2. Sustainability of Direct Actions

The sustainability of the direct action activities has indirectly been commented on, when discussing the problem of the project, and not only this project, addressing the symptom and not the root cause of CL. According to the list of APs, only around 20% of the households of the withdrawn children will receive parental capacity building. For reasons stated earlier²², it is therefore likely that the drop-out rate and eventual return to CL will be significant. To ensure long-term sustainability it is key to address the root cause effectively at both direct action level through capacity building of parents, *and* at enabling environment level. The latter implies that all relevant authorities in the 20 districts are made familiar with the concept of and the legislation around CL, which should work hand-in-hand with development and inauguration of effective protocols facilitating swift legal action that does not back-fire on the child.

The enforcement of the laws has faced some difficulties, because they are in conflict with customary practices. Not to risk having developed a full system for interventions against CL and then be barred by customary practices, the project should collaborate with the informal leaders already at the preparatory level. Experiences from other countries have shown that involvement of informal decision-makers as co-developers and ambassadors for a sensitive change in practices generally works quite well. Such an integration of informal decision-makers tallies with the already established project use of existing structures.

²² Chapter 3.2.1.

4. LESSONS LEARNED

Being a mid-term evaluation the work focused mainly on programmatic issues and less on achievements and impact. The team concentrated on analyzing the feasibility structures and approaches for further adjustments where necessary to facilitate delivery as planned. The team, of course, made some observations, which can also help redirect project implementation.

It can however be concluded that the project structure is effective and sustainable. This to a large extent provides hope and confidence that child labour interventions will continue beyond the project period.

This chapter on Lessons Learned will reflect the discussions in the report. The comments do therefore cover:

- Project design
- Enabling environment
- Direct action

4.1. PROJECT DESIGN

The involvement of stakeholders in the project design proved successful in the sense that the involved parties have since had a close and open relationship. In addition they understand details of the priorities, approaches and implementation, which makes implementation easier, faster and more uniform.

The direct action stakeholders suggested stronger direct action representation and contribution of data from community levels. The inclusion of decision-makers from ministry to informal decision-makers at community level will help preventing conflicts between the law-enforcing bodies and the families and communities, partly because the project design will have measures for inclusion of community values and partly because when the enforcement of the laws will have local ambassadors to explain and execute the new laws.

In order to have strategic plans that are virtually strategic, because they have a logic from the very overall level down to the tiniest and shortest activity, the logframe should be structured to have: Development objective, Strategic Objectives, Outputs and Indicators at the same format with activities having direct references to Output/Strategic Objective. Further, the Indicators could be strengthened as indicated in chapter 3.2.9. to facilitate a fast and correct assessment of the progress and direction of the project.

It was noticeable that the project works without an NPA, which obviously makes the organisational structure and the determination of needs become blurred. The evaluation team also noticed that there is no Strategy Element for an exit strategy. The work is, however, arranged in a manner having a sort of built-in strategy by working through exiting structures that are gradually made responsible for the CL interventions.

4.2. ACTIVITIES AT ENABLING ENVIRONMENT LEVEL

The work through existing structures is no doubt the most sustainable way to work with policy issues. This project has set aside quite considerable resources for technical training on CL issues. As it has been concluded, sustainability in governmental systems requires more than that. Since there is emphasis in the Development Objective on institutional building, the step towards practising it is very short.

If such initiative is being combined with governmental acceptance of gradually increased budget

allocations, then CL interventions will escalate in an well-organised and qualified manner and the elimination of CL practically be a reality within a period of 15-20 years.

The comprehensive research work is commendable, as many projects start operating based on past experiences and assumptions. Such approach hinders new knowledge from outside the ILO sphere to influence the ILO activities.

Having evaluated numerous VT activities that were based on a few traditional professions, where paid occupation is highly unlikely, it is encouraging to have the results of the survey and see where the future market for skilled training lies. As each country has specific professional skills and different market opportunities, it will be relevant to have such analysis in all countries, where it has not recently been carried out by the government or other agencies.

To benefit optimum from the commendable initiative, the analysis should preferably cover limited geographical areas, e.g. provinces, to reflect the diversification in needs and thus in market opportunities. Apart from defining market opportunities it should also include the level of education among the potential students together with the general quality of the schools to design VT that is locally relevant. Some VT activities may require a certain level in Maths or in English reading to understand technical instructions. In such cases the VT shall include pre-education in certain subjects before starting the technical training to make sure that a given student qualifies. If running the formal education parallel to the technical training may result in waste of resources, if e.g. only 50% pass the formal education test satisfactorily.

4.3. ACTIVITIES AT DIRECT ACTION LEVEL

The idea of the direct action activities is to develop effective approaches for the work with elimination of CL at all levels. The good practices should be replicated for the benefit of children in WFCL throughout Ghana. Since the APs had started late, it was not possible to draw substantial conclusions on lessons learned.

The analysis of the costs of the direct action activities may need some further attention to prove whether it could be developed into a tool providing a swift information of the cost-effectiveness of individual APs.

Even though there was high demand by the collaborators for information on what others do with the aim to network with relevant implementers to benefit from shared activities, experiences and dissemination of best practices and much more, there are no initiatives in place for helping collaborators to coordinate and/or learn from each other.

5. RECOMMENDATIONS

The recommendations on details have already been given under each point in the report. The recommendations here touch on more overall issues, and include recommendations to USDoL and ILO Geneva, too.

It was noticed that some of the constraints that the project experiences cannot be solved by the project, as the constraints are caused by the approach and procedures required by the ILO Geneva office or in USDoL. It was therefore decided to include these comments, although unusual.

The recommendations are given in random order.

USDoL and other ILO partners:

It is strongly recommended that USDoL

- a) Considers the consequences of a holistic approach to CL and acts accordingly. The consequences could be criteria for funding, which includes supplementary funding from other agencies to cover the entire spectre of interventions adequately.
- b) Supports a post-evaluation of the long-term impact of the hitherto withdrawal and prevention projects. It is assumed that such an exercise will provide highly useful and probably surprising results, which can be used for definition of future focus and determination of what is included in a holistic approach

ILO Geneva

For a smoother and more relevant and impactful implementation of CL activities it is recommended that ILO/IPEC Geneva considers to

- c) Liaise with donors that can fund parental capacity building
- d) Continue to provide project training in development of logframes to ensure consistency and uniformity.
- e) Consider the inexpedient hand-over procedures for equipment after project expiry. For partners to develop realistic expectations and facilitate the planning of a suitable bridging phase, it would be feasible to have an exit strategy specifically for this point, since delays severely hampers a successful continuation of the work.
- f) To develop a tender strategy for selection of IAs, as it was done in the districts in this project. That would ensure that IAs of many kinds would express interest resulting in innovation both in strategies, approach and choice of activities. It is acknowledged that working with well-known partners makes administration run more effectively. But the loss of innovation should be weighed against the gains in effective administration.
- g) Add an administrative assistant for the remaining period to free desk staff and CTA from administrative tasks to help the project catch up with the delays.

ILO/IPEC PROJECT

The project has a wide range of relevant, interesting and unusual activities going on. With the aim to ensure that these activities are finalised as planned and the project delivers as planned, it

is essential to be simplify the work and eventually cut out some activities that are not determining for the delivery. It is therefore strongly recommended to:

- h) Make solid networking with complementary partners in the field a precondition for IAs to have their APs approved. Each programme can only address a few aspects of CL, but if working in close collaborations with CSOs e.g. (i) constructing schools, (ii) training teachers in working with vulnerable children, (iii) OVC interventions, (iv) primary health, (v) IGA, (vi) entrepreneurship training and (vii) VT and saving/credit facilities, it will be possible to provide the families and the communities with the necessary capacity to address the root cause of CL.
- i) Select a few key activities with the enabling environment for the remaining period and concentrate on fast development, implementation, follow-up and dissemination of the new knowledge. This could be: establishment of new apprenticeship systems together with TVET and the IAs, development of transition education as action research where the models are developed and tested as AP, institutional building and protocol development, and finally avail results from various surveys, e.g. market survey and CDW, to relevant IAs for them to develop and test new approaches with some few key fields.
- j) Have less paper work, studies and meetings, and more action at both enabling environment and direct action level. It is essential to distinguish between what is interesting to know and do, and what is necessary to know and do to deliver as agreed. This concerns both participation in external and internal meetings, participation in and implementation of workshops, the requirements for written documentation, the need for project presence in the field etc. It may be useful to go through the work plans and discuss what could eventually be left out without affecting the delivery negatively.
- k) Assess the size of funding in relation to AP delivery both with regard to low costs and high costs. The low cost APs may not deliver, the high cost may have unnecessary studies (maybe interesting, but not necessary), workshops or meetings.
- l) Looking into the list of APs, it seems as if the most recent APs have generally had to have more withdrawal and prevention than previous APs. It need to be strongly considered and closely monitored, if these IAs have the capacity to handle such a massive intervention within a rather short period taking the likely sustainability into account.
- m) Pushing for development of an NPA.
- n) Develop exit strategy starting January 2008. Institution building (HR, systems and structure and future sources of financial support) and protocols do therefore need to be in place latest by December 2007 to be able to phase out the support by January 2008. It is recommendable to have full year to phase out, as it will reveal gaps in knowledge and capacities that can still be amended before expiry.
- o) Project structures put in place, so all CL activities fall directly under project of support TBP and becomes an integral part of the TBP delivery to the GPRS.
- p) Quarterly meetings among all key stakeholders to share experiences and adopt strategies for dissemination of best practices. The experience sharing could include field trips to other APs working within the same field of activities;
- q) Continue increasing the effectiveness of the NSC and its sub-committees through definition of responsibilities for each body, lines of communication to stakeholders, regular meetings with development of plans and structures for CL work.

- r) Strongly support development of alternatives to the traditional education systems with regard both to transition education models, teaching approach, choice of skilled professions and models for VT/apprenticeships.
- s) Select IAs that work with advocacy from grassroots to Parliamentary level, e.g. Action Aid and Oxfam, which will ensure a continued advocacy for adequate policy work at all levels, also after project expiry.

ILO/IPEC GHANA

ANNEXES

for

INDEPENDENT MIDTERM EVALUATION

Support for the Implementation of
Time-Bound Measures for the Elimination of
the Worst Forms of Child Labour in Ghana

APRIL 2007

QM-Consult

ANNEX 1

TERMS OF REFERENCE



**International Programme on the Elimination of Child
Labour
ILO/IPEC**

**Draft version: For
stakeholder inputs
February 20th^h, 2007**

**Terms of Reference
For**

Independent Mid-term Evaluation

**Support for the Implementation of Time-Bound Measures for
the
Elimination of the Worst Forms of Child Labour in Ghana**

ILO Project Code	GHA/04/P51/USA
ILO Project Number	P.250.09.127.051
ILO Iris Code	
Country	Ghana
Duration	52 months
Starting Date	September 2004
Ending Date	December 2009
Project Locations	National level and selected districts
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$4,750,000

I. Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.²³
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Ghana is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.²⁴
4. The Government of Ghana ratified ILO Convention 182 in June 2000 and continues to make strenuous efforts to address the problem of child labour. The **Ghana Poverty Reduction Strategy** (GPRS, February 2003) includes child labour in the problems to be addressed and states the Government's intention to design and implement interventions to tackle it. A national Time-Bound Programme will be developed as an integral part of a new Social Protection strategy being developed by the Government, within the overall framework provided by the GPRS.
5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This

²³ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

²⁴ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks and in Ghana the DWCP draft has been prepared and is currently under discussion.

Project approach and strategy

8. ILO/IPEC has been working with the Government of Ghana through a Memorandum of Understanding since 2000. An initial two-year phase project funded by USDOL provided a framework for various interventions to prevent and withdraw children from hazardous and exploitative work, and to strengthen the Government's capacity to effectively combat and prevent child labour. The first programme focussed on street children, child domestic workers, head porters, and children in prostitution. Since 2002 most of ILO/IPEC activities have been implemented through sub-regional projects with CTAs based in different countries. The projects mentioned are the following:

ILO/IPEC Projects:

- Ghana component of the Trafficking of Children for Labour Exploitation LUTRENA project
 - Ghana component of WACAP: the West Africa Cocoa and Commercial Agriculture Project
 - Ghana component of CBP: the Capacity Building Project
9. The present IPEC project will contribute to the elimination of child labour through a combination of medium- and long-term strategies. As a long-term approach, the project will help to strengthen the attention paid to child labour in the GPRS, in particular through the inclusion of specific objectives and strategies on child labour in the components dealing with vulnerability and exclusion, and the mainstreaming of child labour concerns in all relevant sectoral Medium-Term Development Plans (SMTDP). This approach is aimed at reducing the necessity and the incentives for child labour, with particular emphasis on the worst forms, over the duration of the GPRS. In the medium term, the project will directly support activities focussing on the identification, withdrawal and rehabilitation of children found in the WFCL, including assistance to Government at central, district and local levels to develop necessary structures for providing these services.
 10. Before undertaking the design of the present project, ILO/IPEC together with national stakeholders identified existing gaps which should be addressed by the TBP to ensure an effective and lasting elimination of child labour in Ghana by using the **Strategic Programme Impact Framework (SPIF)** methodology. As a strategic planning methodology focusing on identifying impact, the SPIF methodology allows stakeholders to jointly define the logic model including necessary outcomes for the progressive elimination of child labour and the urgent eradication of the worst forms of child labour in a given country. The SPIF is a participatory process that tries to clarify and create consensus on the 'theory of change' or 'logic model' leading to the elimination of the WFCL in a given context, e.g. a country.

11. The main categories identified are:

- Legal framework for addressing child labour
- Institutional and technical capacity for addressing the child labour problem
- Awareness raising and social mobilization
- Education and skills training
- Reducing vulnerability to labour exploitation
- Knowledge base on child labour

12. To address the above mentioned components the IPEC project of support to the TBP in Ghana developed two major strategic objectives which each have specific components.

Strategic Objective A: Consolidation of a conducive environment for the elimination of the WFCL at the national level comprised of the following elements:

- Development of an integrated policy framework and the necessary institutional and technical capacities for addressing child labour issues effectively and in a sustained manner
- Strengthening of the legal framework for dealing with child labour, with the main emphasis on the enforcement of existing laws and regulations
- Mobilization of the society to support the fight against child labour, through awareness raising campaigns, networking and community participation.
- Development of an apprenticeship and skills training systems to expand opportunities for decent work and provide enhanced alternatives for children found in the WFCL and
- Enhancement of the knowledge base on child labour to inform planning, programme design and implementation, awareness raising and advocacy activities as well as monitoring and evaluation of interventions.

Immediate Objectives under Strategic Objective A:

I/O 1: Government, MDAs, social partners, community organisations and NGOs will have the mandate and the capacity to undertake effective action against WFCL with minimal external financial and technical assistance.

I/O 2: By the end of the project, the enforcement of the legal framework on child labour in Ghana will have been improved.

I/O 3: By the end of the project, Ghanaian society will be more aware of child labour and its negative consequences and will increasingly support the fight against it.

I/O 4: By the end of the project, apprenticeship and skills training systems will have been enhanced and expanded to contribute to the elimination of the WFCL.

I/O 5: By the end of the project, the knowledge base for planning, designing, implementing, monitoring and evaluating child labour interventions in Ghana will have been enhanced.

These components are being implemented at the national level with the exception of some activities related to the knowledge base. Upstream action in areas such as awareness raising, law enforcement, skills training and economic empowerment will be further reinforced through direct actions in selected districts.

Strategic Objective B: Promotion of targeted action against WFCL through the replication and scaling up of models of intervention.

- Through direct, targeted interventions in selected zones of intervention within districts, the project will promote the development of models of intervention for the identification, withdrawal and rehabilitation of children in the WFCL, and for preventing others from entering hazardous and exploitative child labour.

Immediate Objectives under Strategic Objective B:

I/O 6: By the end of the project, models of intervention for withdrawal, prevention and rehabilitation of children in WFCL will have been developed in targeted areas and will be available for replication and scaling up.

Evaluation Background

13. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The mid-term evaluation was originally scheduled for November 2006, but due to the timing, holiday periods and availability of key stakeholders, it was decided to postpone the evaluation to early 2007. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

II. Scope and Purpose

Scope

14. The evaluation will cover the IPEC project of support project in Ghana. This mid-term evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the national Ghana Poverty Reduction Strategy (GPRS) and all relevant sectoral Medium-Term Development Plans (SMTDP). The evaluation should **focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.**
15. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole**, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Ghana TBP.
16. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Ghana Time-Bound Programme.

Purpose

17. The mid-term evaluation should serve primarily as a **learning tool** for the project management team and IPEC. The main purpose of the mid-term evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the project achieving its objectives and iii) an investigation on nature and magnitude of constraints, the factors affecting project implementation and an analysis of factors contributing to the project's success.
18. The mid-term evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future. Specifically it should evaluate the mainstreaming strategy and structures in place and mechanisms to reach Ghana's TBP

objectives, whether they are the most effective and how they could be improved. The evaluation should further make recommendations related to government involvement based on the findings of the evaluation.

19. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing support project to the TBP in Ghana. Finally the evaluation should aim to identify any emerging potential good practices.
20. The evaluation will also involve a review of the role of the IPEC project in promoting the GPRS as an overall TBP framework in Ghana to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach was promoted, how it was used, how it was relevant, how it has contributed to mobilizing action on child labour, what is involved in the process of designing, managing and implementing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on IPEC project as key components of the GPRS as a national TBP framework.
21. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
22. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources

III. Suggested Aspects to be Addressed

23. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.**
24. The evaluation will be conducted following UN evaluation standards and norms.
25. In general, it is of key importance that the mid term evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarities and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

List of Suggested Aspects to Address

Design and Planning

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from the IPEC Ghana Country Program and other IPEC interventions in Ghana successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in Ghana was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of achievement defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding:
 - Project strategies:
 - Policy, awareness raising, law enforcement,
 - Target social partners (direct action)
 - Programme Component of Intervention:
 - Legal framework for addressing child labour
 - Institutional and technical capacity for addressing the child labour problem
 - Awareness raising and social mobilization
 - Education and skills training
 - Reducing vulnerability to labour exploitation
 - Knowledge base on child labour

Achievements (Implementation and Effectiveness)

- Examine the preparatory process and its effect on delivery
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs at this time in project implementation and whether it will be possible to achieve its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the participation of different relevant actors in the National Steering Committee (e.g. Ministry of Manpower, Youth, and Employment (MMYE), the MMYE's Child Labor Unit, Ministry of Women's and Children's Affairs (MOWAC), Child Labor Committees, Ministry of Education, Youth, and Sports, trade unions, employers' organizations, workers' organizations, etc.) How are these structures participating in program implementation? How is this participation contributing to progress toward project's objectives?
- Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Assess the process of establishing the District Labour Committees
- Assess the implication of the Ministry of Manpower, Youth, and Employment's Child Labor Unit capacity and its current restructuring efforts on project implementation?
- What were the implications on the project of the Government of Ghana's/ Ministry of Manpower, Youth, and Employment's focus on eliminating child labor in the cocoa sector?
- What were the implications for the project on its involvement with the drafting of the National Cocoa Child Labor Elimination Plan?
- To what extent has the project utilized or taken advantage of the CLMS that was developed in Ghana under the USDOL-funded IPEC West Africa Cocoa/Commercial Agriculture Program to Combat Hazardous and Exploitative Child Labor (WACAP) Project, or what are its plans to do so? Are initiatives on child labour monitoring likely to be sustainable?
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes such as the CL component of the GPRS.
- How effective has the project been to stimulate interest and participation in the project at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.
- How were partner implementing agencies selected? Were the selected agencies the most relevant and appropriate for carrying out the activities?
- Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. Has the capacity of community level agencies and organizations in Ghana been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population be reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- How effective is the process by which AP approvals are reviewed and approved and resources ultimately allocated?
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.

- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the progress of the project's gender mainstreaming activities.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
- How effective is the project in raising awareness about child labor and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.
- Analyse how IPEC activities to the Ghana TBP and other IPEC projects in Ghana coordinate with each other and with sub-regional initiatives? Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other project launched in support of the GPRS thus far?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the project in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of GPRS and by other partners.
- Assess the influence of the project on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC project of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the GPRS CL component.
- To what extent are rapid appraisals, policy papers, discussion documents, and other forms of project research shared with relevant stakeholders and linked to project activities?

Relevance of the Programme

- Examine whether the project responded to the real needs of the beneficiaries.
- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How does the strategy used in this project fit in with the GPRS national education and anti-poverty efforts, and interventions carried out by other organizations? Does the programme remain consistent with and supportive of the GPRS?
- Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.

Sustainability

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the GPRS.

Special Aspects to be Addressed:

- Examine the extent and nature to which the ILO/IPEC project of support has provided key technical and facilitation support to the further development, enhancement and implementation of the GPRS.
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for the GPRS as a TBP approach in Ghana, particularly focusing on identifying elements of emerging effective models of interventions.
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?

IV. Expected Outputs of the Evaluation

26. The expected outputs to be delivered by the team leader are:

- A desk review
- Evaluation instrument prepared by the evaluation team reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation
- Field visit to Ghana
- Stakeholder workshops facilitated by the evaluation team in Ghana including pre-workshop programme and briefing note
- Draft evaluation report. The evaluation report should include stakeholder workshop proceedings and findings from field visits by evaluation team
- Final Report including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learnt
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix

27. The total length of the report should be a maximum of 50 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

28. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
29. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

30. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
31. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
32. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Ghana and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
33. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process in Ghana and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
34. The evaluation will be carried out using a desk review, field visits to project locations in Ghana to interview project staff and project partners, beneficiary girls and boys and other key stakeholders. A workshop will be held in Ghana.
35. The evaluation team leader will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
36. The evaluation methodology includes a one day stakeholder workshop for Ghana with IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations

and obtain feedback. This meeting will take place towards the end of the fieldwork. The results of this meeting should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop.

Composition of the evaluation team

37. The evaluation will be carried out by an evaluation consultant (team leader) that previously has not been involved in the project and a national consultant (evaluation team member). The evaluator is responsible for drafting and finalizing the evaluation report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

38. The background of the **evaluation team leader** (International Consultant) should include:

- Relevant background in social and/or economic development.
- Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
- Experience in evaluations in the UN system or other international context as team leader
- Relevant regional experience preferably prior working experience in Ghana.
- Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- Experience at policy level and in the area of education and legal issues would also be appreciated.
- Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.
- Familiarity with and knowledge of specific thematic areas.
- Fluency in English.
- Experience facilitating workshops for evaluation findings.

39. The evaluator will be responsible for undertaking a **desk review** of the project files and documents, undertake **field visits** to the project locations, **and facilitate the workshops**.

40. The evaluator will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

41. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Accra with the administrative support of the ILO office in Abuja. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

42. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

Timetable and Workshop Schedule

43. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

44. The evaluator will be engaged for 6 workweeks of which two weeks will be in country in Ghana. The timetable is as follows.

Phase	Responsible Person	Tasks	Duration and Dates
I	Team leader	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED ○ Desk Review of project related documents ○ Evaluation instrument based on desk review 	<ul style="list-style-type: none"> ○ March 12-16 (5 work days)
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> ○ In-country to Ghana for consultations with project staff ○ Consultations with project staff /management ○ Field visits ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders 	<ul style="list-style-type: none"> ○ March 18-31 (14 days)
III	Evaluation team leader with evaluator	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review and workshop in Ghana 	<ul style="list-style-type: none"> ○ April 2-6 (5 work days)
IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader 	<ul style="list-style-type: none"> ○ April 9-27
V	Evaluation team leader	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included 	<ul style="list-style-type: none"> ○ Early May (5 work days)

Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> ● Project document ● DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> ● Progress reports/Status reports ● Technical and financial reports of partner agencies ● Direct beneficiary record system ● Good practices and Lessons learnt report (from TPR) ● Other studies and research undertaken ● Action Programme Summary Outlines Project files ● National workshop proceedings or summaries ● GPRS ● Any other documents

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL
- Interviews with national partners: child labor monitors, project beneficiaries, local project partners, including representatives of the National Steering Committee, District Child Labor Committees, the Ministry of Manpower, Youth, and Employment (MMYE), the MMYE's Child Labor Unit, Ministry of Women's and Children's Affairs (MOWAC), the Ministry of Education, Youth, and Sports

Final Report Submission Procedure

45. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

46. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 30 work days
 - Local DSA in project locations for maximum 14 nights in various locations in Ghana.
 - Travel from consultant's home residence to Ghana in line with ILO regulations and rules
- For the evaluation team member
 - Fees for a national consultant for 20 days
 - Fees for local DSA in project locations per field visit schedule and in accordance with ILO regulations and rules.
 -
- For the evaluation exercise as a whole:
 - Fees for local travel in-country
 - Stakeholder workshop expenditures in Ghana
 - Any other miscellaneous costs.

A detailed budget is available separately.

Management

47. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Accra and the ILO Office in Abuja will provide administrative and logistical support during the evaluation mission.

ANNEX 2

LIST OF PERSONS MET AND CONSULTED

LIST OF PERSONS MET AND CONSULTED

ILO/IPEC OFFICE		
NAME	ORGANISATION	POSITION
Tite Habiyakare	ILO, Geneva	Senior Programme officer
Yaa Frempomaa Yeboah	ILO/IPEC	CTA
Margaret M. Sackey	ILO/IPEC	Senior Programme Officer
Emmanuel Kwame Mensah	ILO/IPEC	Programme Officer
Patrick Asare-Nelson	ILO/IPEC	Project Officer
Matthew Dally	ILO/IPEC	National Programme Coordinator, Lutrena

SOCIAL PARTNERS		
NAME	ORGANISATION	POSITION
Mohammed Nafiu Klahab	CLU	No permanent position
Benjamin Movikoko	CLU	Under employment
Stella Ofori	CLU	Senior Liaison Officer
Charles Ofoe	CLU	Principal Labour Officer
Charles Asante-Bempong	GEA	Project manager
Daniel Dorkenoo	TUC	Head, International Affairs Dept.

COLLABORATORS		
NAME	ORGANISATION	POSITION
Hon. Akosua Frema Osei-Opere	MMYE	Deputy Minister
Rita Owusu-Aman	MMYE	National Programme Manager
Beatrice Zakpaa Vib-Zansiri	DOVVISU	ACP/Coordinating Director
Raymond A. Atuguba	LRC	Executive Director
Wilbert Tengey	African Centre for Human Development	Executive Director
Jerry Odotei	NDPC	
Mary Mpereh	NDPC	

F. Mensah-Bosu	NDPC	
Bright Obeng	NDPC	
Philip Tagoe	NDPC	
William K. Ahadzia	CSPC	Research Coordinator
Mr. Eduful	GNCC	Executive Secretary
Ruth Addison	GNCC	
Lilian Nyampong	CHRAJ	Deputy Director
Wilbert Tingey	AHDC	Executive Director
Sylvanus Adupko	Needs International	Project Officer

ANNEX 3

INTERVEIW FORMAT

INTERVIEW QUESTIONNAIRE

INTERVIEWEE:

ITEM	WHAT HAS WORKED WELL	WHAT HAS NOT WORKED SO WELL	FUTURE
<p>PROGRAMME DESIGN</p> <ul style="list-style-type: none"> ▪ Objectives/activities chosen ▪ Identification of external factors ▪ Assessment and integration of needs ▪ Partners chosen ▪ Methods chosen ▪ Structures chosen ▪ Relevance for GPRS ▪ Integration of relevant data ▪ Involvement of partners ▪ Cost-effectiveness ▪ Timeliness in preparation 			
<p>POLICY WORK</p>			
<p>LAW ENFORCEMENT</p>			
<p>ORGANISATIONAL STRUCTURES</p>			

ITEM	WHAT HAS WORKED WELL	WHAT HAS NOT WORKED SO WELL	FUTURE
MONITORING			
PARTNER CAPACITY			
PARTNER NETWORKING			
IPEC BACK-UP AND INVOLVEMENT OF PARTNERS			
PARTNER PERFORMANCE <ul style="list-style-type: none"> ▪ Delivery to outputs ▪ Timeliness ▪ Others 			
RESEARCH			

ITEM	WHAT HAS WORKED WELL	WHAT HAS NOT WORKED SO WELL	FUTURE
OTHERS			

ANNEX 4

PIA FORMS

ACTIVITIES THAT WORKS WELL	ACTIVITIES THAT DOES NOT WORK WELL

ACTIVITIES THAT WORKS WELL	HOW HAS THIS ACTIVITY HELPED YOU
1) 2) 3)	1) 2) 3)
ACTIVITIES THAT DOES NOT WORK WELL	WHAT MAKES THIS ACTIVITY A BAD ACTIVITY
1) 2) 3)	1) 2) 3)

DATE : _____ LOCATION : _____ GROUP : _____ NUMBER PRESENT: _____

ANNEX 5

CONSOLIDATED FINDINGS – INTERVIEWS

KEY UPSTREAM FINDINGS

ITEM	WHAT HAS WORKED WELL	WHAT HAS NOT WORKED SO WELL	FUTURE
<p>PROGRAMME DESIGN</p> <ul style="list-style-type: none"> ▪ Objectives/activities chosen ▪ Identification of external factors ▪ Assessment and integration of needs ▪ Partners chosen ▪ Methods chosen ▪ Structures chosen ▪ Relevance for GPRS ▪ Integration of relevant data ▪ Involvement of partners ▪ Cost-effectiveness ▪ Timeliness in preparation 	<ul style="list-style-type: none"> ▪ Involvement of social partners from project design – integration of stakeholder inputs ▪ Objectives clearly stated ▪ Implementation through existing local level structures (District Assembly, Chiefs, teachers etc) ▪ Cost-effective through integration of CL into existing structures ▪ Combination of upstream and downstream activities relevant to service delivery 	<ul style="list-style-type: none"> ▪ Timelines for Government of Ghana Budgetary support ▪ Fragmented implementation – it does not give holistic picture ▪ Objectives overambitious & unattainable. ▪ Project too small to have desired impact ▪ Selection of participating districts on the basis of responsiveness→ resulted in missing out on CL endemic districts ▪ Lack of budgetary allocation for Technical support of key departmental structures ▪ Limited focus on parents ▪ Late community involvement – raises questions about ownership 	
<p>POLICY WORK</p>	<ul style="list-style-type: none"> ▪ CL mentioned in GPRS II →all ministries can budget for activities ▪ SPSP in draft, funds allocated ▪ Indicators for measuring Child Labour within the Household ▪ On-going review of the hazardous work list ▪ Passing of Human Trafficking Bill into Act ▪ Translation of laws into local languages 	<ul style="list-style-type: none"> ▪ Human Trafficking Act delayed – Management Board Constituted yet to be inaugurated ▪ Definition & Conceptual understanding of CL ▪ Policy formulation ▪ Policy coordination efforts ▪ Capacity to Mainstream CL into Planning ▪ Lack of Support for disseminating public policy 	
<p>LAW ENFORCEMENT</p>	<ul style="list-style-type: none"> ▪ Work with police, immigration & CEPS on trafficking ▪ Efforts to Incorporate CL in police training curriculum ▪ AG action programme on facilitating prosecution of Child Rights’ abusers (45 judges & Magistrate trained) 	<ul style="list-style-type: none"> ▪ Lack of capacity and the Commitments to enforce laws ▪ Conflicts between customary Practice and requirements of the Law ▪ Absence of protocols for dealing with CL 	

ORGANISATIONAL STRUCTURES	<ul style="list-style-type: none"> ▪ NSC restructured and expanded. – creation of subcommittees 	<ul style="list-style-type: none"> ▪ NSC – not functional because of busy schedule of Key actors mostly high profile people ▪ Weak Reporting and Communication Mechanisms ▪ Cumbersome ILO-IPEC Administrative procedures 	
MONITORING	<ul style="list-style-type: none"> ▪ Monitoring system in place. 	<ul style="list-style-type: none"> ▪ Follow ups & Monitoring ▪ Insufficient Resources for transport for DLOs and inspectors 	
PARTNER CAPACITY	<ul style="list-style-type: none"> ▪ Technical Advisory Subcommittee ▪ Child Labour Data Consultative Group 	<ul style="list-style-type: none"> ▪ Insufficient resources and capacity in own system seems a hindrance for effective implementation of upstream activities in terms of enforcement of laws, CLM etc. ▪ CLU Staff capacity to cope with the volume of work and function effectively as a secretariat to deliver to IPEC ▪ Staff and institutional capacity building has been sporadic →lack of logistics to match the level of CL awareness 	
PARTNER NETWORKING	<ul style="list-style-type: none"> ▪ Strong network among <i>Social Partners</i> ▪ NSC – opportunity for sharing best practices ▪ Opportunity for peer review ▪ Unique institutional arrangements e.g. Involvement of GPRTU 	<ul style="list-style-type: none"> ▪ Weak IPEC collaboration with other relevant UN agencies ▪ Insufficient civil society involvement ▪ Lack of coordinated interventions 	
IPEC BACK-UP AND INVOLVEMENT OF PARTNERS	<ul style="list-style-type: none"> • Involvement of Social Partners 	<ul style="list-style-type: none"> ▪ Weak IPEC follow-ups ▪ Late preparation of Implementing Partners in Administrative Issues ▪ Absence of NPA makes the operations of NSC blurred 	

		<ul style="list-style-type: none"> ▪ No forum to address challenges and respond to lessons learned ▪ Period from expiry to take-over of equipment very long→results in demotivation and loss of capable staff 	
<p>PARTNER PERFORMANCE</p> <ul style="list-style-type: none"> ▪ Delivery to outputs ▪ Timeliness ▪ Others 	<ul style="list-style-type: none"> ▪ Supports 3500 families with education/skilled training, build capacity of parents ▪ 2093 children withdrawn and enrolled in formal education 	<ul style="list-style-type: none"> ▪ Contents of Action Plans – Superficial and they do not address the root cause of the Child Labour ▪ Approach by some implementing agencies had been counterproductive ▪ Efforts to source additional funding ▪ Timely delivery of outputs ▪ Commitments to absorb and use lessons learnt 	
RESEARCH	<ul style="list-style-type: none"> ▪ 2001 Child Labour Survey ▪ Research on domestic work, girls in mining 	<ul style="list-style-type: none"> ▪ Difficulty in getting data from policy makers ▪ No update of national data on Child Labour 	
OTHERS	<ul style="list-style-type: none"> ▪ On-going efforts to set up website for easy access to information on Child Labour issues 		

ANNEX 6

CONSOLIDATED PIA FINDINGS

PIA RESULTS 1

ACTIVITIES THAT WORK WELL	IMPACT
1. Support of education (10) 2. Withdrawal (1)	1. Relief to parents, drop-outs reduced, less stealing/bad behaviour, happiness in family, cleanly, learn reading and writing, child will have profession, helps feel more free at home and work 2. Reduces sickness and injuries
ACTIVITIES THAT DO NOT WORK WELL	IMPACT
1. Creates poverty (8) 2. Distance to school far (1) Lack of transition education (1) More children at home without attendance (1)	1. Lack of: <ul style="list-style-type: none"> - food - shoes - books, - bags - medicine 2. Harassed by truck drivers and older boys→Need transport Difficulties in coping with schoolwork→make many mistakes→beaten by teachers Parental uncertainty of what to do to with these children

PIA RESULTS 2

ACTIVITIES THAT WORK WELL	IMPACT
1. Support of education (12)	1. Relief to parents, less bad behaviour, family proud, learn reading and writing, child will have profession, helps feel more, will help children to know social life, relief for parents, learn respect, children will bring development, children eat less food at home
ACTIVITIES THAT DO NOT WORK WELL	IMPACT
1. Spend more money on them/lack income (4) 2. Do not do work at home (3) 3. Do housework early/sent to farm work (2) 4. Distance to school far (1)	1. Increased poverty→life a struggle→need financial assistance 2. Makes parents unhappy about their wards, have to hire labourer - which we cannot afford, increased workloads on mothers 3. Come to school late→beaten by teachers/absent 4. Get tired before reaching school

ANNEX 7

SURVEY OVER ACTION PROGRAMMES

SUMMARY OF ACTION PROGRAMMES

ITEM	TITLE OF AP	IMPLEMENTING AGENCY	OUTPUTS	DISTRICT	AMOUNT IN \$	DATE SIGNED
1	Eradication of CL from inland canoe fishing operations in communities along the Volta Lake in Ghana	General Agriculture Workers' Union (GAWU)	Education and sensitisation of fishing communities on legislation against children in fishing operations	Kpando	36,199	29.08.06
			Withdrawal of 300 children from fishing communities			
			Prevention of 600 children from trafficking			
			Provision of education and VT for 300 withdrawn children			
			Support to parents and guardians to prevent child fishery			
			Creation of data base of CL in fishery in Kpando district			
2	Elimination of WFCL from illegal mining activities in the Wassa-West district	Network of Community Planning and Development (NECPAD)	Prevention of 600 children from WFCL	Wassa-West	69,656	06.09.06
			Rehabilitation and re-integration of 300 withdrawn children from WFCL			
			Economic empowerment of 125 targeted at-risk families			
			10 community awareness raising and social mobilisation sessions			
3	Sustainable removal of children integration of children involved in hazardous stone quarries in the Ga West	Parent and Children Foundation PACF	Prevention of 500 children from WFCL	Ga West	65,926	06.09.06
			Rehabilitation and re-integration of 300 withdrawn children from WFCL			
			Economic empowerment of 300 targeted at-risk families			
			10 community awareness raising and social mobilisation sessions			
4	Contributing to the eradication of CL from oil palm and rubber agriculture in Kawebibiri and Twifo Hemang districts	General Agricultural Workers' Union (GAWU)	Prevention of 1000 children from being engaged	Kawebibiri and Twifo Hemang districts	54,334	15.09.6
			Educate the farming communities on the negative effects of engaging children in agriculture – 2- sessions			

ITEM	TITLE OF AP	IMPLEMENTING AGENCY	OUTPUTS	DISTRICT	AMOUNT IN \$	DATE SIGNED
			Withdraw 500 children from agricultural activities and provide them with alternative skills of basic education and VT			
			Incorporate child labour clauses in collective bargaining agreement to ensure sustainability			
			Support parents and guardians and child labour monitoring systems to protect children from engaging in agriculture			
5	Prevention, withdrawal and rehabilitation programme for children ritual servitude and cattle tending	International Needs, Ghana	Prevention of 450 children from WFCL, and setting up surveillance systems as a deterrent to would-be child employers	North Tongu and South Tongu	62,117	15.09.06
			Rehabilitation and re-integration of 350 withdrawn children from WFCL and place them in school or VT			
			Collaborating with the DA GA and NGOs to develop a database on WFCL in districts and strategies for addressing them			
			10 community awareness raising and social mobilisation sessions educating on child rights with special emphasis on their right to protection from WFCL			
6	Contributing to the Removal of children from fishing and CSEC in the Cape Coast Municipality	Charity Care Foundation (CHACAF)	Sensitise the communities on the harmful effect of CL, focusing on fishing and CSEC	Cape Coast Municipality	34,705	15.11.06
			Withdraw 200 boys from fishing and 100 girls from CSEC and give them alternative livelihood skills such as basic education and apprenticeship to earn a trade			
			Prevent 500 children, who are at risk of CSEC through counselling and support of parents			
			Enhance the knowledge of WFCL in the municipality through the documentation of information from the project			
			Strengthening partnerships and alliances for WFCL elimination in the Cape Coast municipality			
7	Removal of children from head portage	Handi*Vangelism Ministries Ghana	Prevention of 200 children from WFCL	Accra, Metropolis	24,522	15.11.06
			Rehabilitation and re-integration of 100 withdrawn children from WFCL			

ITEM	TITLE OF AP	IMPLEMENTING AGENCY	OUTPUTS	DISTRICT	AMOUNT IN \$	DATE SIGNED
			Economic empowerment of 20 targeted at-risk families 3 community awareness raising and social mobilisation sessions			
8	Withdrawing children from commercial agriculture and stone quarrying in Awutu-Efutu Senya district	Centre For Rural Enterprise Development (CRED)-	Prevention of 700 children at risk Rehabilitation and re-integration of 380 withdrawn children from WFCL Economic empowerment of 200 targeted at-risk families 8 community awareness raising sessions	Awutu-Efutu Senya	96,876	15.11.06
9	Contributing to the removal of children from fishing in the Ketu District of the Volta Region	Volta Care Organisation	Prevention of 300 children at risk Rehabilitation and re-integration of 200 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 10 community awareness raising sessions	Ketu	45,836	15.11.06
10	Eliminating child labour from inland canoe fishing operations in the Jasikan District	Royals Health Organization (ROHEO)	Prevention of 450 children at risk Rehabilitation and re-integration of 300 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 10 community awareness raising sessions	Jasikan	38,424	15.11.06
11	Technical inputs received: 14-09-06 IA has failed to comply with due diligence process for submission of APSO to procurement for past 2 months and has been notified of termination of participation in the project	Bureau of Rural and Urban Mobilizers for Development (BRUM)				
12	Elimination of child labour in illegal small scale mining (Galamsey) in the Talensi-Nabdam District	AFRIKIDS P.O. Box 600, Bolgatanga. 233-72-23829 020-825-6978	Prevention of 450 children at risk Rehabilitation and re-integration of 150 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 5 community awareness raising sessions	Talensi Nabdam	57,530	To be signed
13	Preventing commercial sex work among	Today's Choices	Prevention of 150 children at risk	Ga West	64,103	19.02.07

ITEM	TITLE OF AP	IMPLEMENTING AGENCY	OUTPUTS	DISTRICT	AMOUNT IN \$	DATE SIGNED
	girls by preventing alternative livelihoods		Rehabilitation and re-integration of 100 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 5 community awareness raising sessions			
14	Providing transitional and leveling education for children withdrawn from and at risk of going into child domestic work in the Bolgatanga Municipality Tolon Kumbugu District of the Northern Region (revised)	Skills and Entrepreneurship Development Foundation. (SEDEF)	Prevention of 1000 children at risk Rehabilitation and re-integration of 500 of withdrawn children from WFCL Economic empowerment of 320 targeted at-risk families 20 community awareness raising sessions	Bolgatanga	66,049	19.02.07
15	Action for prevention, withdrawal, and mainstreaming of children engaged in fishing in Yeji”	Mission of Hope for Society (MIHOSO)	Prevention of 1000 children at risk Rehabilitation and re-integration of 300 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 10 community awareness raising sessions	Pru	50,568	19.02.07
16	Elimination of child labour in street hawking and head portorage in Kumasi Metropolitan Area of the Ashanti Region	Center for the Development of People (CEDEP)	Prevention of 1000 children at risk Rehabilitation and re-integration of 400 of withdrawn children from WFCL Economic empowerment of 100 targeted at-risk families 10 community awareness raising sessions	Kumasi Municipality	?	19.02.07
17	Helping to eliminate child mining in the Obuasi Municipality of Ashanti Region in Ghana.	Pro-Link Organizati on	Prevention of 700 children at risk Rehabilitation and re-integration of 450 of withdrawn children from WFCL Economic empowerment of 300 targeted at-risk families 10 community awareness raising sessions	Obuasi Municipality	?	19.02.07

ANNEX 8

PRELIMINARY FINDINGS AGAINST OBJECTIVES

**PRELIMINARY FINDINGS AND CONCLUSIONS
MID-TERM EVALUATION
ILO/IPEC GHANA, MARCH 2007**

Project design:

The project is overall well designed with regard to:

- Objectives and activities chosen
- Choice of partners
- Relevance for GPRS
- Cost-effectiveness at collaborator level

However, the design has some weaknesses:

- Systematic capacity building of collaborators and their staff
- Development of required structures
- Integration of a downstream partners in the design
- Selection of target districts
- No impact indicators to tell the project whether it is on track

Strategic Objective A:

Consolidation of a conducive environment for the elimination of the WFCL at the national level (upstream interventions)

ELEMENTS	ACHIEVEMENTS	WEAKNESSES	CONCLUSIONS	RECOMMENDATIONS
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<p>7. Development of an integrated policy framework and the necessary institutional and technical capacities for addressing child labour issues effectively and in a sustained manner</p>	<ul style="list-style-type: none"> ▪ CL mentioned in GPRS II →all ministries can budget for activities ▪ SPSP in draft, funds allocated ▪ On-going review of the hazardous work list ▪ NSC restructured and expanded. – creation of Subcommittees 	<ul style="list-style-type: none"> ▪ Definition & Conceptual understanding of CL ▪ Policy Formulation & Coordination Efforts ▪ Capacity to Mainstream CL into Planning ▪ Lack of Support for disseminating public policy ▪ NSC – not functional because of busy schedule of Key actors mostly high profile people ▪ Weak Reporting and Communication Mechanisms ▪ Resource demanding ILO-IPEC administrative procedures ▪ The programme/project structure inadequate ▪ Weak IPEC Collaboration with other relevant UN Agencies ▪ Insufficient Civil Society involvement in the project development process 	<ul style="list-style-type: none"> ▪ The necessary policies for elimination of child labour are in place or underway. ▪ The policy framework is not yet integrated having MMYE and MOWAC as rivalling ministries. This is unfortunate since much of the CL activities in the districts involves women and children together with Social Welfare ▪ The institutional capacity building is not strategically planned for and not adequately carried out resulting in departments, institutions, IAs and districts may not deliver as planned. The project cannot be expected to deliver as planned, if the required structures and capacities are not established, preferably at initial stages. 	<ul style="list-style-type: none"> ▪ The project/programme relation should be adjusted to ruling programme/project structures as regards organisational set-up, staffing, competences etc. ▪ The immediate key activity is to build the required institutional capacities and structures not to delay and/or complicate implementation
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ELEMENTS	ACHIEVEMENTS	WEAKNESSES	CONCLUSIONS	RECOMMENDATIONS
<p>8. Strengthening of the legal framework for dealing with child labour, with the main emphasis on the enforcement of existing laws and regulations;</p>	<p><i>Legal framework:</i></p> <ul style="list-style-type: none"> ▪ CL mentioned in GPRS II →all ministries can budget for activities ▪ SPSP in draft, funds allocated ▪ On-going review of the hazardous work list ▪ Translation of laws into local languages <p><i>Law enforcement:</i></p> <ul style="list-style-type: none"> ▪ Work with Police, Immigration & CEPS on trafficking ▪ Efforts to Incorporate CL in police training curriculum ▪ AG action programme on facilitating 	<p>Legal framework:</p> <ul style="list-style-type: none"> ▪ Human Trafficking Act delayed – Management Board Constituted yet to be inaugurated ▪ Policy Coordination Efforts ▪ Capacity to Mainstream CL into Planning ▪ Lack of Support for disseminating public policy <p><i>Law Enforcement:</i></p> <ul style="list-style-type: none"> ▪ Lack of Capacity and the Commitments to enforce laws ▪ <i>Conflicts between Customary Practice and requirements of the Law</i> ▪ Absence of Protocols for dealing with CL 	<p>The legal framework is in place for carrying out CL interventions.</p> <p>The protocols for actions are generally lacking, which hinders authorities to act in accordance with the law</p> <p>The framework is weak and blurred at district level because of the lack of protocol.</p>	
<p>9. Mobilization of the society to support the fight against child labour, through awareness raising work and provide alternatives for children found in the WFCL</p>	<ul style="list-style-type: none"> ▪ Districts authorities active in coordinating initiatives to ensure concerted efforts against CL. 	<ul style="list-style-type: none"> ▪ APs late, which makes it impossible to assess the outreach and impact at this stage 	<ul style="list-style-type: none"> ▪ The lack of institutional capacity building, including structures for networking, makes the collaborators work in a fragmented manner, which is neither cost-effective and effective, nor motivating 	

ELEMENTS	ACHIEVEMENTS	WEAKNESSES	CONCLUSIONS	RECOMMENDATIONS
<p>10. Development of apprenticeship and skills training systems to expand opportunities for decent work and provide enhanced alternatives for children found in WFCL</p>	<ul style="list-style-type: none"> ▪ TVET about to take off ▪ Study of VT sector in Ghana to have framework ▪ Workshop for business people to introduce CL issues ▪ Survey of labour market to classify all trades and profitability in 6 out of 10 regions ▪ Training of trades associations in CL issues to prevent exploitation 	<ul style="list-style-type: none"> ▪ VT activities not yet launched ▪ No structured work at ministry or district/IA level to develop and introduce alternatives for children found in WFCL 	<ul style="list-style-type: none"> ▪ The studies carried out are highly relevant and will form a solid foundation for the VT activities. ▪ The results from the studies should have been available mid 2006 to help IAs integrated the findings in their APSO ▪ The late introduction of VT and alternatives may make it difficult for the project to deliver as planned 	<ul style="list-style-type: none"> ▪ Such studies should be carried out in year one to have ample time to transform them into action and make them have an impact. ▪ Rather less comprehensive initial studies and swift intervention with concurrent studies, than thorough studies that delay ▪ The project should learn from countries strong in VT and alternative education to speed up the implementation process
<p>11. Enhancement of the knowledge base on child labour to inform planning, programme design and implementation, awareness raising and advocacy activities, as well as monitoring and evaluations of interventions.</p>	<ul style="list-style-type: none"> ▪ 3 research works on CL finished ▪ Comprehensive and functional systems in place for M&E 	<ul style="list-style-type: none"> ▪ Lack of concerted partner efforts to eliminate CL ▪ Non-uniform and clear Conceptual understanding of CL, mainly at district level 	<ul style="list-style-type: none"> ▪ There is at present no collaborator fora for presenting work and experiences and create partnerships 	<ul style="list-style-type: none"> ▪ Strong and immediate ILO/IPEC efforts have to be made to initiate relevant partnerships at all levels.

Strategic Objective B:

Promotion of targeted action against WFCL through the replication and scaling up of models of intervention

ELEMENTS	ACHIEVEMENTS	WEAKNESSES	CONCLUSIONS	RECOMMENDATIONS
12. Development of models of intervention for the identification, withdrawal and <i>rehabilitation of children in the WFCL, and for preventing others from entering hazardous and exploitative child labour</i>		<ul style="list-style-type: none">▪ APs newly launched (September 2006, January 2007). The launching is ongoing	<ul style="list-style-type: none">▪ No description of applicable models or replication at community level	<ul style="list-style-type: none">▪ ILO/IPEC need to plan for how to support innovative approaches, have them monitored, described, disseminated and integrated into existing structures