



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

National Programme on the Elimination of Child Labour in GHANA

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**A Final Independent Project Evaluation
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LIST OF ACRONYMS

AP	: Action Programme
CBP	: Capacity Building Project
CHRAJ	: Commission on Human Rights and Administrative Justice
CLC	: Child Labour Committee
CLMC	: Child Labour Monitoring Committee
CLTF	: Child Labour Task Force
CLU	: Child Labour Unit
CO	: Commanding Officer
DA	: District Assembly
DCD	: District Coordinating Director
DCE	: District Chief Executive
DCI	: Defense of the Child International
DSW	: Department of \Social Welfare
DWA	: Domestic Workers Association
EPA	: Environmental Protection Agency
FCUBE	: Free, Compulsory and Universal Basic Education
FIDA	: Association of Women Lawyers
GDCP	: Ghana-Danish Community Project
GES	: Ghana Education Service
GNCRC	: Ghana NGO Coalition on Rights of Child
GPRS	: Ghana Poverty Reduction Strategy
GPS	: Ghana Police Service
HIPC	: Highly Indebted Poor Countries
IA	: Implementing Agency
ILO	: International Labour Organisation
ING	: International Needs Ghana
IPEC	: International Programme for the Elimination of Child Labour
JSS	: Junior Secondary School
KMA	: Kumasi Municipal Assembly
MCD	: Municipal Coordinating Director
MDAs	: Ministries, Departments and Agencies
MMDE	: Ministry of Manpower Development and Employment
MOE	: Ministry of Education
MWCA	: ministry of Women and Children's Affairs
NCCE	: National Commission on Civic Education
NFED	: Non-Formal Education Division (of the Ministry of Education)
NGO	: Non-Governmental Organisation
NPM	: National Programme Manager
NPRP	: National Poverty Reduction Programme
NSC	: National Steering Committee
OIC	: Opportunities Industrialisation Centre
PPAG	: Planned Parenthood Association of Ghana
RAINS	: Regional Advisory Information Network

SIF : Social Investment Fund
SIMPOC: Statistical Information and Monitoring Programme on Child Labour
SSS : Senior Secondary School
STEP : Skills Training for Employment Project
UNDP : United Nations Development Fund
UNICEF : United Nations International Children Education Fund
USDOL ; United States Department of Labour
WACAP : west Africa Cocoa Agricultural Project
WAJU : Women and Juvenile Unit (of the Ghana Police Service)
WFCL : Worst Forms of Child Labour
YDF : Youth Development Foundation

EXECUTIVE SUMMARY

Introduction

The Government of Ghana does not subscribe to child labour. To make its position and intentions clear, the Government has lent its support to International Conventions and Declarations on the Elimination of (the Worst Forms of) Child Labour and the Rights of the Child. In consonance with its aim of the progressive elimination of child labour, and the recognition of the Government's political will and commitment to address child labour, IPEC, with funding from the United States Department of Labor (USDOL), supported a National Programme for the Elimination of Child Labour in Ghana, which included, among other activities, four Action Programmes (APs) as vehicles for the realization of its objectives. The APs were:

- ◆ Trokosi Emancipation and Rehabilitation in the Volta Region of Ghana by ING.
- ◆ Elimination of Child Domestic Servitude in the Kumasi Metropolis by YDF.
- ◆ Elimination of child labour in the Tourism Industry at Cape Coast / Elmina by GNCRC.
- ◆ Prevention of the Kayaye among Fostered Girls in the Northern Region of Ghana by RAINS.

An Independent Evaluation of the National Programme on the Elimination of Child Labour in Ghana was conducted with the main objective to “assess the relevance, effectiveness, efficiency, impact and sustainability of IPEC efforts to eliminate child labour in the country”.

All four APs and the national programme were evaluated using the participatory approach. The other methods used to gather data for analysis included Desk Study, Interviews (using interview guides), Focus group discussions, Questionnaires, Field visits, and Evaluation Workshop of partners and other stakeholders.

Beneficiaries of the Programme

The expected direct beneficiaries of the programme were 2,000 child workers in the informal sector (focusing on child domestic workers, head porters / Kayaye, children labouring in the tourism industry and children of trokosi women in shrines). Families of withdrawn and prevented children from labour were expected to benefit as well.

Objectives of the Programme

The main aim of the national programme was to contribute to the progressive elimination of child labour in Ghana, focusing on the worst forms of child labour as a priority, in line with the recently adopted ILO Convention (No. 182) on the Worst Forms of Child Labour, 1999.

Relevance of the Programme

Child labour comes in various forms in the country. There are children working in Mines, Agriculture, Manufacturing, Commercial Sexual Exploitation, Child Domestic work, Trokosi etc.

The rights of the children are trampled upon and are engaged in hazardous labour in contravention of the Constitution of Ghana (1992), International Conventions and the country's legislations against child labour. Therefore, there is justification and the need for the implementation of a comprehensive programme to eliminate child labour in Ghana.

Implementation of the Programme

At the start of the programme, IPEC sensitized political decision makers on the issue of child labour at national and regional levels and identified four child labour APs and Implementing Agencies (IAs) with the requisite experience and expertise to execute the APs.

The national programme, including the four APs, effectively implemented all the planned activities during the programme duration, except a few activities in specific instances.

Achievements of the Programme

The IPEC Programme had done a lot to strengthen the capacity of the Government to combat and prevent child labour. IPEC, in collaboration with the Child Labour Unit (CLU), which was established within the Ministry of Manpower Development and Employment (MMDE), sensitized and trained all the key stakeholders to combat child labour. Again, strenuous efforts were made to harmonize legislation on child labour; and a draft law on child trafficking was, also, in place.

The programme succeeded in implementing the four APs, which resulted in the withdrawal or prevention of 2,138 children from child labour, and provided them with 13,160 direct services, including formal schooling, vocational training and payment of school fees. Four training documents on child labour had been prepared awaiting mainstreaming into teaching curriculum within the Capacity Building Project (CBP). A total of 517 families of ex-working children were trained and granted micro-credit for income-generating projects.

The IPEC programme generated interest in the combat of child labour to the extent that many organizations, including National Employers' and Workers' organizations, began to develop projects with similar objective of progressively eliminating child labour, and joined the fight against child labour.

IPEC succeeded in linking up child labour with the Ghana Poverty Reduction Programme (GPRP). Efforts were ongoing to incorporate child labour with other micro-credit schemes.

The IPEC programme impacted on the Government, through the MMDE and Ministry of Women and Children's Affairs (MWCA), to consider the programme to eliminate child

labour as its own. It had made it possible for the Government to support the programme in varied respects, and in most cases, backing programme activities with the presence of a representative and financially supporting other child labour projects.

Visits to AP sites revealed the satisfaction of the beneficiaries of the programme. In all the AP communities, the children were happy with the positively changed behaviour of their parents towards them following the education and sensitization of the latter on child labour.

Most of the people in AP communities were aware of the menace of child labour and were sensitized to combat it. Many people voluntarily reproached those they noticed subjecting a child to labour.

The achievements of the programme were a clear indication that the programme was effectively executed and had great impact.

Sustainability of the Programme

MWCA had linked up the withdrawal of children from hazardous work to the National Micro-Credit Scheme to ensure the sustainability of the programme, and the Government was providing financial inputs. This was in addition to what IPEC had done by linking child labour to GPRP. Again, all the District Assemblies (DAs) in IPEC AP areas had committed support to the APs at the end of IPEC funding by mainstreaming child labour issues into DA work.

The Directors of Ministry of Education (MOE) and Ghana Education Service (GES) were committed to mainstreaming child labour into new Education Policy. Curricula had been developed for mainstreaming child labour into Basic School Curricula with the main aim of reducing drop-out rates.

In the case of the AP on the Prevention of Kayaye among fostered girls in the Northern Region of Ghana, for instance, some of the NGOs which pledged at the start of the AP to provide support indeed fulfilled the pledge.

Problems and Constraints

The National Programme, in spite of its achievements and impact, was not without problems. Apart from the AP-specific constraints, the following were some of the problems that the programme encountered: delays in the release of funds by UNDP for planned activities; staff attrition; demand on the time of the National Programme Manager by new IPEC and ILO projects; inadequacy and lack of requisite skills of staff of the implementing agencies for certain professional activities; and the problem as to which of the two Ministries, MMDE and MWCA, IPEC should work with and on what issues. Another problem was the attrition of key staff of the MMDE (Ministers, Chief Directors, and Directors).

Lessons Learned

The strategies adopted and the experiences gathered during the implementation of activities brought out lessons which could be taken into consideration in future programmes. The strategy of making the Government recognize ownership of a programme is time consuming, however, the gain could be tremendous in terms of commitment to, and sustainability of the programme, and its impact. As a result of this strategy, the MMDE, MWCA and DAs in AP areas continued to contribute towards the achievement of the development objective of the programme in diverse ways. There was the pledge by these organizations that they would attempt to sustain the programme at the end of IPEC support by funding it.

Representatives of the Government were always made more visible than IPEC by making them take lead positions throughout the process. Therefore, organisations which participated in activities of the programme identified the Government with it more than IPEC. For this reason, many organisations felt the need to make elimination of child labour their obligation, and developed projects to that effect. Key staff of Ministries, Departments and Agencies (MDAs), including Ministers of State, had become advocates of elimination of child labour.

There were other lessons that emerged from the implementation of the APs. An example was that most parents who were granted funds from the micro-credit scheme were poor and already in “huge” debts, therefore, any monies that got into their hands were given out to pay their debts to stop harassment from their creditors instead of investing in income generating activities.

Efficiency of the Implementation of the Programme

At the end of the programme, all the funds budgeted for the various projects had been disbursed except an amount of \$961.65 yet to be disbursed to RAINS and earmarked for the withdrawal of additional 115 fostered children from child labour. IPEC closely monitored the use of funds by the Implementing Agencies, resulting in budgetary under-runs for two APs.

Conclusions

The programme was efficiently and effectively executed, thus making a tremendous impact in the AP areas, despite some unanticipated constraints.

The duration of the programme was too short, considering the fact that it dealt with deep-rooted beliefs, attitudes and behaviours.

The programme strategy of educating, sensitizing and involving Government and other stakeholders contributed in no small measure to the success of the programme.

Recommendations

The ILO / IPEC programme has made reasonable achievements and impact towards elimination of child labour in Ghana. However, the problem of child labour is so gigantic that much more needs to be done. ILO / IPEC should replicate the programme for a longer duration of about four years so as to consolidate any gains which have been made and would be made.

Programme budgeting should ensure that adequate funds are provided for the implementation of planned activities. Also, if the programme is to be replicated, provision should be made for the programme to hold an accountable imprest to offset any possible negative effect of delays in release of funds.

There are two ministries, MWCA and MMDE, seriously working to combat child labour. It is now not clear which ministry should be directly responsible for coordinating activities in child labour. It is essential that ILO / IPEC attempts to get the Government to properly define and delineate the relationships between IPEC programmes on child labour on one hand and the two Ministries.

1. THE NATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR IN GHANA

1.1 GENERAL BACKGROUND

1.1.1 Rationale of the Programme

The Government of Ghana declared Ghana as Highly Indebted Poor Country (HIPC) in the year 2001. This status, no doubt, reflects the general situation of pervasive poverty in the country and its peoples. The Government is highly concerned of this situation and, therefore, has initiated a number of national programmes to ameliorate the situation. Some of these programmes are the National Poverty Reduction Programme (NPRP) and the Social Investment Fund (SIF).

The Ghana Child Labour Survey issued in March 2003 estimated that 2,474,545 children between the ages of five (5) and 17 work. This figure is about one-third (38.9%) of the estimated total population of children between the ages of five (5) and 17 (6,361,111) in Ghana. The report stressed that it is mainly poverty that has driven most of the children to enter the labour market, the main reasons being to support family income and/or to meet some of their own needs.

The Government of Ghana does not subscribe to child labour. To make its position and intentions clear, the Government has lent its support to International Conventions and Declarations on the Elimination of (the Worst Forms of) Child Labour and the Rights of the

Child; and has promulgated Children's Act on the Rights of the Child. All these efforts are geared towards the elimination of child labour and protection of the rights of the child.

In consonance with its aim of the progressive elimination of child labour, and the recognition of the Government's political will and commitment to address child labour, the International Programme on the Elimination of Child Labour (IPEC), with funding from the United States Department of Labor (USDOL), supported a National Programme for the Elimination of Child Labour in Ghana, which included, among other activities, four Action Programmes (APs) as vehicles for the realization of its objectives. Following their completion, the four APs, in addition to the national programme, were evaluated. The APs are:

- ◆ Trokosi Emancipation and Rehabilitation in the Volta Region of Ghana;
- ◆ Elimination of Child Domestic Servitude in the Kumasi Metropolis;
- ◆ Elimination of Child Labour in the Tourism Industry in Cape Coast/Elmina; and
- ◆ Prevention of the Kayaye among fostered girls in the Northern Region of Ghana.

1.1.2 Beneficiaries of the Programme

1.1.2.1 Direct Beneficiaries

The expected direct beneficiaries of the programme were 2,000 child workers in the informal sector (focusing on child domestic workers, head porters / Kayaye, children labouring in the tourism industry and children of trokosi women in shrines) and families of withdrawn and prevented children from labour.

Children **withdrawn** from child labour refers to those children who were found to be working and no longer work as a result of a AP intervention. This category also includes those children who were engaged in exploitative/hazardous work and as a result of a AP intervention now work shorter hours under safer conditions. In both cases, in order to be considered as beneficiaries of the AP/programme under this category, children must benefit (or have benefited) from educational or training opportunities provided by the AP.

Children **prevented** refers to children who are either siblings of (ex-) working children not yet working but considered to be at high risk of engaging in exploitative work. In order to be considered as "prevented", these children must benefit (or have benefited) from educational or training opportunities provided by the AP.

1.1.2.2 Direct Recipients and Indirect Beneficiaries

Direct recipients included:

- ◆ Ministry of Manpower Development and Employment;
- ◆ Labour Department and Factories Inspectorate;
- ◆ District Assemblies;

- ◆ Ghana Police Service;
- ◆ National employers' and workers' groups; and
- ◆ Local Non- Governmental Organisations (NGOs) selected as collaborating partners.

Indirect beneficiaries included:

- ◆ Teachers, social workers, and youth volunteers.

1.1.3 Objectives of the Programme

The objectives of the programme were:

1.1.3.1 Development Objective

To contribute to the progressive elimination of child labour in Ghana, focusing on the worst forms of child labour as a priority, in line with the recently adopted ILO Convention (No. 182) on the Worst Forms of Child Labour, 1999.

1.1.3.2 Immediate Objectives

- ◆ By the end of this initial two-year programme, the Government of Ghana will have strengthened its capacity to combat and prevent child labour.
- ◆ By the end of this initial two year programme, a range of successful pilot APs and integrated APs will have been implemented, improving directly the situation of 2,000 ex-child workers and indirectly, a much larger group of working children and their families.

The objectives of the programme were considered realistic, achievable and measurable. They clearly and precisely spelt out what were expected to be achieved at the end of the two years, and the specific activities to be performed to achieve them. Also, the performance measures / indicators were appropriate.

1.1.4 Terms of Reference

1.1.4.1 Scope and Purpose of the Evaluation

The general purpose of the evaluation was to “assess the relevance, effectiveness, efficiency, impact and sustainability of IPEC efforts to eliminate child labour in the country”.

Specifically, the evaluation was expected “to analyse strategies and models of intervention used to document achievements, lessons learned and knowledge generated in relevant strategic areas and in specific themes, suggest possible orientations for future work based on existing experience and viewed from the field, including conditions for sustainability”.

Other aspects the evaluation was expected to address were assessment of the programme's design, its relevance, implementation process, efficiency, achievements, impact and sustainability.

1.1.4.2 Expected Outputs

It was expected that at the end of the evaluation, Draft and Final Reports would be issued by the Consultant. The Reports should be produced both in paper copy and electronic version.

1.1.5 Methodology

1.1.5.1 Approach

A combination of research methods, both qualitative and quantitative, were used for the evaluation exercise. This was done so as to have the methods complementing each other and to elicit quality data. There were few changes to suit distinct programmes. The methods used were:

- ◆ Desk Study;
- ◆ Interviews (using interview guides);
- ◆ Focus group discussions;
- ◆ Questionnaires;
- ◆ Field visits; and
- ◆ Evaluation workshop of partners and stakeholders.

1.1.5.2 Desk Study

The Consultant studied the following documents, among others:

- ◆ Programme Document: National Programme on the Elimination of Child Labour in Ghana;
- ◆ National Plan of Action for the Elimination of Child Labour in Ghana (2001- 2002) - Report of Planning workshop;
- ◆ Mid-Term Self-Evaluation Report on the National Programme on the Elimination of Child Labour in Ghana;
- ◆ Technical Progress Report: National Programme for the Elimination of Child Labour in Ghana (October 1, 2002-March 31, 2003);
- ◆ ILO Convention (No. 138);
- ◆ Report – SIMPOC National Child Labour Survey;
- ◆ AP Document: Trokosi Advocacy and Rehabilitation Programme for 2001-2002);
- ◆ A Baseline study of the root causes of Kayaye in the Northern Region of Ghana – a case of the Tolon / Kumbungu District (March 2002);
- ◆ Final Report on the Prevention of Kayaye among Fostered Girls in the Northern

Region of Ghana;

- ◆ Action Programme Progress Report – Prevention of Kayaye among fostered girls in the Northern Region (August 2002 – October 2002; March 2002 – May 2002; May 2002-July 2002);
- ◆ Report on Finding Lasting Solutions of Fostered Girls Held on the 7th of August, 2003 at Tolon in the Tolon Kumbungu District;
- ◆ Action Programme Proposal on The Prevention of Kayaye Among Fostered Girls in the Northern Region of Ghana (Focus on Tolon Kumbungu District);
- ◆ Action Programme Proposal on Elimination of Child Domestic Servitude (Focus on Kumasi District, Ghana);
- ◆ A Needs Assessment Report on Child Domestic Workers in Kumasi District – Ghana (Sept 2001);
- ◆ Progress Report: Elimination of Child Domestic Servitude in Kumasi (April 2003-June 2003);
- ◆ Final Self-Evaluation Report: Elimination of Child Domestic Servitude in Kumasi (15th July, 2001-15th May, 2003);
- ◆ IPEC Action Programme Proposal on the Elimination of Child Labour in the Tourism Industry in Cape Coast and Elmina;
- ◆ Final Self-Evaluation Report: The Elimination of Child Labour in the Tourism Industry in Cape Coast and Elmina (August 2001 – July 2003); and
- ◆ Kayaye: A Success Story.

1.1.5.3 Interviews

Interviews were held with individual stakeholders using Interview Guides. Interviewees included:

- ◆ National Programme Manager;
- ◆ Action Programme (AP) Managers of the four Action programmes evaluated;
- ◆ Programme Managers of implementing agencies;
- ◆ ILO/IPEC Partners;
- ◆ Parents of Beneficiary Children;
- ◆ Beneficiary Children;
- ◆ Metropolitan, Municipal and District Chief Executives;
- ◆ Metropolitan, Municipal and District Co-ordinating Directors;
- ◆ Traditional Authorities;
- ◆ Department of Labour;
- ◆ Media Houses;
- ◆ Ministry of Manpower Development and Employment; and
- ◆ Ministry of Women and Children's Affairs.

1.1.5.4 Focus Group Discussions

Focus group discussions were carried out with identified groups of the study population by the use of Interview Guides. The groups were :

- ◆ Parents of beneficiary children;
- ◆ Beneficiary children;
- ◆ Traditional authorities; and
- ◆ Teachers of AP Schools.

In addition to the focus group discussions, interviews were held on one-to-one basis with some of the group members to elicit their personal views on specific issues related to the APs and their lives.

1.1.5.5 Questionnaires

Part of the data were collected through three (3) self-administered questionnaires completed by the National Programme Manager and the AP Managers. One of the questionnaires was to assess implementation adherence to planned schedules, status of achievement and reasons for any deviations. The second questionnaire attempted to measure the level of efficiency, specifically, examining budget over-runs and under-runs, and the third about services provided the beneficiaries and their satisfaction levels, among others.

1.1.5.6 Fieldwork

The Consultant toured all the four AP sites during the evaluation exercise. This gave him the opportunity to observe some of the critical aspects of the APs and to collect empirical data.

1.1.5.7 Evaluation Workshop

A Stakeholders' workshop was held on August 26, 2003 to determine, as systematically and objectively as possible, the relevance, effectiveness and impact of the national programme and pilot APs. When participants were constituted into groups, each group discussed one of the four APs. Among others, each group focused on evaluating the following elements:

- ◆ Relevance of the AP under the Country Programme and in the community;
- ◆ Objectives of the AP and indicators in terms of appropriateness of design of AP;
- ◆ Strategies of sustainability; and
- ◆ Problems, constraints and lessons learned.

The list of participants at the workshop is at Appendix 1.

1.2 RELEVANCE OF THE PROGRAMME

Ghana is among the Heavily Indebted Poor Countries (HIPC) in the world. Despite this, the population growth rate is high, about 3.0%, with a fertility rate of 5.3. About half of the total population of 18.9 million are children of 17 years and below. In view of the pervasiveness of poverty, many of the children work to support the family budget or for other reasons. Research reports and newspaper articles have revealed that both internal and external trafficking exist. A lot of children are engaged in hazardous labour in contravention of International Conventions and the country's legislations against child labour.

Almost all the children who work are school drop-outs or never attended any formal school. In Ghana, there is an educational policy, the Free, Compulsory and Universal Basic Education (FCUBE), which entitles every child to have a free basic education. This right is trampled upon when children are allowed to enter the labour market, preventing them from attending school.

Child labour comes in various forms in the country. There are children working in Mines, Agriculture, Manufacturing, Commercial Sexual Exploitation, Child Domestic work, Trokosi etc. The jobs they do are mostly hazardous and expose them to danger, danger the children may be too young to understand.

The above justifies the need for the implementation of a comprehensive programme to eliminate child labour in Ghana.

1.3 IMPLEMENTATION OF THE NATIONAL PROGRAMME

1.3.1 Effect of Political Activities on the National Programme

The original starting date of the programme was October 1999. However, the National Programme Manager was employed and started implementing activities in July 2000, which was an election year. This had both positive and negative impacts on the programme.

Positively, the political campaigns provided useful platforms to advertise forcefully the child labour issue to the Ghanaian populace. All the major political parties captured the issue of child labour in their political campaign activities.

Negatively, the aftermath of the election witnessed high rate of attrition among Ministers, Senior Civil Servants, Parliamentarians, and Assemblymen and women. This delayed the onset of the programme because consultations and discussions had to start all over again.

1.3.2 Transition Between the National Programme and Other IPEC Activities

The National Programme ended on 31st October, 2003. Before the programme ended, other IPEC activities were launched in July 2003. These were the Capacity Building AP (CBP) and the West Africa Cocoa Agricultural AP (WACAP), and they were implemented side by side with the National Programme. However, they were carried out under separate budgets.

These APs benefited significantly from the National Programme.

Before the CBP started, IPEC had undertaken a Needs Assessment Survey of the IAs and all the social partners, and had gone further to categorize and prioritize the capacity building requirements of the stakeholders. Also, it had completed plans and negotiations with the Ministry of Education and the Ghana Education Service to mainstream child labour issues in school curriculum. These outputs of the National Programme were useful to the CBP.

The IPEC National Programme did a lot in its child labour awareness creation, sensitization and advocacy programmes, thereby making the child labour issue visible. This was very beneficial to the two APs. The National Steering Committee set up by IPEC under the National Programme had been, and still is, of good service to the APs, as well as the outcome of the Child Labour Policy Development activities.

The lessons learned from, and the successes of, the implementation of the National Programme had provided guidance to the CBP and the WACAP and given opportunity to the APs to pick and adapt or adopt the best practices to ensure maximum success.

It should be mentioned that there was no significant problem with the transition from the National Programme to the other IPEC activities. In view of the fact that it was the same IPEC staff who worked on the National Programme that handled the transition, it was smoothly done. If anything at all, it was just an increase in the workload of the staff during the period that the National Programme had not come to an end.

1.3.3 Start-up Activities

The programme implementation started with:

- ◆ Sensitization of political decision makers on the issue of child labour at national and regional levels.
- ◆ Sensitization of the media.
- ◆ Sensitization of the public with the help of the media.
- ◆ Ratification of ILO Convention No. 182 which provided an impetus for mainstreaming child labour issues into the government development agenda.
- ◆ National workshop to develop a National Plan of Action for elimination of child labour in Ghana was organized under the auspices of the Ministry of Manpower Development and Employment, and IPEC and other stakeholders.

1.3.4 Initial Difficulties

There was no ILO programme in Ghana before IPEC was established as a stand-alone Country Programme with oversight responsibilities by the ILO Area Director based in Lagos, Nigeria. Setting up of the office and administrative structures caused some initial delays in programme implementation.

1.3.5 Programme Activities Undertaken to Eliminate Child Labour

IPEC executed about 45 activities during the programme duration, all aimed at eliminating child labour in Ghana. Out of these activities, 33 (73.3%) were fully completed. There were delays in the starting dates of some of the activities for reasons beyond the control of IPEC. These included communication difficulties and attrition of government officials. About 8.9% of the activities were not performed at all. The activities had been deferred to the Capacity Building AP. The status of completion of the remaining 17.8% ranges between 50.0% and 80.0%. The details are provided in Table 1.1

Table 1.1: IMPLEMENTATION OF PROGRAMME ACTIVITIES AND ACHIEVEMENT

Objective 1: By the end of this initial two year programme, the Government of Ghana will have strengthened its capacity to combat and prevent child labour.

ACTIVITY CODE	ACTIVITIES	ORIGINAL		ACTUAL		STATUS (%)	REMARKS (PLEASE INCLUDE REASONS FOR DELAYS)
		Planned Start Date Mth/Year	Planned Finish Date Mth/Year	Start Date Mth/Year	Finish Date Mth/Year		
1.1.1	Hire a National Programme Coordinator (NPC).	May 2000	July 2000	May 2000	July 2000	100.0	Completed as planned
1.1.2	Form a National Steering Committee (NSC).	August 2000	August 2000	August 2000	August 2000	100.0	Completed as planned
1.1.3	Develop a methodology for a statistical study providing accurate information on the scope, magnitude and characteristics of child labour in Ghana (SIMPOC).	March 2000	June 2001	September 2000	June 2003	100.0	Completed and Report launched.
1.1.4	Organise a national workshop for the tripartite representatives, NGOs, and academia partners, in order to develop a comprehensive plan of action on child labour.	November 2000	November 2000	November 2000	November 2000	100.0	Completed as planned.
1.1.5	Conduct one policy workshop for the tripartite, NGOs and academics to develop a National Policy on Child Labour.	February 2002	-	August 2003	-	50.0	Not completed. Policy workshop for CSEC and Children's Forum for policy inputs held in August 2003. National Child Labour Policy will be taken up by the capacity Building AP. However, many studies have been conducted which will inform policy.
1.2.1	Establish a Child Labour Unit within the Ministry of Manpower Development and	August 2000	September 2000	July 2000	September 2000	100.0	Completed as planned.

	Employment.						
1.2.2	Train the AP staff of the Child Labour Unit within the Ministry of Manpower Development and Employment on effective strategies to combat, reduce and prevent the incidence of child labour.	August 2000	November 2000	August 2000	November 2000	100.0	Completed as planned.
1.2.3	Promote and support ongoing efforts to strengthen and harmonize national legislation on child labour, particularly in the areas of education and social welfare.	November 2000	September 2001	November 2000	On-going	50.0	Not completed. Laws already exist. Advocacy for fully implementing Free Compulsory Basic Education ongoing. Efforts ongoing to include child labour in education, and strategic plan. A draft law on Child Trafficking produced.
1.2.4	Promote the revision of labour laws to make specific reference to the protection of children from exploitative work and strengthen the enforcement mechanisms of such laws.	January 2001	June 2002	January 2001	August 2003	100.0	Parliament has approved the new Labour Bill which has clauses on child labour. Children's Act already in place.
1.2.5	Organise district level workshops in IPEC programme areas to sensitize representatives of the District Assemblies	August 2001	October 2002	July 2002	November 2002	100.00	Completed.
1.2.6	Train and sensitize the police on child labour matters so that they can investigate possible violations of child labour laws.	August 2001	November 2001	October 2002	August 2003	100.0	Completed. There were plans to expand training within the CBP AP.
1.3.1	Identify a local consultant to design a suitable tracking data-base and develop Terms of Reference for the management of the data-base.	July 2001	July 2001	July 2001	April 2002	100.0	Completed.
1.3.2	Conduct a baseline survey to obtain information about the hazardous working conditions and their effects on employed children.	July 2001	October 2002	August 2001	March 2002	100.0	It was integrated into several researches on child labour.
1.3.3	Collect all relevant information about the target group, i.e., name, address, age and gender; period of employment, wages or incentives, and the nature of the work done by the children; their health status, family background, etc.	July 2001	June 2002	November 2001	September 2003	100.0	Completed as part of the tracking system.
1.3.4	Enter all relevant information about the target group into the database.	July 2001	June 2002	June 2003	-	50.0	The exercise started two (2) years late. Data entry into central computer database by EIB ongoing.
1.3.5	Cross-check all relevant information about the target group with other partners implementing direct action components under this programme for accuracy and supplementary information.	July 2001	June 2002	August 2003	-	50.0	Data entry into computer database is ongoing.
1.3.6	Set up community-based systems as part of the programme.	July 2001	June 2002	May 2002		0.0	Not done. Will be carried out through the Capacity Building and WACAP AP.
1.3.7	Collaborate closely with community-based systems and District Assemblies in order to facilitate the monitoring of (ex) working children through periodic reports provided on	July 2001	June 2002	May 2002	-	50.0	Community monitoring of Child Labour has been integrated into the work of District Child

	their progress.						Committees through collaboration with Ghana National Commission on Children. Also, as district authorities are sensitized they are encouraged to monitor Child Labour.
1.3.8	Mid-term Review of IPEC Ghana Programme	August 2001	August 2001	November 2001	November 2001	100.0	

Objective 2: By the end of this initial two-year programme, a range of successful pilot APs and integrated APs will have been implemented, improving directly the situation of 2,000 ex-child workers and indirectly, a much larger group of working children and their families in Ghana

ACTIVITY CODE	ACTIVITIES	ORIGINAL		ACTUAL START DATE MTH/YEAR	ACTUAL FINISH DATE MTH/YEAR	STATUS (%)	REMARKS (PLEASE INCLUDE REASONS FOR DELAYS)
		Start Date Mth/Year	Finish Date Mth/Year				
2.1.1	Identify NGOs, community organisations, trade unions, and employers associations with direct access to plantations, commercial farms, mines, and other workplaces to set up facilities to prevent, withdraw, protect, and rehabilitate working children and children at risk of becoming child labourers.	November 2000	July 2001	November 2000	July 2001	100.0	Completed as planned. GAWU, Agric. Extension Services, GNAT were among identified partners. Others were ING, YDF, GNCRC, RAINS, GES, GNCC, and District Assemblies.
2.1.2	Train identified IPEC partners and potential partners on the design and management of child labour action programmes.	July 2001	July 2001	August 2001	February 2002	100.0	Activity was slightly modified so that teams from implementing agencies were trained at a time.
2.1.3	Establish links with poverty alleviation programmes to assist them in incorporating a child labour component in their ongoing activities and include families of (ex-) working children as their beneficiaries.	January 2001	September 2001	January 2001	June 2002	100.0	Child Labour has been incorporated into Ghana Poverty Reduction Programme but not the others. There were still ongoing efforts to link with other micro-credit schemes.
2.1.4	Establish a revolving fund for income generation alternatives.	August 2001	December 2001	October 2001	March 2002	100.0	Strategy was changed. Implementing Agencies managed the micro-credits.
2.1.5	Train staff of local partner collaborator administering the revolving fund.	August 2001	December 2001	October 2001	March 2002	100.0	Administrators of revolving fund trained.
2.1.6	Develop criteria for parents of working children most in need of alternative sources of income.	August 2001	September 2001	November 2001	March 2002	100.0	Started three (3) months late, but completed. The implementing agencies had experience with administering small micro credits. Their existing criteria were used with an additional clause making withdrawal of children a conditionality.
2.1.7	Identify a small group of parents of working children most in need of	August 2001	September 2001	November 2001	March 2002	100.0	Started three (3) months late, but

	alternative sources of income.						completed.
2.1.8	Provide the identified small group of parents of working children most in need of alternative sources of income with income-generation funds, including bursary schemes for assistance with school fees.	August 2001	September 2001	November 2001	September 2003	100.0	Started three (3) months late, however, much had been done. It was carried out by the Implementing Agencies.
2.1.9	Select approximately 2,000 children and assess their needs for participation in direct action programmes, such as basic literacy and training courses, counseling, health services, and recreational activities.	August 2001	June 2002	September 2001	October 2003	106.9	2138 children withdrawn/prevented.
2.2.1	Form a Task-force on Education for the (ex-) working child, comprised the Non-Formal Education Department, Ministry of Education, Ministry of Manpower Development & Employment, NGOs, teachers, and social workers.	February 2001	April 2002	May 2001	May 2001	100.0	Task Force was inaugurated in May 2001, just a month after the planned date of completion.
2.2.2	Appoint a consultant to carry out a needs assessment to define which modifications in curriculum and teaching methods will need to be made in order to integrate (ex-) working children into schools and non-formal education centers.	July 2001	September 2001	April 2002	March 2003	100.0	Completed.
2.2.3	Organise a workshop on non-formal and formal education for the (ex-) working child with different stakeholders in order to develop (or adapt from an existing module), teaching methodologies, a curriculum, and materials for (ex-) working children.	October 2001	October 2001	June 2002	May 2003	100.0	Completed. The objectives set for the actual workshop and follow-up activities had produced more outputs than the activity described in the original Programme Document.
2.2.4	Design a teachers' Training of Trainers (TOT) module which will use teaching methodologies, curricula, and materials developed in the above workshop.	October 2001	October 2001	July 2002	-	100.0	The Transitional Curriculum had been completed and a Teacher's Instructional Manual produced to be used in training teachers.
2.2.5	Pilot-test the above training in IPEC action programmes in Ghana.	November 2001	December 2001	September 2002	-	0.0	Not yet done.
2.2.6	Provide IPEC action programmes in Ghana with improved non-formal education curriculum and materials.	November 2001	December 2001	September 2002	-	0.0	Not yet done. This AP suffered a lot of delays.
2.2.7	Prepare an evaluation report with conclusions and recommendations for consideration by the appropriate authorities.	December 2001	December 2001	November 2002	-	0.0	Not yet done. This AP has suffered a lot of delays.
2.2.8	Select schools, vocational training centers, or other NGO agencies able to provide educational services and skills training for participation in a pilot area.	December 2001	December 2001	January 2002	June 2003	100.0	Activity did not depend on outputs from this section. Schools had been selected and children mainstreamed.
2.2.9	Mainstream children from Non-Formal Education centers into formal schools.	July 2002	June 2002	October 2002	August 2003	100.0	This activity was completed but did not rely on modules developed within this AP. Existing NFE and formal curricula

							were used.
2.2.10	Monitor the progress of the children placed in the mainstream formal schools annually.	July 2002	June 2002	October 2002	August 2003	100.0	Monitoring done.
2.2.11	Provide data on the (ex-) working children enrolled in schools to the tracking system (database).	January 2002	June 2002	June 2002	-	50.0	Delayed. Children profiled with the hard copies of questionnaires and data entry into central database was ongoing.
2.2.12	Within specific action programme areas, carry out awareness raising activities to promote the enrolment of children at risk of falling into exploitative work and undertake sensitization and mobilization campaigns among teachers, local education officers, parents / guardians, children, community leaders, and the public at large on the dangers of exploitative child labour, the importance of education and the role of the community in preventing practices of exploitative child work.	January 2001	June 2002	July 2001	June 2003	100.0	This activity was integrated into District sensitization workshops and into national level child labor campaigns, community mobilization activities by IPEC implementation agencies.
2.3.1	The design and printing of posters and information leaflets on the dangers and consequences of child labour for dissemination to a wider general public.	January 2001	April 2002	January 2001	April 2002	100.0	Completed. There is the need for the printing of more for community sensitization to have desired impact.
2.3.2	The dissemination of information on child labour to local newspapers, radio, and TV programmes.	November 2000	August 2001	November 2000	August 2003	100.0	Completed. Activity was spread over a longer period than planned for effectiveness.
2.3.3	Awareness-raising activities undertaken through: <ul style="list-style-type: none"> • Marches • Theatre • Music & dance performances 	June 2001	July 2003	January 2002	July 2003	100.0	Integrated into Action Programmes and carried out at community level.
2.3.4	Implementing agencies and various community organisations supported to carry out public awareness raising campaigns and mobilization for community based interventions.	June 2001	March 2002	June 2001	June 2003	100.0	Ongoing. Community mobilization and awareness raising have been integrated into each Action Programme.
2.3.5	The dissemination of information and training materials to organisations and institutions for the development of training modules on child labour in various courses and training programmes.	October 2001	March 2002	November 2002	August 2003	100.0	Information kits on WFCL, the laws etc. distributed extensively to various partners and organisations! IPEC Draft Training Modules completed and disseminated to partners. They were used in the training of trainers of IPEC partners, Labour Inspectors and Senior Police Officers.

The four APs IPEC identified and implemented to contribute towards elimination of child labour in Ghana were:

- ◆ Trokosi Emancipation and Rehabilitation in the Volta Region of Ghana by International Needs Ghana (ING);
- ◆ Elimination of Child Domestic Servitude in the Kumasi Metropolis by Youth Development Foundation (YDF);
- ◆ Elimination of Child Labour in the Tourism industry at Cape Coast / Elmina by Ghana NGO Coalition on Rights of Child (GNCRC); and
- ◆ The Prevention of Kayaye among Fostered Girls in the Northern Region of Ghana by Regional Advisory Information Network Systems (RAINS).

1.4 ACHIEVEMENTS OF THE PROGRAMME

1.4.1 Strengthening Capacity of Government of Ghana to combat and prevent child labour

The IPEC Programme had done a lot to strengthen the capacity of the Government to combat and prevent child labour. The Government had completely accepted the programme as its own and assisted in diverse ways to ensure its success. The Ministry of Manpower Development and Employment, as well as the Ministry of Women and Children's Affairs and Ministry of Education were fully involved in almost all aspects of the implementation process, both at the national and district levels, indicating the commitment of the Government to the programme. This was no mean achievement.

Other achievements included:

- ◆ The execution of a Policy workshop which would provide inputs for the development of a National Policy against child labour;
- ◆ Organisation of Children's Forum towards Policy Development which reflected Child Participation;
- ◆ A Plan of Action had been developed, widely disseminated and was being used by many stakeholders to guide their plans and activities;
- ◆ A Child Labour Unit had been established within the Ministry of Manpower Development and Employment, and the staff well trained in issues of child labour;
- ◆ IPEC and the Child Labour Unit sensitized and trained all the key stakeholders to combat child labour. These included relevant staff of District Assemblies, Labour Department, Ghana Police Service, the Media Houses, Ghana Education Service, Non Formal Education Department, Commission on Human Rights and Administrative Justice, Department of Social Welfare, Ghana Federation of Labour, Ghana Employers Association, Trades Union Congress and many local NGOs;
- ◆ Development of a Training Module which was used in the Training of Trainers' (TOT) Programme for labour inspectors who were intended to train others;

- ◆ Strenuous efforts were made to harmonize legislation on child labour. A recent Labour Law had a clause outlawing child labour. A draft law on child trafficking was, also, in place;
- ◆ Labour Inspectors had intensified their monitoring exercise on child labour in the informal sector as well as the formal sector;
- ◆ District Assemblies were involved in awareness creation, and had plans to sustain the programme at the end of IPEC support; and
- ◆ A tracking database for withdrawn and prevented children from labour had been developed. Implementing agencies had almost finished with collection of data, some of which would be inputs for the central database by the Employment Information Bureau.

The data would be used, among others, to monitor the progress of the beneficiary children, track down drop-outs, work further on them and encourage them to stay in school or give them alternative skills where necessary. In addition, the data would be stored at a central point where interested organizations or individuals could source any relevant information for research or other child labour and related activities.

1.4.2 Implementation of Pilot Action Programmes to improve situation of programme beneficiaries

An assessment of the performance indicators and the implementation status of activities showed remarkable achievements, some in excess of the set targets.

- ◆ IPEC identified and commissioned four pilot APs and ensured that they were implemented efficiently and effectively. The Implementing Agencies selected had a wealth of experience in issues of vulnerable children, a strategy which contributed greatly towards achievement of objectives. Again, the forms of child labour identified and selected were the intolerable forms earmarked for immediate eradication. All four APs were linked to child trafficking and located either within sending or receiving areas. It brought to focus some forms of child labour which were previously unknown.

Achievements included the following:

- ◆ AP teams of Implementing Agencies were trained to enable them manage the activities of their child labour APs.
- ◆ A total of 517 instead of a target of 449 families of ex-working children were trained and granted micro-credit for income-generating APs. Withdrawn and prevented children from labour numbered 2,138 instead of a target of 2,000. The details were as follows:

ACTION PROGRAMME	NUMBER OF FAMILIES	NUMBER OF CHILDREN WITHDRAWN / PREVENTED	DIRECT SERVICES
Trokosi	204	858	4,652
Kayaye	246	415	4,452
Domestic Servitude	17	315	1,126
Tourism Industry	50	550	2,930
Total	517	2,138	13,160

- ◆ A total of 13,160 direct services were provided to the children. The services included non-formal education, formal schooling, vocational schools, counseling services, health services, nutrition, school uniforms, fees, books and other supplies and stipend.
- ◆ Both the electronic and print media splendidly covered activities of IPEC and other child labour issues which resulted in about 1,388 news items and publications. In November 2001, for instance, one newspaper, Daily Graphic (the newspaper with the highest circulation in Ghana), published 20 articles on children and child labour. The President of Ghana and other leading government officials were quoted several times positively supporting the welfare and elimination of child labour. A few of the headlines are listed in Appendix 2.
- ◆ Informed by the Educational Needs Assessment of the withdrawn and prevented children from labour, four training documents on child labour had been prepared awaiting mainstreaming into teaching curriculum within the Capacity Building AP. These are:
 - A Transitional Curriculum and Teachers' Instructional Manual (Final version).
 - Text Book Manuscripts in six (6) Basic Education subjects (Final Drafts).
 - Teacher's Instructional Manual for each Subject.
 - Addenda to Basic School Curricula.
- ◆ National employers' and workers' organisations had joined the fight against child labour. They had desk officers for child labour. These focal persons created awareness and sensitized employers in particular about the evils of child labour.
- ◆ IPEC used several strategies to create awareness and sensitize Government of Ghana, Ministries, Departments and Agencies (MDAs), District Assemblies and the general public. Strategies included personal contacts and discussions, lobbying, publicity materials such as posters and leaflets, the media, durbars and workshops. The awareness creation and sensitization campaign was assisted by the Child Labour Unit and the four pilot APs, among others.
- ◆ IPEC had linked up child labour with the Ghana Poverty Reduction Programme. Efforts were ongoing to incorporate child labour with other micro-credit schemes.

1.5 EFFECTIVENESS AND IMPACT OF PROGRAMME

- ◆ IPEC was able to perform almost all the activities planned during the implementation period. The activities were so effectively performed that, in some instances, planned targets were exceeded.
- ◆ The awareness creation and sensitization campaign had very great impact. Before the IPEC programme, there were a number of organisations working to combat child labour. However, not many people knew the gravity of the problem, and, therefore, there was not much enthusiasm seen on the part of Government and other stakeholders to systematically combat the menace. IPEC had been able to lay bare the seriousness of the problem. The Government, MDAs and many organisations, including NGOs, had joined the crusade. Hardly did a day pass without the media talking or writing about the negative effect of child labour and the importance of eliminating it. Publications on child labour and children's welfare increased drastically in the year 2001. The trend has continued to date.
- ◆ Visits to AP sites revealed the satisfaction of the beneficiaries of the programme. The children were diligent in the pursuit of the alternatives provided them and were optimistic of having a better life in the future than it would have been, had the intervention not been made. They confirmed in discussions that their lives had changed for the better.
- ◆ Most of the families of the children who received training in income-generating activities and micro-credit were doing well. They professed that their lives had changed and that they were able to care for the children to an appreciable extent. This is the case, particularly, with the Trokosi and Kayaye APs in the Volta and Northern Regions, respectively. The children were also happy with the positively changed behaviour of their parents towards them as a result of the education the parents received on child labour. It has not gone well with the parents who were supported by the Tourism and the Domestic Servitude APs. Most of them were not able to invest the credit facilities given them in income-generating activities.
- ◆ The IPEC programme impacted on the Government, through the Ministry of Manpower Development and Employment and Ministry of Women and Children's Affairs to consider the programme to eliminate child labour as its own. It had made it possible for the Government to support the programme in varied respects, and in most cases, backing programme activities with the presence of a representative and financially supporting other child labour APs.
- ◆ The efforts of the programme had made the Government agreeable to promulgate legislations against child labour. Examples were the recent Labour Law which had a section against child labour and the Draft Law on Child Trafficking.
- ◆ Many people were aware of the menace of child labour and were sensitized to combat it. Listening to radio and television phone-ins when child labour was being discussed, the vigour with which the public condemned child labour was a clear manifestation of the high impact the programme had made. Many people voluntarily reproached those they noticed subjecting a child to labour.
- ◆ The IPEC programme generated interest in the combat of child labour to the extent that many organisations began to develop APs with similar objective of progressively eliminating child labour. The researches undertaken at the initiative and support of IPEC provided data to inform development of appropriate APs.

1.6 PROBLEMS AND CONSTRAINTS

The programme, in spite of its achievements and impact, was not without problems. Some of the problems resulted in implementation delays. The major problems are listed below:

- ♦ On many occasions, there were delays in the release of funds by UNDP for planned activities. One would have expected that release of funds for programme implementation after a request had been made to UNDP was not to take more than three days, at worst five days. But this was not the case. The situation was said to have improved in 2003, however, there were still a number of instances where considerable delays occurred, and which affected the starting dates of certain activities. A few examples of such delays are as below:

Date of Letter	Name of Organisation to whom payment is to be made	Amount requested (US \$)	Date sent to UNDP	Date cheques were received	Duration
18-02-03	Payment request to Nyani & Co Ltd.	138.97	18 - 02 - 03	09 - 04 - 03	3 Months
05-03-03	F10 submitted for NPM's DSA for trip to Kumasi	219.14	05 - 03 - 03	15 - 04 - 03	29 days
24-03-03	Payment request for Child Labour Unit	10,000.00	24 - 03 - 03	15 - 04 - 03	17 days
24-03-03	Payment request for RAINS	14,512.45	24 - 03 - 03	15 - 04 - 03	17 days
24-03-03	Payment request for GNCRC	5,002.00	24 - 03 - 03	24 - 04 - 03	1 month
24-03-03	International Needs Ghana	9,000.00	24 - 03 - 03	07 - 04 - 03	14 days
24-03-03	YDF	5,620.00	24 - 03 - 03	07 - 04 - 03	14 days
08-08-03	Request for consultant - REF	4,674.00	12 - 08 - 03	25 - 08 - 03	14 days

IPEC would release a cheque to an IA as and when it was received from UNDP, after certifying that relevant Reports had been submitted by the IA.

- ♦ The demand on the time of the National Programme Manager by ILO/IPEC APs put a lot of pressure on her, considering the fact that she had no assistant to delegate to because the Office had a skeleton staff. Examination of the Programme Document might seem simple, but its implementation demanded more. Working with a number of IAs there were bound to be problems which would require the personal attention of the NPM, in some instances, making trips, some of these could be unplanned, to provide the needed technical assistance. It must be mentioned that the APs were scattered all over the country, and distances from the National Office to AP sites were considerable. In fact, coordinating such APs and ensuring that each AP was on course was no mean job.

The capacity of most of the IAs was being built, and the NPM had to put in a lot of support. For instance, she had to properly scrutinize reports and provide support in building the skills of the staff to perform to meet ILO/IPEC standards. On visits of the NPM to IAs and AP sites, the Programme and AP Managers during the evaluation recounted how they worked for very long hours with the NPM to complete programmes for such visits.

One would agree that it was time consuming to maintain and nurture the interface between IPEC and the Government, and IPEC and the public, especially on an issue such as child labour to achieve desired results, for the reason that it involved a lot of advocacy and lobbying,

The inadequacy of staff, in terms of numbers and in some instances requisite skills, of the implementing agencies made it difficult for them to combine their original functions with functions they had to perform on the IPEC programme. An example was the inability of these agencies to finish collecting reliable and quality data for the tracking system database.

- ◆ Staff attrition, especially in the case of AP Managers, constituted a problem. It disrupted continuity and delayed the implementation of action plans. It happened in the Domestic Servitude and Kayaye APs.
- ◆ With the setting-up of the new Ministry of Women and Children's Affairs, which by its nomenclature had to be concerned with issues of children, had created the problem of which ministry IPEC should work with and on what issues. Both Ministries of Manpower Development and Employment and Women and Children's Affairs had a stake in the child labour issue since child labour is a labour issue but also has welfare components. Presently, both Labour and Social Welfare Departments are under the Ministry of Manpower Development and Employment. But recently UNICEF recommended that both Social Welfare Department and the whole issue of Child Labour be placed under the Women and Children's Affairs Ministry. This posed uncertainties for the programme which had signed a Memorandum of Understanding with the Labour Ministry.
- ◆ Within the Ministry of Manpower Development and Employment, three departments, including the recently created Child Labour Unit, defined their duties to cover children's affairs. This had weakened the position of the Child Labour Unit to exercise its mandate effectively. The Unit was starved of resources in terms of funds and equipment.
- ◆ Attrition of key staff of the Ministry of Manpower Development and Employment (Ministers, Chief Directors, Directors etc.) brought about disruption in the smooth implementation of decisions taken between IPEC and the Ministry.

1.7 SUSTAINABILITY OF THE PROGRAMME

The National Programme had succeeded to make the Government recognize that it owned the programme and that ILO / IPEC was only assisting in its implementation. This became

clear during discussions with implementing agencies and government officials. The Government, therefore, had shown great commitment to the success of the programme. Likewise, the District Assemblies, and for that matter, the Ministry of Local Government and Rural Development, had been seriously involved in the implementation of the pilot APs. All the District Assemblies in IPEC AP areas had committed support to the APs at the end of ILO/IPEC funding. Below are specific initiatives that impact on the elimination of child labour which is the goal of this programme and make for sustainability:

- ◆ Government's commitment shown through incorporation of child labour in the Ghana Poverty Reduction Strategy (GPRS) which is a government policy being implemented.
- ◆ Linking of withdrawal of children from hazardous work to the National Micro-Credit Scheme by the Ministry of Women and Children's Affairs.
- ◆ Financial inputs to support child labour APs by Ministry of Manpower Development and Employment (MMDE).
- ◆ Mainstreaming child labour issues into District Assembly work through sensitization and setting up of District Child Labour Committees.
- ◆ The increasing number of Government sectors, employers and workers' organizations, NGOs and donor agencies now mainstreaming or expanding their activities on child labour.
- ◆ Kindled interest of children for formal education (as reported in Educational Needs Assessment Report).
- ◆ The commitment of the Directors of Ministry of Education and Ghana Education Service to mainstream child labour into new Education Policy.
- ◆ Development of Curricula and mainstreaming of child labour into Basic School Curricula with the aim of reducing drop-out rates.
- ◆ Government's efforts at skills training as in the STEP programme.
- ◆ Government's efforts at employment creation.
- ◆ ILO's Decent Work Programme that targets poverty reduction.
- ◆ The National Poverty Reduction Programme under implementation.
- ◆ IPEC supported the MMDE to inaugurate an inter-agency Partnership Meeting on Elimination of Child Labour.

The NGOs identified to implement the IPEC / ILO APs had elements of combating child labour in their programmes. The IPEC programme would end, but it could be assumed that the NGOs would continue to work towards the elimination of child labour.

1.8 LESSONS LEARNED

The strategies adopted and the experiences gathered during the implementation of activities brought out lessons which could be taken into consideration in future programmes. IPEC endeavoured to get the Government, both at the national and local levels, to own the programme. This made them highly committed to the success of the programme.

The Ministries of Manpower Development and Employment and Women and Children's Affairs, and District Assemblies in Action Programme areas continued to contribute towards the achievement of the development objective of the programme in diverse ways. There was the pledge that these organisations would sustain the programme at the end of ILO/IPEC support by funding it. Key staff of MDAs, including Ministers of State, had become advocates of elimination of child labour. IPEC always put Government in its activities. Representatives of the Government were always made more visible than IPEC by making them take lead positions throughout the process. Therefore, organisations which participated in activities of the programme identified the Government with it more than IPEC. For this reason, many organisations felt the need to make elimination of child labour their obligation, and developed APs to that effect.

It must be mentioned that the use of such a strategy (making the Government recognize ownership) is time consuming. However, the gain could be tremendous in terms of commitment to, and sustainability of the programme, and its impact.

1.9 EFFICIENCY OF THE IMPLEMENTATION OF THE PROGRAMME

Table 1.2 below gives a summary of the Allocation and Use of funds for the programme. At the end of the programme implementation, an overall budget surplus of US\$187,036.62 was realized, representing a variance of 28.7%. The expenditure areas that showed significant budget under-runs were Experts (International) (100%); Administrative Support Personnel (61.5%); International Missions (83.4%); Other Costs (100%); Support Costs (100%) and Provision for Cost Increase (100%).

To determine the efficiency of the programme implementation, one has to take into consideration the levels of efficiency of the implementation of the four (4) APs which are discussed in the subsequent sections of this Report.

Table 1.3 provides information on the disbursement of funds to the Implementing Agencies for AP execution. At the end of the programme, all the funds budgeted for the various APs had been disbursed except an amount of \$961.65 yet to be disbursed to RAINS and earmarked for the withdrawal of additional 115 fostered children from child labour. IPEC closely monitored the use of funds by the Implementing Agencies by insisting on regular submission of Reports. Table 1.4 below summarizes funds disbursed for the programme implementation.

Table 1.2: ALLOCATION AND USE OF FUNDS – NATIONAL PROGRAMME

Budget Line	Description	Budget (\$)	Actual (\$)	Variance (\$)	Variance (%)
11	Experts (International)	25,950	–	25,950.00	100.0
13	Administrative Support Personnel	20,000	7,708.59	12,291.41	61.5
15.01	Domestic and regional air travel by the NPC	8,000	8,324.63	(324.63)	-4.1
15.02	International Missions	20,000	3,323.00	16,677.00	83.4
16	Other Costs	10,000	-	10,000.00	100.0
17	National Professional Staff	48,000	66,250.00	(18,250.00)	38.0
21	SUB-CONTRACTS	275,000	219,840.06	55,159.94	20.1
30	TRAINING	67,000	100,005.64	(33,005.64)	-49.3
40	EQUIPMENT	42,200	40,452.67	1,747.33	4.1
50	MISCELLANEOUS	33,000	17,761.79	15,238.21	46.2
60	Support Costs	70,189	-	70,189.00	100.0
71	Provision for cost increase	31,364	-	31,364.00	100.0
TOTAL ALLOCATION		650,703	463,666.38	187,036.62	28.7

Table 1.3: PAYMENTS TO IMPLEMENTING AGENCIES (JULY 2001 – JUNE 2003)

Names of Implementing Agencies	EPA Nos.	Approved Budget \$	1st Tranche date issued \$	2nd Tranche date issued \$	3rd Tranche date issued \$	4th Tranche date issued \$	TOTAL Release \$	Balance remaining \$	Comments
International Needs, Ghana (ING)	2002-43533	60,000.00	Jul-01 18,000.00	Feb-02 12,000.00	Dec-02 18,000.00	March - 24-03 9,000.00	57,000.00	3,000.00	Final cheque received & disbursed
Ghana NGO Coalition on the Rights of the Child (GNCRC)	2002-43538	30,592.00	Jul-01 9,000.00	Feb-02 10,060.00	Dec-02 5,000.00	March-24-03 5,002.04	29,062.04	1,529.96	Final cheque received & disbursed
Regional Advisory Information Network Systems (RAINS)	2002-44286	37,711.00	Jan-01 11,313.00	Dec-02 10,000.00	-	March-24-03 14,512.45	35,825.45	1,885.55	Final cheque received & disbursed.
RAINS	2003-46095	19,233.00	3-Jun 18,271.35				18,271.35	961.65	Still awaiting disbursement
Youth Development Foundation (YDF)	2002-43537	33,200.00	Jul-01 9,960.00	Feb-02 9,960.00	Dec-02 6,000.00	March-24-03 5,620.00	31,540.00	1,660.00	Final cheque received & disbursed
Africa Centre for Human Development (ACHD)	2002-43536	7,593.00	Jul-01 7,213.00	-			7,213.00	380.00	Final cheque received & disbursed
Child Labour Unit CLU	2003	14,000.00	March-14-03 10,000.00	June-20-03 3,375.00			13,375.00	625.00	Final cheque received & still awaiting disbursement
TOTAL		202,329.00	83,757.35	45,395.00	29,000.00	34,134.49	192,286.84	10,042.16	

Table 1.4: COST REPORT - NATIONAL PROGRAMME ON ELIMINATION OF CHILD LABOUR IN GHANA

PROGRAMME / AP	PLANNED	ACTUAL	OVERRUN (-)	UNDERRUN (+)
	Estimated Cost	Total Cost		
1. Prevention of Kayaye among fostered Girls in the Northern Region of Ghana AP	\$37,710.80	\$28,032.10	-	\$9,678.70
2. The Eliminisation of Child Labour in the Tourism Industry in Cape Coast and Elmina.	\$30,592.00	\$30,592.00	-	-
3. Trokosi Emancipation and Rehabilitation AP	¢441,543,000.00	¢439,168,418.00	-	¢2,374,582.00
4. Elimination of Child Domestic Servitude	\$33,200.00	\$36,098.00	\$2,898.00	-
TOTAL	\$ 101,502.80 ¢441,543,000.00	\$ 94,722.10 ¢439,168,418.00	\$2,898.00 ¢ 0.00	\$9,678.70 ¢2,374,582.00

1.10 CONCLUSIONS AND RECOMMENDATIONS

1.10.1 Conclusions

Relevance of the Programme

Various Worst Forms of Child Labour (WFCL) occurred in Ghana and the Government was greatly concerned about it. The Government had supported a number of international Laws and Conventions against child labour. The incidence of child labour had increased as a result of poverty which is prevalent in rural areas. Children were subjected to hazardous labour in order to cater for their needs and to support the family income. In the case of street children, there had been a drift of the children from the rural areas to urban centres with the hope of getting employment, which in almost all cases turned out to be an illusion. Therefore, they were compelled to turn to any work, despite its hazardous nature. The urgency and importance of curtailing the trend could not be overemphasized. The ILO / IPEC programme on the elimination of child labour, therefore, was very relevant.

Design of the Programme

The design of the programme – objectives, strategies, activities and performance indicators – was properly prepared to meet the demands of the programme. However, some minor

changes could have improved the degree of impact and sustainability. There was no provision made for the training of staff of implementing agencies to increase their skills in research to enable them successfully assist in the conduct of researches initiated by IPEC or authority given to employ the services of a consultant. Again, IPEC gave no training to Implementing Agencies on data gathering and analysis, though they were expected to present data in their reports.

The one year support given to the beneficiary children mainstreamed into formal school is considered not enough. The evaluation revealed that some of the children had to drop out after the one year because poverty did not make it possible for their parents to cater for them.

Programme Implementation

- ◆ Four (4) APs were identified and implemented under the programme. All the APs dealt with worst forms of child labour, and were successfully implemented.
- ◆ IPEC was able to fully implement almost all the activities planned for the programme and targets achieved. The few which were not finished would be done during the Capacity Building AP.
- ◆ IPEC undertook capacity building exercises for implementing agencies, Government officials, politicians, District Assemblies, Ghana Police Service, partners and other relevant stakeholders. Participants were highly sensitized about the menace of child labour.
- ◆ IPEC collaborated with other organisations concerned with child labour, and was called upon to contribute technical advice and assist these organisations in diverse ways in the planning and implementation of their action programmes. Synergism had been one of the objectives of IPEC when assisting stakeholders and in the execution of programme activities.
- ◆ There was strong evidence that all the District Assemblies in the AP areas collaborated perfectly with the staff of the APs. These Assemblies supplemented the efforts of AP staff in mobilizing the people in the communities to be part of the APs, attended functions, owned the APs and made contributions in kind.
- ◆ The IPEC programme instituted a National Steering Committee (NSC) to assist in the smooth implementation of programme activities. The Child Labour Unit served as the secretariat with technical assistance from IPEC. Specifically, the committee was responsible for coordinating and monitoring the programme. Initially, the Committee met frequently, but in 2003 only one meeting was held. In the same vein, committees, which came by various nomenclature -Task Force, Monitoring Team, etc., were formed by all the APs to perform similar tasks as the NSC. The national programme and all the supporting APs were regularly monitored by these committees, making it possible for corrective measures to be taken, and on time, to solve or avert any problem.
- ◆ The duration of the programme and the APs was considered to be too short to adequately deal with the enormous problem of child labour in the country.

- ◆ The Tracking Database required that implementing agencies collected data using the questionnaire designed for the purpose. Inadequacy of staff and lack of the required skills delayed the completion of the survey.
- ◆ The programme experienced delays in the start of some of the activities. This was due mainly to high staff attrition in the Ministry of Manpower Development and Employment with which IPEC was dealing most of the time. This resulted from changes in the political administration of the country. Issues that had been discussed with one officer or Minister and nearing completion had to be started again with his or her replacement. Also, there were difficulties with initial setting up of the IPEC office in Ghana. Furthermore, communication problems, such as telephone, fax, e-mail, breakdowns and securing firm appointments with high ranking Government officials, caused delays in the start and completion dates.
- ◆ The structure of the Ministry of Manpower Development and Employment (MMDE) is such that three units, that is, Social Welfare Department, Policy Planning, Monitoring and Evaluation Department and Child Labour Unit deal with child labour issues. It brings about confusion and deprives the Child Labour Unit established purposely to assist the programme in combating child labour in performing its rightful duties.
- ◆ The inter-agency Partnership Meeting has met twice. The infrequent meetings were partly due to the turnover of Chief Directors of the MMDE who had been changed three times. Ministers were also changed thrice in the three years. Each one took time to settle down.

Achievements and Impact

- ◆ IPEC succeeded in sensitizing the Government to accept the programme on the elimination of child labour as its own. For this reason, the Ministry of Manpower Development and Employment, Ministry of Women and Children's Affairs, Ministry of Education, District Assemblies and other MDAs featured prominently in the activities of the Programme, both at the national and district levels.
- ◆ A multi-media campaign to create awareness and sensitize the Government and the general public achieved remarkable success and had great impact. The Government, the media, individuals and organizations, including employer and worker organisations, had joined with enthusiasm the efforts to eliminate child labour. Hardly a day passed without a child labour issue being addressed here or there.
- ◆ The programme succeeded in implementing four pilot APs and withdrawing or preventing about 2,138 children from child labour. Some of them were mainstreamed into formal school and others provided with other alternatives. The children were happy and diligent in their new environment, and were full of appreciation of the programme.
- ◆ Over 500 families of the beneficiary children were trained in income- generating activities and given micro-credits to expand or set up their businesses. Most of the families made good use of the opportunity and claimed that their lives had changed for the better. They were happy that they were able to care for their children better than before.

- ◆ A Child Labour Unit was established within the Ministry of Manpower Development and Employment. In collaboration with IPEC, they built the capacity of Government and other partners through workshops and seminars. Officials, since then, had been speaking with authority on child labour issues at public functions.

Sustainability

The Government of Ghana and District Assemblies had accepted the programme to eliminate child labour as their own. They had made pledges to support the programme at the end of ILO/IPEC support.

There were other organisations and NGOs working to combat child labour. Their activities were ongoing and would continue.

1.10.2 Recommendations

- ◆ The ILO / IPEC programme has made reasonable achievements and impact towards elimination of child labour in Ghana. However, the problem is so gigantic that much more is desired to be done. The programme is still very relevant in Ghana to combat the various forms of child labour. The recommendation is that ILO / IPEC should replicate the programme, sooner than later. In repeating the programme, it would be necessary to increase the duration to about four (4) years so as to consolidate any gains which have been made and would be made.
- ◆ In the design of future programmes, capacity building must be a major component to enable the programme and AP staff acquire the required skills adequately.
- ◆ Many organisations have entered the fight against child labour as a result of the awareness creation and sensitization campaigns of the ILO / IPEC programme. Most of these organisations look up to IPEC for technical assistance and advice. The size of the responsibilities of the programme would require extra hands to assist the skeleton staff if the programme is replicated.
- ◆ The programme experienced delays in the release of funds to start activities. This had negative effect on the programme. Some activities could not start on planned dates and could not be completed on schedule (Table 1.1 provides examples). It is suggested that if the programme is to be replicated, provision should be made for the programme to hold an accountable imprest to offset any possible negative effect of delays in release of funds. If this is done, it is expected that the possibility of keeping to planned schedules of implementation of activities would be greatly enhanced.
- ◆ There are two Ministries, Women and Children's Affairs and Manpower Development and Employment, seriously working to combat child labour. It is now not clear which Ministry should be directly responsible for coordinating activities in child labour. It is essential that ILO / IPEC attempts to get the Government to properly define and delineate the functions of the two Ministries.
- ◆ Within the MMDE are three distinct units working on child labour issues, relegating the Child Labour Unit to the background. The MMDE may consider to restructure

the Ministry to give the Child Labour Unit the total responsibility to handle child labour issues. This unit was established for this purpose.

- ◆ The Implementing Agencies were involved in the collection and collation of data. Most of them lacked staff with relevant skills to do so. In future, staff should be properly trained if they will be expected to undertake research-related or special functions which they may not have the requisite skills to perform. An alternative is to hire the services of a consultant specifically for that purpose. This would ensure quality results and speedy execution of such assignments.
- ◆ The Minister of Women and Children's Affairs had **suggested** a definition of child labour which was slightly different from what the programme was working with. It was reported in The Chronicle (of 2nd September, 2003), a daily newspaper, that "The Minister for Women and Children's Affairs has called for a redefining of child labour. According to the Minister, children who support their families on the farm or do petty trading cannot be said to be under any form of hard labour, but it is when children are made to work under harsh conditions, such as mining sites to get paid, that should be seen as child labour." The Minister was speaking at the National Children's Day held at Koforidua in the Eastern Region. This seems to be in contradiction of the Children's Act, 1998, Act 560, Section 87, Sub-section (2) which states that (Labour is exploitative of a child if it deprives the child of its health, education or development." It may be necessary that ILO / IPEC and the Government get together to resolve the matter.

One could, however, confidently say that this suggestion by the Minister did not in any way negatively affect the ILO/IPEC National Programme on Elimination of Child Labour in Ghana.

2.0 PREVENTION OF KAYAYE AMONG FOSTERED GIRLS IN THE NORTHERN REGION OF GHANA

2.1 BACKGROUND

2.1.1 Rationale for the Action Programme

Statistics indicate that the Northern Region of Ghana experiences the lowest rates of educational enrolment. Girls are in the majority of children outside school. The causes of this situation include poverty and some traditional practices. One of such practices is **fostering**, the traditional practice of sending young girls to live with their aunts for training and grooming. The main aim of this practice is to strengthen the bonds of kinship between extended family members. However, a research carried out by the Regional Advisory Information Network Systems (RAINS) / CamFed and IPEC in the Northern Region established that "the good intent for the practice has tended to be abused, resulting in young girls taking refuge in the cities in the name of **Kayayo**."

The girls are subjected to all forms of abuse; they are not sent to school; they are made to undertake vigorous household chores; and in some cases, made to trade. It is considered that their labour is their only value. As a result of this, the girls escape to the urban areas to fend for themselves as a way of seeking freedom from the oppression they go through and from their aunts. Hence, the influx of many girls of the northern extraction working as Kayaye in the urban areas, especially in the cities.

ILO/IPEC set up this AP to withdraw the fostered girls from child labour by offering them education and skills training to assist them to have decent living standards, thus, preventing them from migrating southwards. The payoff was that some girls already operating as Kayaye in the south voluntarily came up to access the benefits of the AP. The AP started in February 2002 and ended in September 2003.

2.1.2 Beneficiaries of the Action Programme

The direct beneficiaries of the AP are fostered girls and their aunties in the Tolon Kumbungu District of the Northern Region. Change-makers at community, national and international levels including traditional leaders, Assembly members and women, opinion leaders, social welfare and education officers, education authorities and other government and international agencies are considered secondary target groups.

Indirect beneficiaries include many fostered girls in the whole of the Northern Region whose aunties will be motivated through the educational campaign to treat them with kindness.

The Local Child Labour Committee was responsible for the selection of the beneficiaries. Emphasis was placed on the fostered girls who were young and could be mainstreamed into formal schools. Those girls who were 17 years or below who were abused by their aunties and were likely to migrate to become Kayaye were qualified to be beneficiaries, as well as those who were already working as Kayaye and voluntarily opted to access the services of the AP.

2.1.3 Objectives of the Action Programme

The Development Objective of the AP was:

“To contribute to the progressive elimination of Child Labour in Ghana.”

The Immediate Objectives were to:

- ◆ Raise awareness of the general public on the problems faced by fostered girls, especially with respect to the exploitation and abuse from child labour and exclusion from education.
- ◆ Improve the lives of 300 fostered girls in Tolon Kumbungu District by withdrawing them from child labour, rehabilitating them and enrolling them into Vocational Training Centres or formal basic education centres.

- ◆ Provide a forum for chiefs, elders and opinion leaders to begin to find more permanent solutions to the plight of fostered children and the Kayaye syndrome in the District.
- ◆ Provide participating aunties with micro-credits to improve their economic status so that they will be in a position to take better care of the girls in their care.” (This is through funding from CamFed, a collaborating Agency).

The objectives of the AP were in the right direction. However, one would have wanted to know the basis of arriving at 300 fostered girls considering the large size of fostered girls in the district. Again, the aunties who were to be granted micro-credits were not quantified and, therefore, difficult to measure precisely achievements under this objective.

One important and useful aspect of the AP was that it aimed at withdrawing fostered girls from child labour and to improve their lives. At the same time, it prevented them from migrating to the south to labour as Kayaye.

2.2 METHODOLOGY

2.2.1 Approach

The approach used for the evaluation was participatory. The methods used to gather data were Desk Study, Interviews, Self-administered Questionnaires, Field Visit, and Focus Group Discussions.

2.2.2 Desk Study

The Consultant reviewed a number of documents including the following:

- ◆ Action Programme Proposal on The Prevention of Kayaye Among Fostered Girls in the Northern Region of Ghana.
- ◆ A Baseline Study of the root causes of Kayayo in the Northern Region of Ghana – a Case of the Tolon Kumbungu District (March 2002).
- ◆ Action Programme Progress Report (May – July 2002)
- ◆ Final Report on the Prevention of Kayaye Among Fostered Girls in the Northern Region of Ghana.
- ◆ Report on Finding Lasting Solutions of Fostered Girls (August 2003).

2.2.3 Interviews

Interviews were held with the Programme Manager of RAINS, the Programme Manager of the AP, some staff of the AP, members of the District Assembly (DA) Interim Committee, the District Coordinating Director, some teachers of the AP schools, some senior staff of the DA and the Department of Labour. Interview Guides were used.

At the DA, members of the group interviewed included the District Coordinating Director, Budget Officer, District Cooperative Officer and two members of the DA Management Committee. Because of the conflict in the area, the Assembly was represented by a Management Committee.

2.2.4 Focus Group Discussions

Focus group discussions were held with the following groups:

GROUP	NUMBER
Teachers of the AP Schools	7
Beneficiary Children	15
Parents of Beneficiary Children	15
Chiefs and Elders	5

2.2.5 Questionnaires

Three self-administered questionnaires specifically prepared for the evaluation of the AP were used to elicit information on certain pertinent issues from the AP Manager of the Prevention of the Kayaye Among Fostered Girls In The Northern Region of Ghana.

2.2.6 Field Visit

The Consultant, accompanied by the AP Manager and two other AP staff members, visited the Action Programme site to observe and collect first-hand information on some relevant aspects of the AP.

2.3 RELEVANCE OF THE ACTION PROGRAMME

The beneficiary children, during discussions, recounted the abuses they went through at the hands of their aunts before they ran away to the cities to work as Kayaye. Fostered girls were over burdened with heavy loads, lacked proper health care, were denied formal education, denied enough food, forced to marry at a tender age, denied of good hygiene, etc.

The girls confessed that they did not have a clear picture of what they were going to go through at their new destinations when they decided to migrate southward. “The AP has saved me from my predicament”, remarked one of the girls. The girls were of the consensus that the AP was relevant. They agreed that the practice of aunts abusing fostered girls should stop.

Parents of the beneficiaries found the AP very relevant. They explained that most of them were never in favour to see their children or fostered children leaving for the urban areas to become Kayaye. The AP, therefore, was relevant in the District, since it was meant to withdraw and prevent their girls from migrating to the south, only to enter hazardous labour as Kayaye. They were happy that the AP would enable fostered girls acquire knowledge and contribute to the development of the District.

The chiefs and elders revealed during discussions that they were aware of the problem of abuse of fostered children and the need to discourage that traditional practice which put children into labour. Unfortunately for them, it was very difficult to talk openly about such a sensitive issue as fostering, which was considered as family issue and dated back several years. The traditional rulers found the AP long overdue.

Teachers in the community saw the AP as their own, hence their high commitment to its success. They professed the relevance of the AP and did appreciate the future benefits that would accrue to the children, their parents and the community at large. They wished it replicated and expanded to cover other communities.

The District Coordinating Director and his supporting staff who participated in a group discussion unanimously agreed that the AP was relevant to the area. They said because of its relevance, the DA had played host to a number of organizations which had attempted to solve the Kayaye problem. The Assembly was assisting IPEC in many ways to implement the AP.

In the view of the DA, most of the people in the District were anxious to get their Kayaye children brought back home; and, in fact, some of them had returned home and were benefiting from the AP, bringing joy to many homes.

The problem of child labour in the community, the AP Manager said, was very pronounced. The AP to combat the Kayaye problem was relevant in the Tolon Kumbungu District. The problem of Kayaye had been a bother to the people of the District for long. The people were helpless because of poverty, and were grateful for the intervention. This was confirmed by the parents of the beneficiary children that, “We cherish the culture but poverty made us abuse it. We could not afford the educational cost of the girls that was why they were not sent to school.”

Lastly, the AP was found to be relevant because it attempted to solve an important socio-cultural problem. It had also served as a pilot for other Districts, which were experiencing the same problem.

2.4 IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND EFFICIENCY

2.4.1 Implementation of Action Programme Activities

The AP document listed activities which were to be undertaken so as to achieve the aims and objectives of the AP. It was planned that the AP was to take off in November 2001. There was, however, delay in the release of funds, which pushed the starting date to February 2002. The activity schedule was, therefore, revised. The new schedule was adhered to.

All the planned activities of the AP were successfully, efficiently and effectively carried out by the AP completion date, that is, September 2003. The only exceptions were that newspaper publications could not be generated bi-monthly and television discussions could not be done because the AP had no control over decisions as to which articles should be published and the lack of television broadcast facilities, respectively. Again, the AP did less in radio programmes than it was expected.

The mid-term assessment of the AP was not done. It should have been conducted in February 2002. The AP Office in Tamale did not receive any information about it from the head office of IPEC in Accra. A team from IPEC Office, according to the AP Manager, was supposed to have conducted the evaluation, but because of time constraints and the distance from Accra to the AP site the exercise could not be undertaken when it was to have been done. Time lapse rendered the evaluation not very useful because the AP was of only one year duration, said the AP Manager. Table 2.1 provides information on the activities of the AP and their implementation status.

Table 2. 1: IMPLEMENTATION OF SECTION PROGRAMME ACTIVITIES AND ACHIEVEMENT

ACTIVITY CODE	ACTIVITY	PLANNED		ACTUAL		STATUS (%)	REMARKS
		Start Date Mth/year	Finish Date Mth/Year	Start Date Mth/Year	Finish Date Mth/Year		
Objective 1: To raise awareness of the general public on the problems faced by fostered girls, especially with respect to the exploitation and abuse from child labour and exclusion from education.							
1	Conduct one training session for AP staff of RAINS on IPEC AP management and monitoring progress and financial reporting.	November 2001	November 2001	February 2002	April 2003	100%	Successfully completed. Organised by IPEC.
2	Conduct one baseline survey including the three communities RAINS will work from.	November 2001	November 2001	March 2002	March 2002	100%	Successfully completed. AP had opportunity to use findings. It helped to create awareness of the link between fosterage practice and the kayaye problem.
3	Conduct one sensitization /training workshop for district personnel, including police, District Magistrate, District Labour Officer. Child Committee.	November 2001	November 2001	June 2002	June 2002	100%	All stakeholders attended the workshop. It was very successful. It was organized by the National Programme

	media, etc. on child labour, the worst forms and the law.						Manager, IPEC.
4	Organise community meetings (durbars) to sensitise community members in the three focal villages in the district.	December 2001	January 2002	July 2002	August 2002	100%	Durbars were organized. Attendances were impressive.
5	Develop plans/drama to be performed by school children on girls exclusion from education with a focus on the problems of child labour.	January 2002	November 2002	March 2003	March 2003	100%	Drama staged and filmed.
6	Initiate weekly radio discussions on the plight of fostered girls to be broadcast in local languages, Gonja and Dagbani.	December 2001	November 2002	May 2002	March 2003	100%	Several radio discussions have been done in local languages.
7	Produce one radio jingle in local language to be played on local radio. Initially it will be played six times a day for two months then four times a day for another two months and finally reduced to twice a day for another two months.	December 2001	November 2002	May 2002	March 2003	100%	Jingles have been produced in two local languages and played by Radio Savana in Tamale.
8	Organise TV discussions on fostered children on national television.	March 2002	March 2002	-	-		No TV discussions were made. No facilities in community.
9	Generate a minimum of bi-monthly newspaper publications.	November 2001	May 2002	November 2002	July 2003	50%	Newspaper publications could not be made bi-monthly.

Objective 2: To improve the lives of 300 fostered girls in Tolon Kumbungu District by withdrawing them from child labour, rehabilitating them and enrolling them into Vocational Training Centres or formal basic education centres.

10	Identify 300 children to be withdrawn from child labour.	November 2001	December 2001	April 2002	April 2003	100%	300 children identified
11	Counsel fostering aunties and negotiate with them for the release of 300 fostered girls to be educated.	December 2001	March 2002	April 2002	May 2002	138.3%	300 children were voluntarily released to the AP by their aunties after counselling. Through an addendum, 115 more Kayaye were withdrawn and given vocational skills training.
12	Link up with GES to identify 3 basic schools and form partnership for the registration and education of fostered girls.	November 2001	November 2001	May 2002	September 2002	100%	Three (3) schools were identified as AP schools. 246 withdrawn girls were enrolled in formal schools and 169 given vocational training at Dalon Vocational Training Centre.
13	Provide counseling, medicare, food, clothing, etc. for the fostered girls.	January 2002	April 2002	November 2002	April 2003	100%	300 children have been counseled. This was done by teachers who were trained. The school children were provided with uniforms, sandals, books and meals.
14	300 fostered girls registered in schools and provided with the direct costs of their education, including uniforms, shoes and stationery.	December 2001	November 2002	August 2002	September 2002	100%	169 girls given vocational training and 246 registered in schools and provided with uniforms etc.
15	Provide meals at 3 local partner primary schools for newly enrolled fostered girls.	December 2001	November 2002	September 2002	April 2003	100%	246 children in formal schools given meals.
16	Training and micro finance will be provided to fostering aunts.	February 2002	November 2002	July 2002	March 2003	100%	246 fostering aunts formed groups and were

							granted micro credits
17	Monitor the progress of fostered girls.	January 2002	November 2002	March 2002	August 2003	100%	Monitoring was continuous.
Objective 3: Provide a forum for chiefs, elders and opinion leaders to begin to find more permanent solutions to the plight of Fostered children and the kayaye syndrome in the District.							
18	Organise one district workshop to which will allow community members to discuss problems involved with the fosterage of children and the exclusion of girls from basic education and come out with resolutions, byelaws or policies which will serve to curtail the plight of these girls. The workshop will include traditional rulers in Tolon area, Assemblymen and women, community elders, aunts, parents and teachers and the Parliamentarian of the area.	April 2002			August 2003	August 2003	100% All the participants agreed to work together to bring an end to the practice of fosterage, develop and support policies on the issue.
Objective 4: To provide participating aunts with micro credits to improve their economic status so that they will be in a position to take better care of the girls in their care. (Funding of \$10,000 came from CAMFED and administered by RAINS).							
19	Aunties of the 300 fostered girls withdrawn from child labour to be identified.	November 2001	December 2002	April 2002	April 2003	100%	300 aunties of fostered children identified.
20	The aunties of the girls trained in income generating activities and provided with micro credit facilities.			April 2002	April 2003		300 aunties of fostered children trained and provided with micro credit.
21	Mid-term assessment of AP.	March 2002	March 2002	-	-	-	Not done.

2.3.1 Efficiency of the Action Programme

With the exception of the budgets for salaries and purchase of fuel, there was an under-run for each of the remaining activities undertaken. As a result there was an amount of US \$9,678.70 (Nine Thousand Six Hundred and Seventy Eight US Dollars and Seventy Cents) (Table 2.2).

Table 2.2: COST REPORT – PREVENTION OF KAYAYE AMONG FOSTERED GIRLS IN THE NORTHERN REGION OF GHANA AP

ACTIVITY	ESTIMATED COST (\$)	ACTUAL COST (\$)	OVERRUN (-) (\$)	UNDERRUN (+) (\$)
1. Salary of Administrative Assistant	423.48	423.48	-	-
2. Fuel for Vehicles	1,020.00	1,020.00	-	-
3. Driver's Allowance	352.80	263.85		88.95
4. DSA for AP Manager	677.52	28.23		649.29
5. Salary Contribution	1,320.00	1,320.00	-	-
6. Training workshop for RAINS AP staff on	300.00	43.47		256.53

Child Labour, IPEC AP management progress and financial reporting				
7. FGDs / community	1,055.00	837.12		217.88
8. Community durbars	254.00	-		254.00
9. General public sensitization to the problems of fostered girls	3,450.00	2,155.72		1,294.28
10. Counseling of fostered children in school	432.00	-		432.00
11. School needs of fostered children	9,390.00	6,791.47		2,598.53
12. Food supplement of fostered children in school	10,800.00	10,657.09		142.91
13. Workshop for policies or bye-laws by chiefs, community elders and opinion leaders in Tolon / Kumbungu district	4,520.00	4,237.69		282.31
14. Tracking: Visits to schools and homes to monitor children's progress.	1,500.00	91.74		1,408.26
15. Mid-term self assessment	100.00	-		100.00
16. Sundries	812.00	162.23		649.77
17. Contingency (5%)	1,304.00	-		1,304.00
TOTAL	37,710.80	28,032.10		9,678.70

2.5 STAKEHOLDERS AND THEIR ROLES

Organisations which were mentioned as partners and contributors to the AP included Department of Social Welfare (DSW), DA, Ghana Education Service (GES), Ghana Police Service (GPS), Commission on Human Rights and Administrative Justice (CHRAJ), and Ghana–Danish Community AP (GDCP). Other stakeholders included chiefs and elders, parents/aunties of beneficiary children and school teachers. CamFed, an NGO in Cambridge, England, provided funds for micro-credits.

The contributions of **traditional authority**, that is, chiefs and elders, towards the AP were to make sure that durbars, workshops and forums were well organized. Chiefs and elders also intervened to solve problems before these problems reached RAINS. In addition, the traditional authority undertook sensitization programmes on market days. The chiefs and elders had started sanctioning fostering parents who forced their fostered girls to work during school days or abuse them.

The **parents/aunties** of the beneficiary children involved themselves in the AP by assisting in monitoring its activities. They were visiting schools occasionally to ensure that teachers were in school and the girls were in class. When the children went home, they encouraged them to do their home work and study. The parents helped in creating awareness and sensitizing others when they met at functions and at the markets. They would chastise any

woman found abusing a child.

The **DA** assisted the AP in a number of ways. These included:

- ◆ Organised durbars (community surgeries or gathering of community members) and meetings for the AP's information, education and communication (IE&C) campaign;
- ◆ Ensured that all girls prevented from labour were sent to school;
- ◆ Monitored the progress and performance of the children in schools;
- ◆ Motivated some of the teachers who were prepared to stay in the community; and
- ◆ Appointed focal persons in all the communities to oversee the activities of the AP.

GES was responsible for identifying the AP schools where the prevented children enrolled. The teachers of the organisation were in charge of the schools doing their work as teachers. They supervised the children in school and ensured that the children were regular in school. They kept on monitoring the children and instituting corrective measures where necessary. These same teachers kept on creating awareness and sensitizing the public and counseling both the children and their aunties so as to sustain the AP.

GDCP promised to provide packages to the withdrawn Kayaye trained in vocational schools to start their businesses. However, it failed to honour its pledge to give the beneficiaries seed capital. GDCP provided classroom accommodation for the training of the girls.

The AP enjoyed **very cordial** relationship with all partner organizations and other stakeholders. Their contribution towards the AP was **very useful**, according to the AP Manager.

2.6 ACHIEVEMENTS OF THE ACTION PROGRAMME

Below are the achievements of the AP (Table 2.1 above is relevant):

2.6.1 Awareness Creation and Sensitization of the General Public

The AP succeeded in creating awareness and sensitizing the general public about the problems fostered girls experienced. About 90% of the people in the Tolon Kumbungu District had become aware of the plight of fostered girls. This was done through the successful implementation of a number of activities, including the following:

- ◆ **Baseline Survey on the nature of the problem:** The survey took the form of Focus Group Discussions. The exercise involved chiefs and elders, women's groups, girls out of school, Kayaye returnees and school pupils. A meeting with chiefs, elders and aunties by IPEC NPM and RAINS staff was part of the community entry process.
- ◆ **A one-day sensitization and training workshop:** Organised by ILO/IPEC resource persons, including the National Programme Manager and the national

personnel from CLU, for stakeholders and partners. These included DA members, District Police Service, the media and District Education Service.

- ◆ **A drama with fosterage theme:** Performed by beneficiaries who were supported to acquire skills in vocation. The drama was well attended by chiefs and elders, opinion leaders, men, women and children of the community.
- ◆ **One jingle produced:** Jingle produced in two local languages and played by a popular radio station in Tamale.
- ◆ **Radio discussions:** Two radio discussion programmes were aired on radio stations. There were several phone-in calls from listeners, most of whom condemned the practice and urged RAINS and IPEC to intensify their efforts to help stop the practice.
- ◆ **Newspaper articles:** A few newspaper publications were made in the national dailies and weeklies.

2.6.2 Improving the lives of 300 fostered girls in Tolon Kumbungu District

The AP was able to improve the lives of 415 fostered girls. The original target was 300 fostered girls. The targets of the activities planned to achieve the objective were reached. These were:

- ◆ 300 girls who were excluded from education and their aunties were identified.
- ◆ Three (3) partner schools were identified in collaboration with GES.
- ◆ Teachers in the partner schools were trained in guidance and counseling.
- ◆ The 300 girls and their aunties were counseled.
- ◆ In the first part of the AP, 54 Kayaye children were withdrawn from child labour. All the withdrawn children were given vocational training at Dalon Vocational Training Centre from 16th March to 27th April, 2003. Thirty-two (32) of them were trained in sewing, 18 in hairdressing and four (4) in crocheting. Their ages ranged from 14 to 25 years. Only three were aged 14 years at the time of enrolment. Majority of them had no formal education. Their training was sponsored by CamFed. The list of the trainees is at Appendix 3.

The Children's Act, 1998 (Act 560) defines the minimum age for admission of a child to employment to be 15 years in Ghana. The minimum age for engagement of a child in light work is 13 years.

By the end of the AP, through an addendum, 115 more Kayaye would have been withdrawn and given vocational skills training.

- ◆ By the end of the AP, 246 children had been prevented from child labour. The prevented children were between the ages of four and 15 (only one was 15 years old, the rest were 12 years and below). Twelve (12) of them were already in primary school and the rest had no education. The children were mainstreamed into formal schools. They were provided with meals, uniforms, books and school supplies when in school. Their school fees were also paid. The monitoring exercise

made it clear that there were no drop-outs nor absenteeism. Teachers were doing the work properly, and the school children had textbooks.

- ◆ The aunts of the 300 children were counseled, organized into groups, trained in income-generating activities and given micro credits to either start or expand their businesses. The idea was to financially empower the aunties to take care of the fostered children. Once a child was given to an aunt, it was a taboo to send the child back to the parents. Therefore, the fostered children continued to remain in the homes of their aunties when they were withdrawn or prevented from child labour.

The women in the community generated income mainly from agricultural products. At a credit management workshop organized for the aunties by the AP, the Ministry of Food and Agriculture (MFA) was there to advise and propose marketable products and the relevant income-generating activities to be considered by the aunties. These included shea butter extraction, buying and storing grains for sale during the lean season, and backyard gardening for vegetables.

2.6.3 Finding permanent solution to the fosterage problem

Efforts were made to find lasting solution to the problem. Efforts were continuing.

- ◆ Workshop for chiefs and elders, community members and opinion leaders was organized for the purpose. The workshop was well attended. Measures to protect fostered girls were agreed on and chiefs tasked to enforce them after they had pledged to discourage fosterage practice in the area. These measures were to inform the design of byelaws to do away with the negative cultural practice that affected the girls' well-being.
- ◆ All the chiefs, elders and opinion leaders who attended the workshop realized the importance and usefulness of sending girls to school. They promised to ensure that they would encourage their people to send their children to school.
- ◆ Policies and byelaws had been documented during a sensitization workshop organized by ILO/IPEC and RAINS and all efforts were being made to eliminate the negative strings attached to the system of fosterage in line with the pledge made by the chiefs and elders.

2.6.4 Provide participating aunties with micro credits

Funds for this activity were provided by CamFed. Activities successfully implemented to achieve this aim included:

- ◆ Aunties of the 300 fostered girls withdrawn or prevented from child labour were identified.
- ◆ The aunties of the girls were trained in income-generating activities and provided with micro credit facilities.

2.7 EFFECTIVENESS AND IMPACT OF THE ACTION PROGRAMME

The evaluation exercise attempted to find out the impact that the AP had made through the implementation of the planned activities. The following were found:

- ◆ The chiefs and elders were aware of the problems of the fostered girls and very much sensitized to put an end to it. This was the result of the effectiveness of the awareness creation, education and sensitization programme and the workshop organized by RAINS/CamFed in conjunction with IPEC which all the chiefs and elders attended, and which challenged them to do something about the practice of fosterage. The chiefs were trying to find appropriate policies and laws to be adopted so as to end the practice.
- ◆ The sensitization programme and the workshop made the District Assembly to proclaim that it would enact byelaws to abolish the fosterage practice, restrain the aunties from sending fostered and girls in general to Kayaye, and ban forced and early marriage; enforce the FCUBE programme; and educate the aunties through workshops on the need to protect the rights of the fostered girl. In a meeting with the DCD and the management team the commitment of the DA to support the AP because of its importance was emphasized.
- ◆ People in the Tolon Kumbungu District, particularly the chiefs and elders, opinion leaders and parents, had come to realize the importance of education for fostered girls, and changed their attitude. The parents of the beneficiary children disclosed that “we never imagined formal education for fostered girls. Before the AP we felt fostered girls were meant to fetch firewood, collect water for family and engage in income-generating activities, but this perception has changed. We have recognized the importance of education and have reduced the workload on children. We are happy because we have learnt a lot from the AP.”
- ◆ Aunties were beginning to change their attitude towards the fostered children. The children were better cared for than it was before the AP. This was testified to, and the change attributed to, the AP by the aunties who said, “we are very glad that we have been educated to treat the girls better. There is a great difference between the former and the present status. This is because formerly we were not bothered about the fate of the children. For example, when they were not in school, their feeding was not our concern; but today we ensure that meals are prepared and they eat before they go to school.”
- ◆ Before this AP, nothing was known in this District about ILO/IPEC programme and its efforts to withdraw children from labour. Few members of the community who knew about ILO/IPEC thought such organisations were only operational in cities and towns. “This AP has brought the activities of ILO/IPEC to the door step of the community”, said a chief.
- ◆ Many other parents were aware of the AP. The women themselves assumed responsibility of educating and sensitizing others when they attended functions, such as weddings, in the community not to give out their children for fosterage. They also chastised severely those found to abuse the children.

- ◆ There had been a lot of improvement in the lives of the beneficiary children after they had been mainstreamed into formal school or given vocational skills. Those in formal school were happy that their right to education had been restored to them. The vocational skills trainees were able to buy some of their needs from the monies they realized from practicing the skills they had learned, though on a small scale because they lacked seed capital and the essential equipment to produce more and usher them into the market.
- ◆ The AP had served as an eye-opener for the girls, such that they knew the adverse effects of fosterage and Kayaye on their lives. The girls withdrawn from Kayaye often met with other girls in the community to chat and discuss the adverse effects of Kayaye as well as the benefits of the AP. They kept on advising their peers not to leave the community for the urban centres and recommending the AP for them to take advantage of. Many of their peers had already expressed the wish to seek the services of the AP and the drift to the cities had virtually stopped.
- ◆ Chiefs and elders accepted to be the first point of contact during community durbars and workshops aimed at sensitizing community members on the problem of child labour and the need to discourage traditional practices, such as fosterage, that put children into labour. The traditional authority was very happy to be part of the evaluation of the AP.
- ◆ The reaction of chiefs and elders had been positive towards the AP. Since chiefs and elders were the custodians of tradition they had realized it as their responsibility to ensure that bad practices were done away with and to ensure the success and sustainability of the AP.
- ◆ At the beginning of the AP, the chiefs and elders did not want to talk about the problems of fosterage which was considered as a sensitive and family issue and, therefore, none of their business. By the end of the AP, the chiefs and elders were talking openly about it.
- ◆ All stakeholders in the community had been empowered to act effectively towards the AP. RAINS / CamFed and IPEC had no field office in the District. It was mainly the traditional authority and the DA that assisted in the implementation of AP activities at the grass root level.
- ◆ The teachers of the AP schools revealed that the number of girls being sent to school as a result of the activities of the AP had increased by about 75.0%, an observable impact. The negative attitude of parents toward education of girls had changed.
- ◆ The children who had vocational training described the AP as good, appropriate and effective because it had provided them with employable skills they did not hitherto have. They hoped for a brighter future.
- ◆ Parents and aunties had seen the need for their children joining the AP because they saw it as an effective way to stop the children from going to the urban areas as Kayaye.
- ◆ There was a drastic change in the girls' attitudes. They woke up very early in the morning to go to school. They were also very respectful to their parents, making the latter to love them more than before.
- ◆ Both the withdrawn fostered children and their aunties were highly satisfied, and the withdrawn Kayaye children were said to be moderately satisfied. The reason

given by the latter for their reaction was that they had already completed their training and had acquired the relevant skills, but they had not received the packages promised them to establish their own businesses. It must be noted that the provision of such packages was not part of the ILO/IPEC programme strategy. GDCP was said to have promised to provide the packages as part of the training of the children in vocational skills.

- ◆ All the beneficiaries were happy and showed a high level of diligence in the alternatives provided them.

2.8 PROBLEMS AND CONSTRAINTS

The AP experienced the following problems and constraints during its implementation:

- ◆ The withdrawn fostered and Kayaye girls who were provided the opportunity to acquire vocational skills were promised the necessary packages by the GDCP to enable them establish businesses on their own. GDCP had not fulfilled the promise at the time the girls completed their training. The girls, whose aims for joining were being shattered by the inability of the AP to provide them with the packages, were getting frustrated. Their peers who had not joined the AP were teasing them, however, they were enjoying cordial relationship. They based their argument on the premises that those beneficiary girls had completed their training without any help being offered them. There was no budget line for this aspect of the AP. The pledge made by the GDCP to fund it had not been honoured, according to the AP Manager. It must be noted that the main aims of the girls for joining the AP as they stated were:

- “To enable us sustain ourselves in future
- To enable us support our communities – with the support we would be able to help the younger ones
- To enable us support our families in future
- To enable us take care of our children’s education in future
- To live a good life and also serve as role models for the community
- To develop the skills well enough to train others in future
- To establish our own businesses
- To become role models for prospective Kayaye”.

The inability of GDCP to provide the trained withdrawn Kayaye with the packages they required to start business made some of them frustrated, thus, making them contemplate returning to their former status of Kayaye.

As a measure to stem the situation, the NPM had directed that the 5.0% budget to be paid on completion be used to provide the needed packages for the trained girls.

- ◆ The AP schools did not have enough teachers in the formal schools, even after CamFed had provided some volunteer teachers. With increase in enrolment, it was

becoming apparent that the few teachers in the schools could not perform as they wished to do. There was the fear that it would affect the progress of the pupils.

- ◆ The health needs of the trainees at the Dalon Vocational Training Centre were not well catered for and this, coupled with financial problems, often prevented them from going to school regularly.
- ◆ The Local Committee on Child Labour lacked means of transport to effectively monitor activities of the AP.
- ◆ The philosophy of the AP seemed to contradict itself. A lot of time was needed to change cultural problems, fosterage being one of them. Administratively, the AP was time-bound.
- ◆ It was not possible to assist most people who wanted to benefit from the AP because of its duration and budgetary constraints. There were 115 withdrawn Kayaye waiting to be enrolled in vocational school, but the AP had to come to an end. However, an addendum to the AP had made it possible to cater for them.

2.9 SUSTAINABILITY OF THE ACTION PROGRAMME

The evaluation revealed that some structures had been put in place to sustain the AP when the support of ILO/IPEC ended.

The chiefs and elders contended that before the introduction of the DA concept, traditional rulers were the only symbol of authority. Although District Assembly was functional, traditional rulers were still very powerful and capable of effecting desired changes in the community. They said further that, since they had the commitment to see to the achievement of the AP objectives, they recognized as their biggest responsibility towards sustainability and assured that they would play their role.

The District Coordinating Director (DCD) pledged support to the AP after he had recalled the many discussions the AP Manager had held with him. He said there were sources from which the DA could access funds to assist the AP. A budget line would also be established during annual budget preparation exclusively to support the activities of the AP. The AP Manager was advised to submit proposals to the DA for consideration.

The AP Manager disclosed that RAINS had established a Local Child Labour Committee (CLC) comprising representatives of various stakeholders in the District, including the DA. The Committee had direct responsibility to ensure the success of the AP. The Committee would continue to work as a team to sustain the AP at the end of the support of ILO/IPEC.

RAINS collaborated with CamFed on the AP. The latter, at the beginning of the AP, pledged to sustain the withdrawn children by supporting them through JSS level at the end of ILO/IPEC funding. Action AID, which was working in the same communities, also submitted that it would incorporate child labour into its gender training. A representative of the NGO had already been trained in child labour by IPEC.

Aunties of the beneficiary children had been financially enabled through the provision of micro-credits to give better care to their children.

2.10 SUGGESTIONS OF RESPONDENTS

The respondents made the following suggestions which, in their view, would assist to improve any similar AP in the area.

2.10.1 Suggestions By the Withdrawn Children

- ◆ The girls would like the AP to help them to continue their training in a higher institution after graduating from the Dalon Vocational Training Centre, for they were trained only in the basics to enable them enroll elsewhere for the full training.
- ◆ The AP should be expanded to cover more girls in the District.
- ◆ Vocational centres should be established by the AP for the trained girls to be engaged as trainers.
- ◆ Micro credits should be given to the aunties to engage in grain banking to help reduce hunger during the dry season.

2.10.2 Suggestions By the Chiefs and Elders

The chiefs and elders suggested that:

- ◆ AP implementation was excellent; it had increased enrolment in schools, thereby, rendering the classrooms congested. More schools and classrooms were needed to decongest the classrooms at both the lower and upper primary levels.
- ◆ Chiefs should come out with byelaws to deal with any person who mete out punishment to any fostered girl.
- ◆ NGOs should make regular visits and provide assistance to the fostered girls.

2.10.3 Suggestions by Teachers

The teachers recommended that the AP should:

- ◆ Extend the benefits to cover the children who would move from the AP schools to Junior Secondary Schools (JSS).
- ◆ Provide the children with all the required textbooks and other school materials.
- ◆ Provide the children with enough meals when in school.
- ◆ Motivate teachers to ease their trips to and from the AP schools which were in remote areas. Motivation could take the form of provision of bicycles and accommodation at the AP area.
- ◆ Provide hostel facilities for the JSS and Senior Secondary School (SSS) students in the area.

2.10.4 Suggestion by the District Assembly

The DCD stated that the people in the community were realizing the usefulness of the AP. However, he remarked that the one-year duration of the AP was too short, and advised that

the AP should be replicated but should be of a long-term duration because of the importance and enormity of the problem. The DA made further suggestions that:

- ◆ Aunties should be advised by elders to see fostered girls as their own children since the girls' fathers were their brothers.
- ◆ Biological parents of the fostered girls should visit the fosterers (social father and mother) regularly to know at first hand the problems they faced.
- ◆ Through seminars and workshops, aunties should be encouraged to send their fostered girls to school.
- ◆ Fostered girls should not be given to their aunties without the consent of the parents.
- ◆ The husbands of the aunties should be consulted before parents give out their girls for fostering.

2.10.5 Suggestion by the Action Programme Manager

There should be continuous building of the capacity of the members of the Local CLC for them to perform better than they had done.

2.10.6 Suggestions by Women

The following suggestions were made by the women:

- ◆ The Government and NGOs should encourage regular interaction among parents to discuss the plight of the fostered girl.
- ◆ Women should be sensitized on the proper way of treating fostered girls.
- ◆ Women who had the chance of attending workshops and seminars on fostering should be encouraged to preach to other parents in the other communities on the ways and the need to properly care for the fostered girl.
- ◆ The DA and the NGOs should select some of the fostered girls and support their education so that they would become role models for other fostered girls and also serve as reference points for parents to offer fostered girls good education.
- ◆ Fostered girls should be given ample time to study, and parents should monitor their performance at school.
- ◆ Parents should be called upon to desist from child hawking.

2.11 LESSONS LEARNED

RAINS collaborated with CamFed in the implementation of the AP. The latter supported the AP in a number of ways: providing volunteer teachers, caring for children in vocational school, etc. It provided opportunity to use resources in other relevant activities in the interest of the beneficiaries. It is in the interest of an AP to collaborate with other organizations working in the same community and having similar objectives as those of the AP so as to increase levels of achievement and impact.

It was learned that community leaders initially were not willing to discuss the issue of fostering because of its sensitive nature. This contributed to the perpetuation of the practice. It became evident that the persistence of the AP team made the community leaders realize the importance and urgency of getting over their negative attitude towards the issue.

After the intensive education and sensitization of the people and the enrolment of the withdrawn fostered children in school, it became apparent that the number of teachers and classroom accommodation were inadequate to take care of the children. It was not anticipated at the beginning of the AP.

Sensitization proved to be a very effective strategy for changing even deep-rooted attitudes of people.

Discussions with people in the community to clarify which of the parents of a child played the most important role of giving out their girl child for fostering yielded no fruit since each gender group blamed the act on the other. It could be said that gender roles were not well defined, especially on the issue of fosterage.

2.12 CONCLUSIONS AND RECOMMENDATIONS

2.12.1 Conclusions

a. School Enrolment

The teachers had embarked upon school enrolment drive in the community, they spoke at durbars and other gatherings such as Parents -Teachers Association meetings, and explained the laws on child labour to the people. As a result, school enrolment had increased by 75.0%. In the case of the 246 children who were enrolled by the AP, there were no drop-outs. One factor which had kept the children in school was that IPEC supplied them with school materials, including uniforms, books, pencils, etc. Again, IPEC paid the school fees of the children. CamFed had also assisted by employing the services of ten (10) volunteer teachers to augment the number of trained teachers in the schools. People kept on inquiring about the importance of sending children, especially girls, to school and had understood its usefulness.

b. The Practice of Fosterage

The traditional practice of fostering was by itself a good one; however, it had been abused to the extent that it was no more desirable. With the intervention, the incidence of fosterage had reduced, especially in the Christian communities. Even where it existed, parents followed up to see to the welfare of their children. Child labour had decreased drastically in the community.

c. Policies and Byelaws Against Fosterage

It came to light that the traditional authority was involved in the campaign against fosterage, and was contributing to the formulation of policies and byelaws against child labour in the community. The chiefs and elders had taken the initiative to formulate policies to combat fosterage. Also, the DA pledged to formulate and enact byelaws against fosterage.

d. Awareness and Sensitization Programmes

A number of strategies were used to create awareness and sensitize the public on the problems of child labour, especially fosterage and Kayaye, in the District. Using local dialect, radio discussions were held, and jingles produced and aired on radio periodically. Another strategy was the use of the withdrawn children to stage drama to educate the people on the evils of child labour. The baseline survey itself created awareness on issues of Kayaye, especially with the use of focus group discussions (community surgeries) as the main method for data collection.

To further intensify the awareness creation, the AP built the capacity of some organisations for them to assist in the education and sensitization programme. These organisations included the Department of Social Welfare, District Assembly, Ghana Police Service and CHRAJ. The capacity building programme was very effective.

The AP had **great impact**. It was revealed by the teachers in the community at a meeting with them as part of the evaluation process that, about 90.0% of the people of Tolon had been sensitized enough about child labour and the AP had changed the attitude of about 60.0% of the people about the practice of fostering. There had been no opposition to the goals of the AP, they said. The teachers in the community were assisting the Local Child Labour Committee in monitoring the impact of the AP. They moved from house to house educating and sensitizing the people on fostering and child labour, and observing the behaviour of the people towards the fostered children. As a result, they were well informed of how the AP had impacted on the community.

Attendance at functions such as durbars and drama was very encouraging. The chiefs, elders and the people attended in their numbers. At such gatherings, any body who wanted to express an opinion was free to do so.

The chiefs and elders, opinion leaders, teachers, children, men and women, all had joined in advocating the curtailment of the practice of fosterage. Their efforts had been effective.

e. Implementation of Activities and Efficiency

All the activities planned and executed by the AP were completed on schedule with tremendous positive effect and impact. However, the AP did less than expected in radio and television programmes. Apart from the salaries and fuel expense items which did not record any variances, there were under-runs on the other expense items, totalling \$9,678.70. It could be said that the AP was efficiently and effectively executed.

f. Poverty Reduction

The aunties of the fostered children withdrawn were trained in income-generating activities and given micro-credits to expand or start their businesses. Most of the women had improved their standards of living and were better able to look after their children. This had encouraged the aunties to co-operate. The aunties who had not been able to make it were being encouraged and advised by the local CLC.

Also, the girls who trained in vocational skills were able to meet part of their needs from the work they were doing. For these reasons, the health and well-being of the children had improved. CamFed provided funds directly through RAINS to support this aspect of the Action Programme.

g. Migration of Girls to Urban Centres

There had been virtually no migration of girls from the community to the urban areas. The beneficiary children and many others who had been sensitized, advised them against any such move. The girls themselves had noticed the marked improvement that the AP had made in the lives of their peers and wanted the AP's services to be extended to them.

h. Gender Roles

It was not clear during the evaluation as to who played a major role in giving out a girl child to fosterage, the mother or father. Each gender group was of the opinion that the other group was responsible.

i. Duration of the Action Programme

Much concern was raised about the duration of the AP to the effect that it was too short. There was the argument that it took a lot of time and effort to change the cultural practice and belief of a people. The people wished that the duration of the AP was extended and the scope expanded to cover a wider area so as to consolidate the gains it had made.

j. Sustainability

The DA had promised to help sustain the AP at the end of ILO/IPEC support. Also, CamFed would continue to support the children in school by paying their fees, etc. Local Child Labour Committee was in place, and it was expected that it would continue with its advocacy and monitoring activities.

2.12.2 Recommendations

a. School Enrolment

School enrolment in the area had increased drastically, thereby putting pressure on school facilities. It is necessary to critically examine the implications and act accordingly. GES

should find out the additional requirements in terms of the minimum number of teachers needed, classroom accommodation and areas of motivation for teachers.

b. Traditional Practice of Fosterage

It is proposed that a special study must be conducted into the cultural practice of fosterage for change agents and other stakeholders to properly understand it. The practice, among others, was to encourage close extended family ties. One would like to find out what had happened to family bonds in spite of the abuse of the children by their aunties, the usefulness or possibility of justifying the practice in view of the present economic conditions, and the fact that the Constitution spells out that every child is entitled to parental care and love. This clause in the Constitution is an indication that conscious and systematic programmes must be instituted to finally stop the practice in the communities where it is upheld.

The chiefs and elders pledged to proscribe the practice of fosterage in the Tolon Kumbungu District by adopting policies and byelaws. They must be encouraged to do so within the shortest possible time. The DA, opinion leaders and the people must be involved. The Local CLC should make it their responsibility to effect this change.

The DA made firm commitment to enact byelaws against fosterage in the District. IPEC and the Local CLC should follow up and urge the Assembly to hasten the enactment of the byelaws.

c. Duration of the Action Programme

The duration of the Action Programme was said to be too short considering the difficulties involved in changing the cultural practice and belief of a people. It is understandable when one considers that it was a pilot AP. ILO/IPEC should consider replicating the AP, but for a longer duration, in the community with possible expansion to cover additional communities. A replication of the AP is very essential so as to improve on achievements and consolidate gains.

d. Awareness Creation

The AP made a savings of \$9,678.70 as a result of the judicious use of the funds allocated for the AP. It is recommended that part of the amount should be used for further awareness creation and part for assisting the children who trained in vocational skills to acquire packages they needed to establish their businesses.

e. Gender Responsibility

There was disagreement between gender groups as to which group was responsible for giving out a girl child to fosterage. A clear indication that gender roles are not properly defined in the community. It would be in the interest of future APs and the community if a gender training programme is organized for the community.

f. Equipping Trained Withdrawn Children

A promise given by GDCP to provide seed capital to the vocational skills trainees on completion to establish their own businesses could not materialize. This created some frustration among the trainees. Investigations revealed that the AP Budget's Contingency Fund had not been used. It is suggested that, to restore the confidence of the trainees and maintain the credibility of the AP, the Contingency Fund should be used to provide the trainees with seed capital.

g. Sustainability

Poverty was the major cause of aunties abusing the children. Most of the aunties who received micro-credit under the AP had improved their standards of living and were taking care of the needs of the children. The DA has a major role to play in sustaining the AP by supporting it financially and otherwise. It could seek funds from areas such as Ghana Poverty Reduction Strategy and HIPC Funds and channel them to support the AP. In addition to supporting the AP financially, the DA should ensure that the CLC is assisted to continue with its activities.

For the sustainability of the AP, it is necessary to continue training members of the Local CLC and encourage them to continue the good work they had done.

3.0 THE ELIMINATION OF CHILD LABOUR IN THE TOURISM INDUSTRY IN CAPE COAST AND ELMINA

3.1 BACKGROUND

3.1.1 Rationale for the Action Programme

The Cape Coast / Elmina municipality in the Central Region of Ghana has great tourism potential and attraction. In fact, a large number of Ghanaian and foreign tourists, especially Africans in the Diaspora, are attracted to the area because of its reputation and importance in the trans-Atlantic slave trade. Attractions in the area include the Cape Coast Castle, Elmina Castle, Fort St. Jago in Elmina, Kakum National Park and Canopy Walkway, which was the first of its kind in West Africa. These have boosted the tourism industry in Ghana.

As a result of this boom, and yet, the high incidence of poverty, a new dimension of child labour, this time in the tourism industry, has emerged in the Cape Coast / Elmina area. Its form and nature are described as an "eye sore" by the Cape Coast Municipal Coordinating Director (MCD).

Child labour in the region may be classified into three; that is, commercial sex workers, travel hungry children and poverty stricken children. Many children, both boys and girls, had fallen victim to philanderers, paedophiles, rapists, gays and the like. Some of them dropped out of school, and others did not go to school, at all, just to labour in the industry for a living. The prevalence had taken an alarming proportion, and it was realized that if nothing was done to grapple with the problem, the outcome would be disastrous.

Ghana NGO Coalition on the Rights of the Child (GNCRC), with support from ILO / IPEC, attempted to eliminate the problem through a number of interventions, including withdrawing the children from labour and providing them with alternatives which would improve their lives and future. The child labour problem the AP was trying to address was of different forms, the major ones being child prostitution, working as pimps for tourists, production and sale of artifacts, and homosexuality.

3.1.2 Beneficiaries of the Action Programme

a. The Direct Beneficiaries

The direct beneficiaries of the AP were the children in tourism child labour or were engaged in hazardous labour or in illegal activities in Cape Coast and Elmina area. Some of the children were school drop-outs and children of low income families. A child beneficiary should be below the age of 18 years, with priority for the youngest and girls. Other direct beneficiaries were families of withdrawn children.

b. Indirect Beneficiaries

Indirect beneficiaries were children in other forms of child labour in the Cape Coast Municipality. Included also were children who were at risk of dropping out of school or not attending school at all but would join tourism child labour.

c. Selection of Beneficiaries

The main criteria used in selecting the beneficiary children and families were:

- Children engaged in child labour in the tourism industry (prostitutes, pimps, traders in artifacts, those at the risk of sexual exploitation, beggars, etc.).
- Children who passed through counseling.
- Children in school or out of school who were at high risk of joining tourism child labour.
- The families of the beneficiary children who were in abject poverty (especially single mothers).

3.1.3 Objectives of the Action Programme

a. Development Objective

The development objective of the AP was:

- ◆ To contribute to the elimination of child labour and exploitation in Ghana, focusing on the tourism industry in the Cape Coast and Elmina area in the Central Region of Ghana.

b. Immediate Objectives

The immediate objectives were:

- ◆ By the end of this Action Programme, the problem of child labour in the tourism industry in Cape Coast and Elmina will be better known.
- ◆ The end of this Action Programme would have raised public awareness, through sensitization and advocacy on the dangers of child labour and exploitation in the tourism industry in the Central Region, especially in the Cape Coast and Elmina municipality.
- ◆ The end of this Action Programme establishes a counseling service for working children in tourism industry in the Cape Coast and Elmina municipality.

3.2 METHODOLOGY

3.2.1 Approach

The participatory approach was used for the evaluation. All those who were involved cooperated fully. The methods used to gather data included Desk Study, Interviews, Self-administered Questionnaires, Field visit, and Focus Group Discussion.

3.2.2 Desk Study

The Consultant reviewed a number of documents including the following:

- ◆ IPEC Action Programme Proposal on The Elimination of Child Labour in the Tourism Industry in Cape Coast and Elmina.
- ◆ Survey Report on Child Labour in Tourism – Cape Coast and Elmina (Ghana).
- ◆ Action Programme Proposal on Red Card to Child Labour (December 2001).
- ◆ IPEC Programme Report: Red Card to Child Labour (August 2002).
- ◆ Action Programme Proposal on Capacity Building of Labour Inspectors (May 2002). (Implemented by Child Labour Unit).
- ◆ Final Self-Evaluation Report: The Elimination of Child Labour in the Tourism Industry in Cape Coast and Elmina (August 2001 – July 2003).

3.2.3 Interviews

Using Interview Guides, interviews were held with the Programme Manager of GNCRC and the AP Manager. Other stakeholders interviewed included:

- ◆ Mr. H.R.K. Tamakloe, Deputy District Coordinating Director, Elmina District Assembly;
- ◆ Ms. Emelia Gabrah, Social Welfare Officer, Department of Social Welfare ((Task Force Member (TFM)));
- ◆ Mr. Kwaku Akpotosu, District Coordinating Director, Elmina D.A.;
- ◆ Nana Akyeamah II, Queen Mother of Abirem Traditional Area;
- ◆ Hon. Sulaiman Adam-Sakyi, Radio Central, Assembly Member, Cape Coast (TFM);
- ◆ Mr. Solomon Asiedu, Municipal Coordinating Director, Cape Coast;
- ◆ Nana Kwadwo Addae II, Chief of Abura, Oguaa Traditional Area;
- ◆ Mrs. Anastasia Hooper, Fair Hill Guest House, Cape Coast;
- ◆ Mr. Owusu Nkansah, Regional Manager, Ghana Tourist Board, Central Region;
- ◆ Ms. Elizabeth Helen Essel, Headmistress, Wesley Girls Basic Schools, Cape Coast; and
- ◆ Mrs. Rebecca Nkumsah, Ghana Education Service (TFM).

3.2.4 Focus Group Discussion

Focus group discussion was held with four withdrawn girls mainstreamed in Wesley Girls Junior Secondary School (JSS), Cape Coast. One of them was in Form one and aged 13 years. The remaining three were in Form two and each of them was 14 years old as shown below.

NAME	AGE	CLASS
Beatrice A. N. Dengah	14 years	JSS 2
Georgina Essien	14 years	JSS 2
Jane Adams-Hackman	14 years	JSS 2
Sarah Adjoa Dadzie	13 years	JSS 1

3.2.5 Questionnaires

Three self-administered questionnaires for the evaluation of the AP were completed by the AP Manager. The responses to the questions were cross-checked with the Programme Manager of GNCRC for accuracy of the data.

3.2.6 Field Visit

The Consultant visited Cape Coast and Elmina, the Action Programme site, to observe and collect first-hand information on some relevant aspects of the AP. Accompanied by the AP Manager, visits were made to the tourist sites to observe the behaviour of the children and the nature of the interaction between them and tourists.

3.3 RELEVANCE OF ACTION PROGRAMME

There was no gainsaying that the AP was relevant and long overdue in the Cape Coast / Elmina area for the problem of child labour in the tourism industry was very pronounced. The incidence of child labour in the tourism industry was so high that there was urgent and important need to combat it.

In a discussion with the withdrawn children who were mainstreamed into formal school, it became evident that they had high aspirations. They explained that they agreed to be withdrawn from child labour because they valued education highly and aspired to be responsible adults. One of them wanted to be an industrialist, another, a medical doctor, the third, a broadcaster and the fourth, an engineer. To enable them achieve their aims, they prayed that the AP should continue to care for them and not to leave them in midstream. They knew what it took to achieve the professions they were aspiring to, therefore, they were diligent in their studies. This was a demonstration of the relevance of the AP, for had it not been because of it, the realization of the children's aspirations could not have been envisaged.

There were many people, including the highly educated, who had little or no knowledge about the seriousness of child labour in the tourism industry. The AP was a sure way of letting people to recognize the seriousness of the problem. Historical factors had built up to widespread poverty in the area. The tourism industry, therefore, was an attraction for the children to work for survival, some of them at the instance of their parents. The objectives of the AP were in line with providing solutions to the problem of child labour in the tourism industry, and at the same time, empowering the parents of the children to get out of abject poverty, the driving force of the menace.

3.4 IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND EFFICIENCY

3.4.1 Implementation of Activities

The implementation of the AP started in August 2001 instead of January 2001 as initially planned. This was the result of a delay in the release of funds.

The AP used sensitization, awareness campaigns as well as advocacy and counseling of parents and child workers to get children who had dropped out of school to go back to school. The same strategies were used to prevent further children entering tourism child labour. As a further preventive measure, the AP collaborated with the Ministry of Tourism and Ghana Tourist Board to ensure the development of a Child Labour Policy for the sector. The policy was to ensure that employers in the tourism industry did not employ child labour and that tourists entering the country would pledge at the point of entry not to engage the services of children for any purpose.

As a first step, a baseline survey was conducted. The aim was to estimate the size of the problem and document the socio-economic and demographic status of children involved in tourism child labour. The baseline was to identify, among other things, the catchment areas of children involved in the problem. The second step was to conduct educational and awareness campaigns, using information, education and communication tools (IEC) including drama, rallies, radio talk shows etc. to draw the attention of policy makers in the tourism industry on children of the Central Region in general, and the Cape Coast and Elmina towns in particular. The education and sensitization were to ensure that other children would be kept and protected from entering the tourism industry.

The third step was to develop Child Labour Policy for the tourism industry. The sector was to set rules and byelaws for employers, especially the hoteliers and restaurant operators, both in the formal and informal sectors, to stop employing child labour.

Guidance and Counseling services were provided to children involved in the tourism industry in the Cape Coast and Elmina areas to enable them go back to school to continue with their education. Those children who had been out of school for a long time or had never been to school, and would need non-formal education before being mainstreamed into formal education or vocational centres, were put in non-formal school for three months by the AP after identifying teachers to take care of their education. Thereafter, some of them were mainstreamed into formal school, and others given vocational training. Other children who did not operate from their homes and might need to be put into shelters were handed over to the Social Welfare Department to take care of.

Finally, a number of very poor families of ex-child workers were selected to benefit from skills training and small loans for productive ventures. This was to enable them sustain their children or wards in school.

Almost all the activities outlined for the AP were completed except a few which, for circumstances beyond the AP, could not be completed. It must be noted that there were no big industries in Cape Coast. The few small-sized enterprises were contacted but they were not in a position to donate to the AP. The details are provided in Table 3.1

Table 3.1: IMPLEMENTATION OF AP ACTIVITIES AND ACHIEVEMENT

ACTIVITY CODE	ACTIVITY	PLANNED		ACTUAL		STATUS (%)	REMARKS
		Start Date Mth/year	Finish Date Mth/Year	Start Date Mth/Year	Finish Date Mth/Year		
1.1.1	Prepare survey and needs assessment instruments for administration.	June 2001	June 2001			100.0	Instruments prepared and administered.
1.1.2	Administer 500 children survey and needs assessment instruments in the Cape Coast/Elmina municipality.	June 2001	February 2001			100.0	Baseline and Needs assessment of children survey conducted. Sample size was 298.
1.1.3	Collate, analyse and disseminate baseline and needs assessment findings to stakeholders.	August 2001	September 2001		October 2002	100.00	Dissemination was done during sensitization workshop organized by IPEC. Participants included Chiefs, Queen mothers,

							Assembly Members, Heads of Department, Judicial Service, the media, NGOs and other Stakeholders. Dissemination, using the content of the survey was made on radio, and in the newspapers.
2.1.1	Conduct radio programmes on local FM Stations in the Central Region and on National Radio and Television to highlight the dangers of child labour and exploitation in the tourism industry in the Central Region, and the Cape Coast/Elmina municipality in particular.	August 2001	February 2002	September 2001	June 2003	100.0	Weekly radio programmes were conducted. Had to wait to get airtime from radio stations, since at the time all the period had been booked.
2.1.2	Conduct public education programmes in Cape Coast/Elmina municipality and all the major towns of the Central Region identified in the baseline survey as catchment areas of tourism child labour.	August 2001	June 2002	August 2002	July 2003	100.0	Community rallies held in almost all the communities in the Cape Coast and Elmina municipality. Seminars and workshops to educate the general public were conducted. Sensitization workshops were organized for hotel owners, restaurant operators and chop bar keepers and their managers. Films on child labour were shown.
2.1.3	Collaborate with Ministry of Tourism to initiate policies, rules and regulations on child labour in the country in general and Central Region in particular.	June 2001	February 2002	September 2001	June 2003	100.0	The start of the AP delayed. It started in June 2001. DA was passing bye laws.
2.1.4	Lobby the Cape Coast/Elmina Municipal Assembly to promulgate appropriate bylaws and adopt policies to prevent tourism child labour in the municipality.	September 2001	March 2002	September 2001	June 2003	100.0	Bye laws formulated. Workshop organized for 136 participants after series of meetings and lobbying of DA members, government officials, Chiefs and other stakeholders. Draft of bye laws produced and awaiting approval from DA.
2.1.5	Publish a total of 5 newspaper articles highlighting the dangers of child labour.	August 2001	February 2002		September 2003	20.0	Publication was issued as summary of the programme in one article and submitted to the Ghanaian Times for publication. There had been a delay.
3.1.1	Recruit and train 10	July 2001	August 2001	September	October 2001	100.0	10 (ten) Counselors

	Coalition members operating in the Cape Coast/Elmina municipality to provide guidance and counseling services to children working in the tourism industry in the municipality.			2001			were trained.
3.1.2	Set up 5 guidance and counseling centers in the Cape Coast/Elmina municipality and provide services to children working in the tourism industry in the municipality.	September 2001	June 2002	September 2001	June 2002	60.0	Three counseling centres set up; two in Cape Coast and one in Elmina.
3.1.3	Place children in schools	September 2001	June 2002	September 2001	June 2002	100.0	550 children had been mainstreamed into formal schools.
3.1.4	Set up a 9-member planning and implementation committee to oversee and monitor the Action Programme.	June 2001	July 2001	February 2002	March 2002	100.0	Nine-member Task Force set up. Members were drawn from DSW, Labour Department, GES and DAs.
3.1.5	Select and train families of ex-child workers in various skills.	October 2001	January 2002	October 2001	January 2002	100.0	50 families of beneficiary children trained.
3.1.6	Grant loans to selected families.	November 2001	April 2002	November 2001	April 2001	100.0	50 families of ex-child workers granted micro-credits.
3.1.7	Contact industries in the tourism sector in the Central Region to contribute counterpart funds for the Action Programme.	August 2001	January 2002	August 2001	August 2003	100.0	Sensitization workshop was done but industries were not positive in their response.
I	Mid Term Review	November 2001	November 2001	March 2002	March 2002	100.0	Completed. IPEC NPM, Programme Manager of GNCRC, the AP Manager and all nine members of the Child Labour Task Force undertook the evaluation.
II	Final Evaluation	June 2002	June 2002	August 2003	August 2003	100.0	Report issued.

3.4.2 Action Programme Efficiency

An amount of US \$30,592 (Thirty Thousand Five Hundred and Ninety Two United States Dollars) was budgeted and provided for AP implementation. The total amount was used (Table 3.2). As stated above, all the activities planned for the AP were completed with the exception of the publication of newspaper articles and the establishment of two of the Guidance and Counseling centres because of inadequacy of funds.

Analysis of the Financial Progress Reports showed that the AP spent an amount of U.S. \$10,000 (Ten Thousand United States Dollars) to pay for the school fees of the children mainstreamed into formal school, and provide them with school uniforms and books. There was no provision made in the budget for this expenditure. The AP, through the judicious

use of financial resources, provided the services to the children to save an otherwise undesirable situation of the children dropping out of school as a result of poverty.

Considering the quantity and quality of the achievements of the AP, one could say that the AP was efficiently executed.

Table 3.2: COST REPORT – ELIMINATION OF CHILD LABOUR IN THE TOURISM INDUSTRY

ACTIVITY	ESTIMATED COST (\$)	ACTUAL COST (\$)	OVERRUN (+) (\$)	UNDERRUN (-) (\$)
1. Administration Support	1,500	1,500	-	-
2. Transport cost	2,150	2,150	-	-
3. Part salary for AP Manager	2,250	2,250	-	-
4. Baseline survey and needs assessment	1,750	1,750	-	-
5. Policy workshop	3,000	3,000	-	-
6. Training of counselors	750	750	-	-
7. Awareness creation and community mobilization through radio, television, newspaper advertisements.	5,500	5,500	-	-
8. Community education through durbars and rallies, etc.	2,000	2,000	-	-
9. Setting up 5 counseling centres	500	500	-	-
10. Provision of guidance and counseling services.	500	500	-	-
11. Placement of children in schools.	2,500	2,500	-	-
12. Skills training for families	2,500	2,500	-	-
13. Revolving funds	3,000	3,000	-	-
14. Stationery, etc.	1,052	1,052	-	-
TOTAL	30,592	30,592	-	-

3.5 STAKEHOLDERS AND THEIR ROLES

Collaboration with Other Organisations

The AP collaborated with a number of organisations in pursuit of the achievement of its goals. Notable among them were:

- ◆ Cape Coast Municipal Assembly;
- ◆ Elmina District Assembly;
- ◆ Department of Social Welfare (DSW);
- ◆ Ghana Education Service (GES);
- ◆ Ghana Tourist Board;
- ◆ Planned Parenthood Association of Ghana (PPAG);
- ◆ Association of Building and Civil Contractors;
- ◆ Queen Mothers;
- ◆ Hoteliers Association;
- ◆ Chiefs;
- ◆ Ghana Police Service;
- ◆ Museum and Monuments;
- ◆ Plan International Child Care; and
- ◆ Labour Department.

These organisations played very vital and satisfactory roles toward the implementation of the AP. For example, PPAG provided the AP with information on sexual reproductive health; the Association of Building and Civil Contractors absorbed some of the youth who were waiting to be placed in technical institutions; Queen Mothers and Chiefs assisted in monitoring the children and fostered some of the children by feeding them and providing them with pocket monies. Hoteliers had been vigilant and decided not to employ or entertain minors in their hotels; and Plan International Child Care had established a school for the very needy children in society. The GES was counseling and monitoring the children who had been enrolled in schools. The Service was responsible for identifying the AP schools. Three (3) schools in Cape Coast and one in Asebu had been selected.

A nine-member Task Force was formed whose responsibility included tracking and monitoring the children placed in schools, and assisting in the implementation of the activities of the AP. Members were from:

- ◆ Department of Social Welfare – Cape Coast and Elmina.
- ◆ Department of Labour.
- ◆ Cape Coast and Elmina Assemblies.
- ◆ Ghana Education Service, Cape Coast and Elmina.

The contributions of the partners were very useful for the success of the AP and the relationship between the AP and its partners was **very cordial**, according to the AP Manager. This was confirmed by the organisations and institutions concerned.

3.6 ACHIEVEMENTS OF THE ACTION PROGRAMME

Baseline and Needs Assessment of Children Survey: was conducted, using a sample of 298 children, and the findings widely disseminated. The findings were used in awareness

creation, sensitization and education programmes. However, it must be said that the survey and its corresponding report could have been more elaborate had adequate funds been provided. Time and budgetary constraints were some of the problems the Consultant mentioned in the Survey Report.

Capacity Building of Stakeholders: The AP organized programmes to sensitize and build the capacity of stakeholders to assist in the fight against child labour. Some of the beneficiaries were members of both Elmina District and Cape Coast Municipal Assemblies, staff of the Department of Social Welfare and Ghana Education Service, including teachers and members of the Child Labour Task Force (CLTF).

Awareness and Sensitization Programmes: The AP organized awareness and sensitization programmes on the problem of child labour, especially in the tourism industry. Programmes had taken the form of workshops for organisations, talks to school children and Market Queens, Durbars (Community gathering), rallies, radio talk shows and discussions, and film shows. The content of messages was based on the findings of the Baseline and Needs Assessment Survey.

In addition to the above, IPEC organized separate sensitization seminars for Cape Coast and Elmina Districts.

The capacity building programmes were very effective and contributed a lot to the success of the programme for those who benefited from the programmes got involved in the activities of the AP and assisted in the education and sensitization programmes.

Bye Laws on child labour: The Cape Coast Municipal Assembly and the Elmina DA were finalizing byelaws on child labour, particularly in the tourism industry, for promulgation.

Multimedia Publicity: Weekly radio discussions on child labour were held during the AP duration. In addition, other media, such as films, newspaper publications and durbars, were used.

Reduction in Child Labour: The CLTF intimated that the AP had caused a considerable reduction in child labour.

Establishment of Counseling Centres: Three counseling centres were established, two in Cape Coast and one in Elmina. The centres provided counseling services to the children withdrawn and their parents. Attendance was encouraging. On the average, centres recorded six persons on each of the two session days in a week at each centre. About 550 children and their parents benefited from the services of the centres.

Withdrawn and Prevented Children: 550 withdrawn and prevented children had been mainstreamed into formal schools. Pupils were on vacation at the time of the evaluation, school attendance could, therefore, not be checked. It was reported that:

- 145 children were provided with health services;
- 138 provided nutrition;
- 251 given uniforms (some parents provided uniforms, others paid fees);
- 550 provided books and school supplies;
- 229 given stipend; and
- 373 provided other incentives.

Micro-Credits: 50 families of ex-child workers were trained in income-generating activities and provided with micro-credits

3.7 EFFECTIVENESS AND IMPACT OF THE ACTION PROGRAMME

Both the children and their parents were **highly satisfied** and very diligent with the alternative services the AP had provided them.

Formerly, many people did not know or realize the gravity of the situation, even the elite, as confessed by one judge. The AP threw light on the problem, making people aware and sensitized to fight the menace or ruin the lives of the future generation. All members of the Cape Coast Municipal and Elmina District Assemblies were sensitized. They themselves had become agents of awareness creation.

Many people confessed that they got ashamed of their past when they got to know the rights of children.

Investigations revealed that harassment of foreigners and tourists by children with sale of items and unusual requests had drastically reduced. Many children had improved their school attendance rate, and teachers were happy and giving quality education. The Municipal and District Assemblies contributed to the AP, and some of the parents who received micro credit facilities had been relieved of poverty.

The AP had created a lot of awareness in the community; the children, parents and the general public are very much aware of the problem. They supported the aims and objectives of the AP fully when through a combination of communication strategies, they were made aware of the dangers of the exploitation of the children in the tourism industry. They were hopeful that the AP would counteract all the negative tendencies of child labour in the tourism industry and succeed in withdrawing all the children from labour.

After every sensitization programme, people who knew of victims approached the AP team to lead members to the victims to withdraw them. The withdrawal was always done.

Most of the teachers in the schools where the children were mainstreamed were very co-operative. Some of them went to the extent of providing some of the needs of the children; others gave extra tuition free of charge.

The children said they had noticed that their parents were happy with the AP because they saw their children improving in their studies. They themselves were more comfortable with the change in their lives. Because of these, they were encouraged to learn very hard to justify the assistance they were receiving from the AP.

In discussions held with some of the withdrawn children, they expressed that they were happy that they were withdrawn. They revealed that they were not having it easy when they were working to fend for themselves. A few who were earning some foreign exchange felt excited, but counseling had done them a lot of good. They were happy to be in school since they were no more harassed and sacked by teachers to go for school fees.

3.8 PROBLEMS AND CONSTRAINTS

The design of the AP was appropriate and the strategies logically arranged for achieving its objectives. However, the strategy in respect of the payment of one year's school fees for the children was not enough. It could make the children drop out of school after one year if the parents found difficulty in paying their fees.

In fact, after paying the fees for one year for the children, they dropped out because their parents could not pay the fees for the second year. The design was modified to meet the cost of school fees for a second year. This kept the children in school.

The design of the AP did not consider any incentives for the teachers of those children who were enrolled in non-formal education. It made these teachers not to be enthusiastic in playing effective role.

The children had some problems to contend with:

- ◆ The AP did not provide them with pocket money nor meals in school which made them go hungry most of the time;
- ◆ Registration, examination and, at times, school fees were not paid on time. When this happened, they were prevented from taking examinations or joining their colleagues in study camps;
- ◆ Their peers looked down on them, making socialization a big problem. The irony of it was that their peers complained that the beneficiary withdrawn children were too much obsessed with their studies and did not socialize with them.

The children appealed to the AP to assist their parents with micro-credits and counsel them to care for them properly.

In an interview with the headmistress of one school, she confirmed that the parents of the children did not properly care for them. They neither paid for their fees nor provided them with pocket money. Most parents did not care about the assistance offered their children as they did not show up at all to discuss any issues with the school authorities. This situation had been of great concern to the AP and GES. It was more grave in cases where parents

had not yet reconciled with their children because of poverty. Teachers, on a number of occasions, had to contribute to buy them school uniforms. There were instances when the headmistress had to waive payment of certain fees in their favour.

An examination of the school records indicated that the three withdrawn children who were in JSS 2 had always taken the first three top positions of the class in examinations. Their behaviour in school was said to be excellent. Be that as it may, some of the children mainstreamed needed help beyond the normal school hours because they were finding difficulty in academic studies. This observation was made by the AP Manager and confirmed by Mrs. Rebecca Nkumsah of GES, a member of the CLTF.

The AP received no significant opposition. Rather, it was a welcome relief to the community. The Municipal and District Assemblies were very much pleased with the AP. They participated in its activities enthusiastically.

Discussions with some members of the CLTF revealed that a few old men and women expressed the view that with the type of education that was going on, the children would be too much educated on their rights and challenge them on some of their instructions.

Only eight out of the 50 families granted micro-credits tried to pay back the money by instalments. Despite the training in income-generating activities, they hardly undertook any of such activities. Rather, when they got the monies, their priority was to settle their previous debts, a practice that kept them in poverty. For them to pay back the money received under the micro-credit scheme was difficult, if not, impossible. However, the AP Manager and the CLTF were in negotiation with them to soften the terms of payment for possible positive results.

3.9 SUSTAINABILITY OF THE ACTION PROGRAMME

The AP Manager was optimistic that the Assemblies would sustain the AP. Scholarship schemes had been established by the Assemblies to sponsor some of the children up to JSS level. They were also making arrangements to rehabilitate some of those who had not been covered by the AP.

Also, there was a programme of granting micro credit to single parents, and a plan to establish vocational institutions for the children.

The District Coordinating Director of the Elmina District Assembly supported the idea of the AP's sustainability. Efforts had been made in this direction, some of them being that the Desk Officer of the Women and Children's Desk of the Assembly was a member of the CLTF. Again, under the Elmina 2015 strategy, a task force, made up of the Police, Fire Service and Assembly Guides, had been formed to prevent the children from any demeaning behaviour. They patrolled the tourist sites daily.

The Cape Coast Municipal Assembly and the Elmina DA were in the process of promulgating byelaws on child labour, the enforcement of which would go a long way to reduce child labour in general, and particularly, in the tourism industry.

Another strategy the Assemblies were seriously considering as a measure to sustain the AP was to set aside part of the Poverty Alleviation Fund for micro-credit scheme for the parents of children withdrawn and prevented from child labour.

Consideration was also being given to creating a special budget line in the annual budget for the purpose.

The Women and Children Sub-Committee of the Elmina DA had been established and the AP Manager was to be made a member. In addition, the DA was to allocate an office to the AP to be used for counseling the children and their parents.

Some persons had fostered some of the withdrawn and prevented children when they heard of their plight and were assisting them in various ways.

The Hoteliers had pledged not to entertain any more guests who would take advantage of, and exploit, these children because of poverty.

The Opportunities Industrialization Centre (OIC) had given children who would complete JSS and could not continue to SSS the chance to seek to be trained in some vocational skills.

3.10 SUGGESTIONS OF RESPONDENTS

A suggestion was made by an interviewee that a percentage of the proceeds from the castles and tourist sites should be retained to cater for the victims of child labour in the tourist industry. The Assemblies could be responsible for administering the fund.

Many of the interviewees were of the view that special schools should be established for the withdrawn children. In that case, better packages could be offered them, including the provision of meals and free tuition. There were complaints from the school children that most of the time they went hungry for a whole day in school and were unable to pay fees. The school children in this special school could be made to undertake some income-generating activities to assist in their upkeep.

3.11 LESSONS LEARNED

A lot of children work and look after themselves in the region, mostly because the parents live in abject poverty. Some of these children come from neighboring towns and villages to Cape Coast and Elmina to work in the tourism industry.

Some parents assumed that funding from donors covered every need of the child. Therefore, they did not understand why just a few facilities were provided for the children.

Most parents were already in “huge” debts, therefore any monies that got into their hands were given out to pay their debts to stop harassment from their creditors instead of investing in income-generating activities.

It became obvious during the implementation of the AP that adults are not doing much for children, hence the children exhibit boisterous and violent behaviour for the simple reason that they fend for themselves. It was realized that parents who could afford to look after their children were far less than those who could not.

The Assemblies, Queen mothers, and in fact, all stakeholders have been very co-operative in this campaign against child labour in tourism. Some Queen mothers have adopted and fostered some of these children. This happened because they were effectively sensitized. This shows that when people are properly sensitized they would go the extra mile to help stamp out the menace of child labour.

Before the AP, the victims of child labour in tourism were regarded as being fortunate because they had “white man” friend. That was the reason why many children were attracted to join their peers without taking into consideration the consequences.

3.12 CONCLUSIONS AND RECOMMENDATIONS

3.12.1 Conclusions

Relevance of the Action Programme

All the respondents and those who were involved in the implementation of the AP testified that the AP was relevant to the problem of child labour in the Municipality. They were aware of the immense seriousness of the problem, and were of the view that if it was not tackled in a concerted and holistic manner, it would cost the nation a lot. The beneficiary children themselves who were victims of child labour in the tourism industry testified to the relevance of the AP.

Duration of the Action Programme

The AP, within the short period of operation, made significant achievement and contributed a lot towards the reduction of child labour in the tourism industry. Respondents were not happy that the support of ILO/IPEC had come to an end so soon. “This is just the beginning, the AP should continue”, said a member of the Cape Coast Municipal Assembly, who doubled as a Chief.

Action Programme Strategies and Activities

The strategies and activities of the AP, which were provided in the AP document, were useful and adequate to achieve the objectives and targets. However, a few changes in the strategies could have made the AP achieve more and make a deeper impact than it had. An

example was the strategy of paying the school fees of the ex-working children mainstreamed into formal schools for only one year.

Implementation of Action Programme

There was a delay in the start of the implementation of the AP. Nevertheless, all the activities were undertaken. However, planned targets of two activities could not fully be accomplished. These were newspaper publications on child labour and setting up of the five counseling centers originally planned. Three of them were established.

The baseline survey and its accompanying report which provided relevant information on child labour in the tourism industry were very useful. It formed part of the content of the capacity building workshops and seminars of stakeholders. However, resources for the survey were limited.

Contribution of Stakeholder Organisations

All stakeholder organisations and individuals played their roles as it was expected of them. Their contributions were very useful and helped the AP to achieve success. There was cordial relationship between the AP and the stakeholders.

Achievements of the Action Programme

The AP succeeded in creating awareness and sensitizing the public about the problem of child labour in the tourism industry. In fact, there were many people who were stunned with the nature of the child labour in the industry, the gravity of the problem and its potential destructive effect on society. A baseline survey which assessed the needs of the conditions of the working children was useful in laying bare the frightening facts. Beneficiaries of the capacity building programme, which was carried out by way of seminars and workshops, included the DAs, the Child Labour Task Force and GES.

Three Counseling Centres were established in Cape Coast and Elmina for the withdrawn and prevented children and their parents. Attendance at the counseling sessions was encouraging.

Impact of the Action Programme

The AP made great impact on the public. Many who did not know of the existence and / or ponderousness of the problem of child labour in the tourism industry got to know. The public was in support of the AP and a lot of people started involving themselves in its activities. In fact, there had been a remarkable reduction in the number of children in child labour.

The beneficiaries of the AP, both the children and their parents, were full of appreciation for what it had done for them.

It could be said that the AP has made great impact, but it is just the beginning, there is still more to do considering the magnitude of the problem.

Micro-Credit Facilities

Some of the parents of the ex-working children were trained in income-generating activities and granted micro-credits. The main purpose was to assist the parents to get out of poverty and be able to care for their children. Unfortunately, most of those who received the facility failed to use the money for the purpose for which it was given. The result was that the parents continued to live in abject poverty and they were neither able to care for their children nor pay back the loan.

Industries

Cape Coast and Elmina, apart from the magnificent tourist attractions, do not boast of any industries which can absorb a large portion of the labour force. It is one of the major causes of poverty in the area.

Sustenance of the Action Programme

A suggestion was made by a respondent that a percentage of the income generated from the tourism industry should be set aside to assist victims of child labour in the industry.

The Assemblies promised to source funds from areas such as SIF, the DA Common Fund and NPRP to sustain the AP when IPEC support ended. The Assemblies would create a special budget line in their next budget proposals.

3.12.2 Recommendations

Duration of the Action Programme

The AP has been described by most of the people as relevant but they were not happy about its short duration. A careful analysis of the data and a study of the findings clearly suggest that it is necessary for ILO/IPEC to replicate the AP and for a longer duration than that of the just-ended AP.

Changes in Action Programme Strategy

The AP had succeeded, but there was still much to be done. With a few changes which must be guided by the problems experienced and in addition to the changes made in this AP, it is necessary that the AP is replicated in the area. In case the AP is to be replicated, it is suggested that the following changes may be made in the strategies:

- ◆ Consideration should be given to facilities which are to be provided to the ex-working children who would be mainstreamed into formal schools. The AP may have to sponsor them through JSS and, possibly, SSS. They must be provided with

facilities such as, school fees, meals while in school, medical care, school uniforms and other school supplies.

- ◆ The teachers who handle the non-formal education classes should be provided incentives to boost their enthusiasm to give of their best.

Baseline Survey

One cannot gainsay the importance of adequate data and information one requires as input to plan an AP of such importance as the elimination of child labour. Understanding of the nature of the problem cannot be compromised. In view of this, it is recommended that in future baseline surveys commissioned must be given commensurate resources to ensure that the desired expected results are achieved.

Micro-Credit

It may be necessary to scientifically investigate the use of micro-credit to poor parents of ex-working children who benefit from APs. Most of the parents fail to use the money on activities which would assist them get out of poverty. May be their priorities are different or something else must be done to help them.

Before giving out micro-credits, the beneficiaries must be properly counseled, which was done in the case of this AP. Also, their background and financial commitments must be thoroughly investigated.

It is proposed that in a situation where the strategy includes granting of micro-credits, in addition to the above, an in-built monitoring system should be instituted to closely check on recipients of the facility as to how it is being used and ensure the repayment of the loan in accordance with agreed terms.

Unemployment

The history of Cape Coast and Elmina is such that there are no industries in the towns which could employ a large proportion of the abundant labour force. Also, some of the people were not motivated to work. To assist in reducing poverty and child labour in the area, the Government should make conscious effort to encourage investors to establish enterprises in the area.

Action Programme Sustenance

It is suggested that the Assemblies should be impressed upon to continue funding the AP from where the ILO/IPEC support ended. Special budget line for the AP should be established. Also, the AP should benefit from other sources of funds for poverty reduction.

Again, consideration should be given for the AP to benefit from the income generated in the tourism industry.

4.0 TROKOSI EMANCIPATION AND REHABILITATION ACTION PROGRAMME

4.1 BACKGROUND

4.1.1 Rationale for the Action Programme

Various worst forms of child labour exist in Ghana. One type is the **Trokosi** system. It is practised in the southeastern parts of the Volta Region, especially in North Tongu, South Tongu, Akatsi, Ketu and Keta Districts. The trokosi system is a traditional ritual cult practice where young virgin girls are confined to fetish shrines as reparation to deities for wrongs purported to have been committed by a member of the girl's extended family. The offences committed by their family members for which they were sent as reparation included a family member having sex with a trokosi woman, petty stealing, and murder.

The trokosi girls are supposed to serve sentences ranging from one year to life sentences. However, in practice, although a few trokosis have been known to have been released after serving their term, or found a man willing to perform some rites at the shrine to have them released and to marry them, majority of the girls sent to the shrines remain there for the rest of their lives. Many of the trokosis liberated through this AP were above 50 years, and a few were above 70 years. This paved the way for their children to be withdrawn from child labour at the shrines. All the trokosis liberated were sent there when they were below 15 years, but majority were below 10 years.

The trokosi-practising communities strongly believe in the trokosi system. To them, it is a traditional legal system as well as religion. They believe that it brings order in their communities. The only problem is that the offender is not punished; instead, a young, innocent girl must pay with her life.

The trokosis in the shrines are regarded as people in ritual bondage to the shrine even though they are considered as wives of the deities whose shrines they are committed to. The women and their children serve as a source of cheap labour on the farms of the priests and shrine owners. The women and the children, however, get nothing for their labour. Often, they are not even allowed to partake of some of the produce. The trokosi women own no property and usually have only a tiny piece of cloth. They find it difficult to feed themselves and their children. They are not allowed to associate with people outside the shrines. For economic reasons, though, they can go and sell in the market and often bring the money to the priests. The extent of hardship a trokosi goes through depends largely on the integrity of the Chief Priest.

The children of the trokosis, unlike their mothers, are not considered as trokosis. However, because they have nowhere to go and live at the shrines, they end up serving together with their mothers. The nature of the practice is considered as one of the worst forms of child abuse.

Formerly, majority of the children of trokosis never attended school. Now, with over 12 years of awareness raising and community mobilization by International Needs Ghana (ING), a number of the priests put the children of the trokosis in school. Many of the children, however, were not in school or were at risk of dropping out of school at the time their mothers were relieved from bondage of the trokosi system.

In August 1998, the Government of Ghana, in response to abolishing the practice of trokosi, amended the Criminal Code as Act 554, criminalizing the practice of it.

ING, with assistance from ILO/IPEC, implemented an AP to fight for the liberation of the trokosis and their children and rehabilitate them. The emphasis was to withdraw the children from child labour and mainstream them into formal education and vocational training schools as appropriate.

4.1.2 Beneficiaries of the Action Programme

a. Direct Beneficiaries

The direct beneficiaries of the AP were expected to include 800 trokosi children and their mothers, numbering 200. The mothers were to benefit from micro-credit to undertake income-generating activities to assist them cater for their children who the AP would withdraw from labour.

b. Indirect Beneficiaries

Indirect beneficiaries were expected to be an estimated number of 120 children who would otherwise have been sent to the shrines if the Action Programme had not taken place. Again, beneficiaries included unborn children of trokosi mothers, estimated to be 120, who would have been born in the shrines and suffered the same fate. Since it was not practicable to identify any of the children the AP was to prevent from child labour at the shrines the concentration was on those already in child labour at the shrines.

c. Selection Criteria

The criteria used for the selection of the beneficiaries were:

- The children of the trokosi mothers who were liberated from the shrines by the AP.
- The children of trokosi mothers who were liberated in an earlier ING initiated programme and because of the inability of their mothers to care for them as a result of poverty and, therefore, were engaged in worst forms of child labour.
- Liberated trokosi women with children or without children but were not beyond child bearing age. Less than 10 of the latter benefited.

4.1.3 Objectives of the Action Programme

The goal of the Action Programme was:

- ◆ To contribute to the elimination of the worst forms of child labour in Ghana.

The stated immediate objectives of the AP were:

- ◆ By the end of the action programme, the public at large, national and international, would have been mobilized to support action aimed at the elimination of the trokosi practice.
- ◆ By the end of the action programme, 800 children and their 200 trokosi mothers would have been freed from ritual servitude and prepared for independent economic life. usually

4.2 METHODOLOGY

4.2.1 Approach

Participatory approach was used for the evaluation of the AP. The methods used to gather data included Desk Study, Interviews, Focus Group Discussions, Self-administered Questionnaires, and Fieldwork.

4.2.2 Desk Study

The Consultant reviewed a number of documents, including the following:

- ◆ AP Document: Trokosi Advocacy and Rehabilitation Programme.
- ◆ Report on Investigations Conducted by a team from the Commission on Human Rights and Administrative Justice into the Trokosi System in the Volta Region of Ghana.
- ◆ Narrative Progress Report (15th July –15th December, 2001).
- ◆ Narrative Progress Report (1st January – 31st March, 2002).
- ◆ Narrative Progress Report (1st April – 15th July, 2002).
- ◆ Final Self-Evaluation Report (July 2003).

4.2.3 Interviews

Using interview guides, the National Programme Manager and the AP Manager of the Trokosi Advocacy and Rehabilitation Programme were interviewed. The Akatsi District Chief Executive and some Assembly members were also interviewed. Other interviewees included:

- ◆ District Director and staff of Commission on Human Rights and Administrative Justice (CHRAJ).
- ◆ District Director of National Commission on Civic Education (NCCE).
- ◆ Station Officer (Chief Inspector), Ghana Police Service, Akatsi.

- ◆ District Director and staff of the Non-Formal Education Division (NFED) of the Ministry of Education.
- ◆ District Director, Department of Social Welfare.
- ◆ District Director, Ghana Education Service (GES).
- ◆ Togbe Danso Tavor, Shrine Priest.

4.2.4 Focus Group Discussions

Focus group discussions were held with the following:

- ◆ Liberated trokosi women.
- ◆ Vocational Training School trainees.
- ◆ Children of trokosi women enrolled in formal schools.

4.2.5 Questionnaires

Three self-administered questionnaires covering implementation issues were completed by the AP Manager. They covered areas such as the implementation status of activities, budget disbursements and services provided beneficiaries and their reaction to these services.

4.2.6 Fieldwork

The Consultant, accompanied by the AP Manager and two members of the local Child Labour Monitoring Committee (CLMC), visited the Action Programme site to observe and collect first-hand information on some relevant aspects of the AP. The evaluation team on the site visit included the National Programme Manager and Ms. Eileen Pennington, International Relations Officer of the U.S. Department of Labor, Washington, D.C.

4.3 RELEVANCE OF THE ACTION PROGRAMME

The very nature of the trokosi system as described elsewhere in this report is a clear violation of human rights. Firstly, the idea that under the trokosi system an innocent person, in this case, a young virgin, is punished and the person who commits the offence is allowed to go free constitutes abuse of human rights and injustice.

Secondly, Ritual Servitude is against the laws of Ghana as enshrined in the 1992 Constitution of Ghana and the Criminal Code Amendment of 1998 (Act 554) criminalizing the practice of it.

Empirically, it had been established that trokosi, which by its nature and form, is Ritual Servitude, is practised in the AP communities. Therefore, the AP was very relevant to stem the practice. The AP was aimed at liberating the trokosis who were in bondage and preventing any such occurrences. The AP, therefore, was desirable and relevant.

4.4 IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND EFFICIENCY

4.4.1 Implementation of Activities

The AP had two immediate objectives. Activities which were to be performed so as to achieve these objectives were outlined and appropriate performance indicators decided upon. The effective starting date of the AP was August 2001 and scheduled to end in May 2003.

The liberation process started with educating the communities about the evils of the practice of trokosi and the laws criminalizing it. ING consulted the shrine priests and elders and requested those willing to release their trokosis to sign a resolution to that effect, and agreeing not to receive any more virgins. The trokosis to be released were counseled and their physical and emotional needs were assessed. Liberation ceremonies were held to signify the freedom of the women and not to return to the shrines again. The shrines then ceased to practise the trokosi system.

All the planned activities of the AP were successfully and effectively implemented and on schedule. In some instances, targets were exceeded. However, the plan to provide all the liberated trokosi women with vocational training could not materialize; only 40.20% of the women were trained at the Adidome Vocational Training Centre of ING. The reason for this was that most of the women preferred to continue farming and did not want to learn a new trade. They wanted to continue doing what they knew best.

The shortfall in the number trained, also, was due to the fact that some of the liberated women were too old to be trained; others relocated outside the District and could not be traced. Some of the old women, upon consultations, were replaced with their daughters with the expectation that any improvement in the economic status of the latter would affect their parents and members of their families. Table 4.1 provides information on the activities of the AP and their implementation status.

IPEC, in collaboration with the Child Labour Unit, directly carried out a number of activities which greatly facilitated the effectiveness and achievements of the AP. As already mentioned elsewhere in this report, to prepare and build the capacity of the Implementing Agency, the AP team was trained in AP Implementation and Reporting.

The community entry exercise, which constituted an important part of the AP start-up by some members of the AP team, was led by the NPM. The team called on the DCE and his directors, including the District Director of GES, to brief them on the AP and solicit their co-operation, commitment and participation. The team went further to brief the Regional Minister and his directors.

These briefings became very necessary for the reason, among others, that although ING had worked in the AP area for over 10 years before the ILO/IPEC AP, yet they never

collaborated with the DA and GES; they worked with only NCCE and CHRAJ. Also, their work focused **only** on liberation of the trokosi women. The ILO/IPEC AP turned the focus to the children of trokosis. The NPM directed and emphasized that all activities of the AP had to be carried out with the DA and the government structures on the ground. This was achieved and the District authorities were fully in control.

A Child Labour Monitoring Committee was put in place and **two trokosi shrine priests** represented the traditional system on the committee. Other representations on the committee were as follows:

- ◆ Commission on Human Rights and Administrative Justice (CHRAJ).
- ◆ National Commission on Civic Education (NCCE).
- ◆ Ghana Police Service, Akatsi.
- ◆ Non-Formal Education Division (NFED) of the Ministry of Education.
- ◆ Department of Social Welfare.
- ◆ Ghana Education Service (GES).
- ◆ Centre for National Culture.
- ◆ District Chief Executive - Chairman.

ILO/IPEC, CLU and DA organized a sensitization workshop for DA members, key government officials, chiefs and elders of Akatsi District on child labour issues. There were very open discussions among DA Members on the trokosi problem. Also among the participants were some members of the Afrikaania Renaissance Mission.

The implementation strategies, the activities, objectives and indicators were all found to be appropriate. This was confirmed by the evaluation workshop. It must be said that the Afrikaania Renaissance Mission, which propagated the doctrine of refined African traditional religion and saw the trokosi system as having a place in African culture, was vehemently against the AP and its objectives. The AP staff persisted and overcame all the impediments.

Table 4.1: IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND ACHIEVEMENT

ACTIVITY CODE	ACTIVITY	PLANNED		ACTUAL		STATUS (%)	REMARKS
		Start Date Mth/year	Finish Date Mth/Year	Start Date Mth/Year	Finish Date Mth/Year		
Objective 1: By the end of the action programme, the public at large, national and international would have been mobilized to support action aimed at the elimination of the trokosi practice.							
1	Generate national and international action letters	January 2001	June 2002	September 2001	March 2002	100.00	3,000 national and international Action Letters were generated and 3,000 signatures, including signatures of 130 shrine priests, from the Volta Region were sent to the President of the Republic of Ghana.
2	Conduct radio and television education and	April 2001	December 2001	September 2001	April 2003	100.0	Radio programmes aired on the campaign against the practice of trokosi. Weekly radio

	awareness programmes						discussions undertaken at Sogakope. There were several (actual number not recorded) phone-ins encouraging the AP not to relent its efforts at eradicating the practice.
3	Conduct community education and awareness programmes	January 2001	September 2001	October 2001	May 2003	100.00	Implemented educational seminar for 24 police officers, four community educational programmes for 3,000 people, children fora and drama in 10 basic schools which were also attended by community members.
Objective 2: By the end of this action programme, 800 children and their 200 trokosi mothers will be freed from ritual servitude and prepared for independent economic life.							
4	Negotiate with 60 Trokosi shrine priests and elders for the liberation of Trokosis.	January 2001	March 2001	August 2001	March 2002	103.33	Shrines were located at Tsata Bame, Ave Dzadzefe, Kuigba, Avevi, Afife-Avie and Havi-Glevime communities. 60 shrines had already indicated their willingness to release the trokosis. The AP succeeded in negotiating with 62 shrine priests and performed the required rites towards the release of the trokosis and their children. The priests signed legal documents to put an end to the Trokosi practice.
5	Negotiate release of 800 Trokosi children	January 2001	March 2001	August 2001	March 2002	107.25	858 released.
6	Negotiate liberation of 200 Trokosi mothers	January 2001	March 2001	August 2001	March 2002	102.00	All the 62 shrines negotiated with to release their trokosis, totaling 204, at liberation ceremonies. The target of 60 shrines was exceeded.
7	Organise liberation ceremony to free 800 children and 200 Trokosi mothers	April 2001	April 2001	October 2001	July 2002	100.00	Six liberation durbars organized to liberate the trokosis and their children. The functions were filmed.
8	Recruit and train five counseling officers.	January 2001	March 2001	August 2001	September 2001	100.00	Counselors trained and stationed in the communities where the trokosis and their children had been released.
9	Conduct needs assessment of Trokosis and children	April 2001	June 2001	August 2001	August 2002	100.00	Compiled as profiles on the women and children.
10	Conduct counseling sessions and follow-up services to liberated Trokosis	January 2001	June 2002	September 2001	September 2002	100.00	Counseling services extended to all the children and the women before and after liberation, and those given vocational skills training.
11	Recruit and train ten functional literacy facilitators	January 2001	March 2001	January 2001	February 2002	100.00	10 facilitators and two supervisors were trained to provide remedial classes for the children to enable them catch up with their mates in school.
12	Enroll 800 Trokosi children in basic schools	March 2001	June 2002	October 2001	July 2002	107.25	10 of the children opted for vocational training. 795, out of a total of 858, were enrolled in

							formal schools, school fees paid for the children and provided with uniforms.
13	Set up monitoring and supervision team	January 2001	March 2001	June 2003	May 2003	100.00	Monitoring team consisting of partners was formed. It operated effectively.
14	Provide vocational training to 200 Trokosi women	April 2001	June 2002	January 2002	June 2002	40.20 (82)	82 provided with vocational training. Some of the women who were old were replaced with their daughters. Others had relocated outside the District.
15	Provide Trokosis with working tools after graduation from vocational training	-	-	January 2002	June 2002	100.00	Activity ran concurrently with the vocational skills training.

4.4.2 Action Programme Efficiency

The Cost Report in Table 4.2 below shows a total budget under-run of ₵2,374,582. Having carried out almost all the planned AP activities without over-spending the funds committed, one would say that the AP was efficiently executed.

Table 4.2: COST REPORT – TROKOSI EMANCIPATION AND REHABILITATION ACTION PROGRAMME

ACTIVITY	ESTIMATED COST (₵)	ACTUAL COST (₵)	OVERRUN (+) (₵)	UNDERRUN (-) (₵)
Administration Support	35,370,400	34,850,835		519,565
Travel on Official Business	23,059,000	22,194,900		864,100
Advocacy Officer	14,195,661	14,195,661	-	-
APs Coordinator	42,269,339	42,269,339	-	-
Training of 5 counseling officers	7,500,000	7,410,175		89,825
Skills training of 200 ex-Trokosi women	42,371,800	42,209,500		162,300
Training of 10 Functional literacy facilitators	2,648,000	2,300,000		348,000
Education of Trokosi children	52,667,000	52,299,000		368,000
Radio and television programmes	16,300,000	16,300,000	-	-
Negotiation and liberation of children and Trokosis	41,500,000	41,500,000	-	-
<i>Rehabilitation and counseling</i>	29,500,000	29,500,000	-	-

Functional literacy programme	28,000,000	28,000,000	-	-
Vocational skills training programme	22,000,000	22,000,000	-	-
Tracking survey of ex-Trokosi and children	20,000,000	20,000,000	-	-
Durbars for members of Trokosi communities	18,152,000	18,152,000	-	-
Operation and Maintenance	19,600,000	19,578,150	-	21,850
Sundries	26,409,800	26,408,858	-	942
GRAND TOTAL	441,543,000	439,168,418	-	2,374,582

4.5 STAKEHOLDERS AND THEIR ROLES

4.5.1 Commission on Human Rights and Administrative Justice

CHRAJ was a member of the monitoring committee on child labour. It joined in the campaign launched by ING to create awareness in the communities. The organisation, at durbars, talked to the people on human rights abuses and made them aware of the retrogressive nature of child abuse. Also, chiefs were advised to stop tribal ordeals. As a result of the education, which had removed the ignorance of human rights abuses of many people, there had been a desirable change in the communities in respect of abuses and taboos.

4.5.2 National Commission on Civic Education

NCCE was a member of the Child Labour Monitoring Committee which monitored the facilities, activities and performance of the liberated trokosis and their children. NCCE helped in the recruitment drive of members of the target population for vocational school, particularly. The organisation screened the applicants for eligibility and registered them to undergo skills training. Again, NCCE was involved in the awareness creation and educational campaign on the bad effects of the practice of trokosi.

4.5.3 Non-Formal Education Division of Ministry of Education

NFED played a major role in the non-formal education component of the AP. It released staff whom IPEC trained purposely to be engaged on the AP. The trained staff organized and supervised the non-formal education of the children of the liberated trokosis. The staff encouraged the parents to send their children to school.

4.5.4 Ghana Education Service

The contribution of GES to the AP was of very great importance. GES identified ten (10) AP schools in the communities and enrolled the children of the liberated trokosis. School uniforms and fees provided by the AP were distributed and paid to the children and the schools respectively by GES, an assignment which was undertaken efficiently and effectively.

4.5.5 Akatsi District Assembly

The District Assembly was represented on the Child Labour Monitoring Committee. Some members of the DA assisted the AP in its educational campaigns in their area. They assisted in organizing the people to attend functions of the AP and also spoke at such functions on the importance of abolishing the trokosi system. For political reasons, other members shied away from openly declaring their position on the issue, the trokosi practice being a sensitive issue in the area.

4.5.6 Ghana Police Service

The officers of the Ghana Police Service in the southern part of the Volta Region had been trained on child labour and the aims and objectives of the AP to liberate the trokosis. The Service was represented on the Child Labour Monitoring Committee. The Service ensured that lives were protected during functions hosted by the AP. They maintained law and order at such functions.

All the stakeholders interviewed got involved in the AP in year 2002. Since then, they had been contributing meaningfully to the AP, and were indeed members of the Child Labour Monitoring Committee. All the committee members were involved in monitoring the AP. Monitoring field trips and meetings of the team were undertaken, at least, once every two months.

4.6 ACHIEVEMENTS OF THE ACTION PROGRAMME

The following were identified as the achievements of the AP (Table 4.1 above is relevant):

4.6.1 Mobilisation to support action aimed at elimination of the trokosi practice

The AP succeeded in mobilizing support, both national and international, against the trokosi system, thus, strongly justifying the passing of laws aimed at criminalizing the practice by the Government of Ghana. According to the Station Officer of the Ghana Police Service at Akatsi, “many people are aware of the evils of the trokosi system because of the wide education.” Awareness on the law abolishing the Trokosi practice was created at the national level, institutional and community levels, and among school children. There had not been any opportunity to take any shrine priest to court because none of them had been arrested by the Police for violating the law.

- ◆ 3,000 national and international letters and 3,000 signatures, including those of 130 shrine priests, from the Volta Region, condemning the practice of Trokosi were sent to the President impressing upon him to enforce the law against Trokosi.
- ◆ An educational seminar was held for 24 Police Officers from the southern part of the Volta Region to sensitize them on the law abolishing ritual servitude in Ghana and the need to enforce the law.
- ◆ Four (4) community education programmes on the law abolishing ritual servitude, human rights and ILO convention on the rights of the child were organized for about 3,000 people from 29 Trokosi practising communities.
- ◆ Children's fora were organized to create awareness on the impact of the Trokosi practice on the education of the child in ten (10) basic schools. Debates and drama were part of the activities. Community members attended. Those who performed the drama were children who were at the shrines with their mothers.

4.6.2 Liberation of 200 trokosi mothers and their 800 children, and prepared for independent economic life

The AP was successful in achieving the objective of liberating the trokosi mothers and their children. The achievements were as follows:

- ◆ Negotiated with 62 shrine priests to liberate their trokosis, which they did. 204 women were liberated together with their 410 children. 448 children had been freed by ING a year preceding the AP, but they could not be given any support. A Needs Assessment Survey conducted revealed that the children were not in school but working, and that liberating their mothers from the shrines did not automatically withdraw them from labour. The liberation ceremonies were filmed.
- ◆ Five community counseling facilitators were trained in Psychosocial, Emotional and Vocational Counseling.
- ◆ Needs assessments were conducted on the children and their mothers to identify their needs and concerns. A report, together with the profiles including photographs of the mothers and children, was issued and submitted to IPEC.
- ◆ The liberated trokosis and their children (858) were all counseled and reports produced.
- ◆ Two (2) supervisors and ten (10) facilitators were trained to handle non-formal education.
- ◆ 858 children were withdrawn from work.
- ◆ 684 children were provided with non-formal or basic literacy education.
- ◆ Ten (10) children were provided with vocational skills training.
- ◆ 795 children were mainstreamed into formal education system and provided with school uniforms and fees. The children of trokosis who were already in school were included because they were high risk and could drop out of school and slip on to child labour. Monitoring of their progress in school indicated that some of them were doing well academically. Extra classes were organized for those who had to catch up. There were no dropouts.
- ◆ 82 women were trained in vocational skills.

- ◆ 82 women and 10 children after acquiring vocational skills were provided with relevant working tools and materials.
- ◆ 204 women benefited from micro-credit schemes.
- ◆ 82 women were given basic literacy training.
- ◆ 82 women benefited from medical check-ups.

The AP had not completed a tracking report and had not received any school reports from the formal schools. However, the Non-Formal Education facilitators were sending regular monthly reports. The counselors were also reporting on the services they rendered to the trokosi women who were granted micro-credits for income-generating activities.

4.7 EFFECTIVENESS AND IMPACT OF THE ACTION PROGRAMME

During the exercise to liberate the trokosis, it was realized that some of them, despite the unpleasant treatment they had experienced under the system, still wanted to remain with the shrines even though the priests had agreed to release them. The reason was that, they did not know exactly what was in store for them. This attitude changed when they saw some of their colleagues return from training with skills that could help them generate income to support themselves and their children.

The lives of both the liberated trokosis and their children had been transformed to freedom and happiness. This was expressed in vivid terms by the beneficiaries. The women attested that they and their children were breathing an air of freedom and expected a happy and prosperous future. Some of the reasons given were that:

- ◆ They could choose their preferred husbands without any calamity befalling any one of them and, in fact, some of them were married;
- ◆ They were free to do whatever they wanted to do. There was no more stigmatization which was linked with the raffia necklace and blue cloth they were wearing when they were at the shrines. They could, therefore, mix freely with people;
- ◆ They could farm on their own to produce for themselves;
- ◆ They could put on clothes they liked and dress better than it was before;
- ◆ The women were delighted that their children were attending school instead of working for the shrines for nothing. This would make their children secure better standing in society than it would otherwise be. Education, therefore, had been accepted in the communities as important. Some of the liberated trokosis who had acquired skills from vocational training had formed associations and work as teams to qualify them for micro-credits;
- ◆ 82 women who trained in vocational skills were in income-generating activities and self-employed, putting their skills into practice. Other people were benefiting indirectly. Consequently, poverty was said to have reduced;
- ◆ Some taboos, such as the prohibition from baking bread or pastries, were broken in the communities. People were free to practise the skills they acquired at the vocational schools;

- ◆ Shrine priests were no more taking virgins as reparation for offences but goats and sheep instead;
- ◆ With the provision of school uniforms, other school materials and payment of school fees by the AP, the children were happy in school than previously when they had to be sent home for non-payment of fees or not having school uniform. Over 50% of the children interviewed had been victims before;
- ◆ Parents could care for their children better as a result of the savings they made by not paying school fees nor buying uniforms and school materials;
- ◆ Many people, including school children and some shrine priests, were aware of the evils of the trokosi system and sensitized to uproot it. A leader of the priests, Togbe Danso Tavor, who was usually consulted by the priests when they had grievances, was emphatic when he stated that he was happy with the law abolishing the trokosi system and that, “the law must be enforced and quickly”. Earlier sensitization activities of ING had made many shrine priests to accept the law on trokosi. The AP reinforced the earlier work by ING, and led to Togbe Danso Tavor declaring to the evaluation team on visit that “I am not going to take in anymore virgins as reparation for the offences of others.”
- ◆ Togbe Danso Tavor frowned upon the negative activities of the Afrikania Mission of indoctrinating visitors and deceiving people not to give up the practice under the guise of preservation of African tradition and culture.
- ◆ All the shrine priests and their owners and the general public had become aware of the human rights abuse inherent in the trokosi system and the law abolishing the practice. Many people had spoken against it at community meetings. The education had gone down well with the general public to the extent that the Afrikania Mission seemed to have softened their stand since one did not hear them loud as it was before.

In spite of the problems and constraints, such as the resistance of the Afrikania Renaissance Mission to the aims and objectives of the AP, experienced during the implementation of the AP, the staff tried to resolve those which were within their power to overcome. The actions they took rendered the AP effective, resulting in its success and tremendous impact on the community. The rate of sending children into shrines had decreased generally due to the community mobilization and education carried out by International Needs over the last ten years and reinforced by the AP. However, there were still shrine priests who were determined not to let the practice go. They carried on their activities because the law was not being enforced. These shrines were located in the Agave and Adzem traditional areas.

4.8 PROBLEMS AND CONSTRAINTS

Below are the major problems the AP experienced:

- ◆ The population was predominantly farmers. During the farming season, therefore, it was not in the interest of the AP to organize any programmes which would require the presence of the people. They would not sacrifice their farming activities for AP activity.

- ◆ Most of the AP communities were in remote areas, and difficult to reach. The roads were bad and the over aged vehicle of the AP could not cope. There were frequent breakdowns, making running and maintenance cost astronomical.
- ◆ It was required that remedial classes were organized for the trokosi children who had been mainstreamed into formal school. This was done to assist them to catch up with their colleagues who were already in school. The pupils found the programme very useful. Other pupils who were outside the target group were attracted and kept attending the classes. It was difficult to turn them out because of the negative impression and effect it could have had on the AP.
- ◆ Some of the liberated trokosis and their children enrolled for vocational training. It became apparent that some of them were not interested in the skills offered in the school. Therefore, they were reluctant to be registered for training. The school could not introduce new training programmes to meet their needs because of the expensive nature of the initial outlay.
- ◆ Some of the shrines near Klikor and Agbosome in the Ketu District had very close ties with the Afrikania Renaissance Mission, a religious organisation which professed to resist any attempt to dismantle the trokosi system which the Mission considered as an indigenous tradition. These shrines were persuaded and encouraged by the Mission to guard and preserve the practice, and ensure that the tradition was not eroded.
- ◆ Poverty was observed to be rampant in the area. The parents of the children who had been mainstreamed in formal schools could not assist their children financially. They thought the AP was to meet all the needs of the children. This situation created problems for the children whose parents could not care for them. Some of them dropped out and had to be gently coerced to go back to school.
- ◆ Those beneficiaries who completed their vocational training were promised adequate capital to set up their businesses. It was expected that they in turn would train others in the skills they had acquired. This hope was shattered because of the inability of the AP to provide the trained trokosis with seed capital or micro credit.
- ◆ The AP trained some staff members of the NFED to organize and run extra classes for the trokosi children who had been mainstreamed into formal schools. These teachers were given little or no incentives. Their morale, therefore, was very low and augured badly for the AP.
- ◆ The very attitude of some parents to their children going to school was negative. These constituted problem families who could hardly be persuaded to release their children for enrolment in formal schools.
- ◆ The behaviour of some of the liberated trokosis clearly indicated that, although they had been liberated from the shrines, yet, were not spiritually liberated. They kept on attending to the rituals of the shrines. The fear was that the possibility of some of them not returning to the shrines on their own volition could not be ruled out.
- ◆ The Traditional Authorities in the area had diverse opinions about the trokosi system. There were times that AP officers had ignored some of them and dealt directly with the shrine priests. Some of them complained bitterly because, being the custodian of tradition, they felt the AP officers had to go to the priests through them.

- ◆ The Akatsi District Assembly was not seen to be directly involved in the AP. Members of the District Assembly were of different religious persuasions. There was the apprehension that discussions would be heated and destructive and, therefore, avoided.
- ◆ The questionnaire for tracking beneficiaries was too involving. It was difficult to cope with its demands because of inadequate staff and lack of requisite skills for handling data collection.
- ◆ Inadequacy and delays in release of funds for the AP constituted a constraining factor for the AP. It was not possible to start implementation on the planned date. The AP started in August 2001 instead of January 2001.
- ◆ The duration of the AP was too short, thus making it impossible to do thorough follow-up to consolidate gains.
- ◆ The shrines had liberated the trokosis. However, it had rendered the priests poor because they no more had free labour. They would have retained the trokosis had it not been the law against the practice. In effect, the priests released the trokosis not that they found the system obnoxious and abuse of human rights, but for the law.

4.9 SUSTAINABILITY OF THE ACTION PROGRAMME

ING was in the programme of the liberation of trokosis and their rehabilitation before the ILO/IPEC AP was introduced in the community. The end of the AP, therefore, would not spell the death of pursuing its objectives. ING had staff who were committed to the cause of the AP, and were prepared to work to sustain it.

During the AP implementation, micro credit facilities were extended to women who had formed cooperatives and associations of four (4) to seven (7) members. It was found out that the beneficiaries were committed and motivated to pay back the loans to be used as revolving fund. This would make it possible for other women to benefit from credit facilities, thus sustaining the AP.

CHRAJ had been an active partner of the AP. Staff from the Commission had always been available at human rights and child labour education durbars and rallies to enlighten the people on the relevant issues. CHRAJ would continue to create awareness and educate the people on human rights violation, a function which was part of its responsibilities.

The Akatsi District Assembly had agreed to assist by offering scholarships to some of the needy children and grant loans to identified women groups to undertake income generating activities. This could be done through the Poverty Alleviation Fund so as to sustain the AP. In fact, the DA had, for the past two years, supported 253 needy but brilliant children to JSS and SSS.

A group of women in a discussion at Ative-Dome gave the assurance that they would manage to care for their children themselves after the conclusion of the AP. They took inspiration from the fact that some of them had acquired vocational skills in batik making, bread making etc, and that they were free to work for themselves.

4.10 SUGGESTIONS OF RESPONDENTS

The respondents made suggestions for consideration when developing such APs in the future.

4.10.1 Suggestions from CHRAJ

- ◆ ING should introduce additional vocational training programmes at the Adidome Vocational Training Centre to provide trainees with many alternatives to choose from.
- ◆ The Police Service must be made to enforce the law on Trokosi.
- ◆ Students should be encouraged to select topics from trokosi issues for writing their thesis. This will bring the issues to the knowledge and understanding of the public.
- ◆ Regular film shows should be organized, especially in the communities where trokosi is practised, depicting the negative aspects of the practice. This should constitute part of an intensification of educational campaign.

4.10.2 Suggestions from NCCE

- ◆ Any similar future AP should be expanded to cover other needy children in the communities since poverty is pronounced in all the communities.
- ◆ The DA should ensure support for the AP to continue when ILO/IPEC's sponsorship comes to an end.
- ◆ The Ministry of Manpower Development and Employment, Ministry of Women and Children's Affairs, CHRAJ and NCCE should lobby Parliament to vote money for the AP to continue and ensure that the law abolishing the practice of trokosi is strictly enforced.
- ◆ Intensify the educational campaign on child labour laws.
- ◆ Establish Education Fund in the District to cater for needy children.

4.10.3 Suggestion from the Ghana Police Service

- ◆ To sustain the gains of the AP, recalcitrant shrine priests must be prosecuted to deter others.

4.10.4 Suggestions from GES

- ◆ The duration of the ILO/IPEC AP was too short. It must be extended.
- ◆ The AP looked only at the developmental aspects and played down the spiritual aspects. Strategies should be designed to help the beneficiaries join any other religion of their choice other than going back to the shrines.
- ◆ GES should be supported financially to sensitize parents of school children and monitor the progress of the liberated children who were mainstreamed into the AP schools. The names of the children should be given to the Circuit Directors to visit

them regularly, and ensure that they have uniforms and their fees are paid to encourage them stay in school.

- ◆ Every child who was liberated must be catered for throughout her or his education.
- ◆ To maintain the gains achieved by the AP, the responsibilities of GES must be delineated.
- ◆ The sensitization exercise should not stop with the end of the AP. Rather, other strategies must be found to intensify it.
- ◆ Communities should be advised to set up Educational Funds with assistance from the DA.

4.10.5 Suggestions from the Akatsi District Chief Executive

- ◆ Shrine owners felt they were deprived of cheap labour. Therefore, appeal should be made to the Ministry of Manpower Development and Employment and Ministry of Women and Children's Affairs to compensate them with tractors and farming inputs. Priests were expecting help to replace the loss of free labour they were getting from the trokosis despite the fact that the AP gave them no such promise.
- ◆ Strategies must be formulated to organise the liberated women into productive ventures. If they were organized into groups it should be easy to extend relevant services to them.
- ◆ Poverty is prevalent in the communities. Many parents were not able to look after their children. The liberated trokosi women should engage in useful economic ventures and should be sustained.
- ◆ One cause of poverty in the communities was the high fertility rate. Family Planning education should be intensified.

4.10.6 Non-Formal Education Division – Akatsi

- ◆ The AP should be ongoing and sustained.
- ◆ There is still a lot to do – Awareness creation and education programmes are needed.
- ◆ Continue to use the personnel of NFED.
- ◆ Give those who learn skills the encouragement to train others.
- ◆ NFED should be given the responsibility to identify the needy but brilliant students and inform the DA to sponsor them.

4.10.7 Suggestions from Parents of Beneficiary Children

- ◆ Arrange remedial school for the children mainstreamed into formal school to let them catch up with their peers who were already in school.
- ◆ Sustain the non-formal and remedial school to bring up the performance of the school children.
- ◆ Put up additional school block to cater for an increase in school enrolment, and sustain the payment of fees and supply of uniforms.

4.11 LESSONS LEARNED

The AP used community members and liberator shrine priests in awareness creation, education and sensitisation programmes. This strategy was found to be very effective, especially for the people to see the priests speaking against the trokosi practice.

The AP collaborated with organisations with expertise in specific areas which constituted their basic functions. An example was CHRAJ which stood for promoting human rights in the country. Personnel of the organisations could speak with authority on relevant issues at all places and at all times. This strategy assisted the effective and successful implementation of the AP.

The effectiveness of using victims to raise awareness could not be under-estimated. Example was the use of the children of the released trokosi women in school dramas. They could give vivid account of all the negative aspects of a situation they had experienced, which would astound listeners and prompt them to change their negative attitude and behaviour.

It was realized that Action Letters were potentially influential. The use of Action Letters and Signatures of concerned organisations and individuals justified the Government's action on promulgating a law against the trokosi system.

The extra classes organized for the liberated trokosi children gained popularity and strength. It enabled the children to perfectly compete with their peers who were ahead in formal school before they joined. It made the beneficiaries very happy and kept them at school. There were no drop-outs.

4.12 CONCLUSIONS AND RECOMMENDATIONS

4.12.1 Conclusions

Relevance of the Action Programme

The AP was relevant in all respects. In the first instance, the practice of trokosi placed victims in bondage and punished them for offences they had not committed. Secondly, it was a complete abuse of human rights. Thirdly, it was in contravention of International Laws and Conventions against Child Labour. Fourthly, the Criminal Code Amendment of 1998 (Act 554) criminalized the practice of the trokosi system had been promulgated by the Government.

Implementation of the Action Programme

As a result of delays in the release of funds, the planned schedule of activities was revised. All activities were completed during the duration of the AP, except that all the liberated trokosi women could not be trained in vocational skills. Some of them were too old and

opted out, others had relocated outside the District while some of them wanted to do what they knew best, that is, farming.

Contribution of Stakeholders

The organisations which were constituted into the CLMC played their roles perfectly. They were always there to give talks at sensitization and education programmes and to undertake monitoring visits to activity sites. They constituted a team of experts who were authorities on the issues they spoke about at functions.

Effectiveness

The strategies and activities of the AP were effective in achieving the set objectives and targets. In some instances, targets were exceeded.

Opposition to the Action Programme

There was strong opposition from some of the shrine priests and owners at the start of the AP. This situation was compounded by the conscientisation of the shrine priests and owners, and the public by the Africana Renaissance Mission that the AP was attempting to destroy a good traditional and cultural system. It took a lot of efforts to discount its effect.

Awareness Creation, Education and Sensitization Programmes

The sensitization programme was very effective. The public and many of the shrine priests became aware that the practice of trokosi was tantamount to abuse of human rights and child labour and illegal. 62 shrines gave up the practice, and freed 204 trokosi women and their 858 children.

Duration of the Action Programme

All the various groups in the study population expressed the opinion that the duration of the AP was too short. All the stakeholders were of the opinion that it should be replicated.

Reaction of Beneficiaries

Both parents and children who were liberated felt grateful to the AP. The parents expressed that they had experienced real freedom and were happy that their children had the chance to attend school. Similarly, the children were happy that they were in school and no more being turned away for not paying fees or using tattered clothes. They made good use of the extra classes, however, because of lack of incentives the morale of the instructors was low.

Vocational Training and Credit Facilities

The AP succeeded in training some of the liberated trokosis in vocational skills. They were putting their skills into good use by forming associations and working together to generate

income for themselves. The level of poverty had, therefore, declined. The problem, however, was that the trainees had few skill options to select from. Unfortunately, the AP could not provide the liberated trokosis with seed capital or micro-credit facilities.

Sensitivity of the Trokosi System and the District Assembly

The trokosi issue was a very sensitive issue that people holding public positions found it difficult to talk about in public. Members of the DA consisted of people of different religious persuasions and any attempt to raise the trokosi issue for debate could result in emotional behaviour by members of the Assembly. The issue had, therefore, been avoided. Nevertheless, a few of the members who were interviewed agreed to discuss the negative aspects in their communities.

As a sequel, the DA was not seen to be fully involved in the AP apart from having a representative on the Child Labour Monitoring Committee. However, to sustain the AP, the DA has a very important role to play. The District Chief Executive stressed that the DA would raise funds from sources, such as Social Investment Fund and the DA Common Fund to sustain the AP.

Reaction of Shrine Priests

Had it not been the law making the practice of trokosi illegal, there could have been difficulty in persuading the shrine priests to release their trokosis. The liberation of the trokosis had deprived them of free labour, they said. They were expecting other forms of compensation from the AP, something which the AP did not promise. The law on trokosi was not being enforced.

4.12.2 Recommendations

Micro-Credit Facilities

The AP did not make provision for the granting of micro-credits to the liberated women to undertake income-generating activities to reduce their poverty. In any such future AP, the granting of micro-credits to beneficiaries should be considered. The trokosis came out of the shrines without any property and in abject poverty. Though they were free to work and earn income for themselves, they had no means to make a living.

The Law Against Ritual Servitude

Great efforts have been made in the trokosi practising areas in the Akatsi District to educate and sensitize the public about the evils of the system. Majority of the people fully accept its abolition as urgent and in the right direction. There is a strong call for the enforcement of the Criminal Code Amendment of 1998 (Act 554) against the trokosi system to be vigorously enforced and recalcitrant shrine priests and owners severely sanctioned.

Duration of the Action Programme

The duration of the AP was too short considering the enormity of the problem it set out to solve. It is suggested that the AP is replicated with the duration extended to cover a period of about three (3) years.

Sustainability of the Action Programme

In discussions with the Akatsi District Chief Executive, he expressed the desire to source for funds to support some of the children in an effort towards the sustainability of the AP. IPEC and ING should follow up the pledge for the DA to honour its promise. The District Planning Officer should always be part of the AP from the very beginning.

Funds for Ritual Ceremony

The shrine priests were paid an agreed amount of money for the purchase of items for the rituals to be performed to free the trokosis and their children from the spirit gods. The new development was that the priests were not happy that they had been deprived of free labour, especially on their farms. Consideration should be given to establishing a pool of tractors to render services to the priests at a cost, and the priests should be granted loans to enable them hire and pay for the services of the tractors. This was a suggestion which came up at the evaluation workshop. It is on notice that ING, as an NGO, is thinking of implementing it.

Special Activities

International Needs Ghana found it difficult to cope with the collection of data on the tracking system for lack of adequate personnel and requisite skills. It is proposed that for special activities, such as research, the services of consultants must be hired to ensure quality results. On the other hand, where possible, AP staff should be properly trained to do the job.

5.0 ELIMINATION OF CHILD DOMESTIC SERVITUDE

5.1 BACKGROUND

5.1.1 Rationale of Action Programme

One form of child labour present in Ghana is Child Domestic Servitude. This form of child labour is not clearly visible because it is not exposed to the public eye. It is prevalent in the cities and urban areas of the country.

The practice of child domestic servitude originates from the traditional fosterage system whereby poorer extended members give their children to the wealthier or educated members to raise, with the hope that they would be better cared for than their parents could

do. Unfortunately, the practice has degenerated into vivid abuse and nasty exploitation of the girl child. Such a girl is **called maidservant, house girl, domestic servant or “abawa”** in the local Akan language.

Domestic servitude can be said to be widespread in Ghana even though there is no research to quantify its magnitude countrywide. It is classified among the worst forms of child labour, hence the focus to fight the menace with assistance from ILO / IPEC.

A twelve-month Action Programme on the Elimination of Child Domestic Servitude started in the Kumasi metropolis with the Youth Development Foundation (YDF) as implementing agency.

YDF has over ten years’ experience in youth development. It owns five youth centres in Ghana, and their programmes have received support from a number of donors. YDF’s main collaborator in this Action Programme was the Department of Social Welfare which has the official mandate to rescue children in distress.

5.1.2 Beneficiaries of the Action Programme

a. Direct Beneficiaries

The direct beneficiaries of the AP were expected to be 300 children, particularly girls, in domestic servitude. Some selected families of the children were to benefit from micro credits.

b. Indirect Beneficiaries

Indirect beneficiaries were expected to be people in the Ashanti Region and the country as a whole, particularly those in domestic servitude who would begin to get better treatment, and those who would be prevented from entering domestic servitude as a result of the awareness that would be created.

c. Selection Criteria

Purposive sampling procedure was used to select the beneficiaries of the AP using the following criteria after identifying households where there were child maidservants (the Needs Assessment Survey made it easy to identify the households):

- Easy accessibility of AP services.
- Priority given to young children who could take advantage of formal education.
- Priority given to the worst case scenarios.

5.1.3 Objectives of the Action Programme

The goal of the Action Programme was:

- ◆ To contribute to the progressive elimination of child labour in Ghana.

The immediate objectives of the AP as outlined in the Action Programme Proposal were:

- ◆ By the end of this one-year action programme, the needs of children in domestic servitude would have been assessed and the findings disseminated.
- ◆ By the end of this one year, stakeholders in the Kumasi Metropolis would have been fully sensitized and trained to combat child labour with a focus on child domestic servitude and the general public fully aware of the problems and impacts of this type of child labour as well as the legal implications.
- ◆ By the end of this action programme, the lives of 300 children in domestic servitude would have improved.
- ◆ By the end of this action programme, a policy on child domestic servitude would have been formulated as part of an overall child labour policy.

5.2 METHODOLOGY

5.2.1 Approach

Participatory approach was used for the evaluation of the AP. The methods used to gather data included Desk Study, Interviews, Self-administered Questionnaires, Field Visit, and Focus Group Discussions.

5.2.2 Desk Study

The Consultant reviewed a number of documents including the following:

- ◆ Action Programme Proposal on Elimination of Child Domestic Servitude.
- ◆ YDF Annual Report: Protecting the Rights of the Vulnerable (1999).
- ◆ Progress Report (15th July, 2001 – March 2002).
- ◆ Narrative Progress Report (15th July – 15th December, 2001).
- ◆ Child Domestic Servitude: A Profile of the ILO/IPEC – YDF AP.
- ◆ Update Monitoring Report (July 2002).
- ◆ Final Self-Evaluation Report (May 2003).
- ◆ Action Programme Progress Report (April 2003 – June 2003).
- ◆ A Needs Assessment Report on Child Domestic Workers in Kumasi District – Ghana (September 2001).
- ◆ Experiences, Lessons Learnt and Challenges on ILO/IPEC AP for the Elimination of Worst Forms of Child Labour.

5.2.3 Interviews

Using Interview Guides, the Director of YDF and AP Manager of the Elimination of Child Domestic Servitude were interviewed. A representative of the Metropolitan Chief Executive and other stakeholders were also interviewed. Other interviewees included:

- ◆ Commanding Officer, Women and Juvenile Unit of the Ghana Police Service, Kumasi.
- ◆ Metro-Director, Department of Social Welfare.

5.2.4 Focus Group Discussions

Focus group discussions were held with the following groups:

- ◆ Parents of withdrawn and prevented children (4).
- ◆ Trainees acquiring vocational skills, (2).
- ◆ Children enrolled in formal schools (11) and non-formal education (2) (Appendix 4).

5.2.5 Questionnaires

Three self-administered questionnaires covering implementation issues were completed by the AP Manager. They covered areas such as the implementation status of activities, budget disbursement and level of satisfaction of the beneficiaries.

5.2.6 Field Visit

The Consultant, accompanied by the AP Manager and one member of staff, visited the YDF school where some of the children had been enrolled, and interacted with both the children mainstreamed into the formal school and those learning vocational skills.

5.3 RELEVANCE OF THE ACTION PROGRAMME

Kumasi is the second largest city in Ghana where most families will be expected to, and in fact do, keep domestic servants. Also, it is one of the prominent centres where children trafficked from the north for child labour activities, including domestic servitude, are off-loaded.

Generally, domestic servants lack, among other things, social services and education. The AP was to address the needs of these domestic servants who are children. Again, the magnitude of this form of child labour in Ghana and in Kumasi in particular, called for fighting this menace before it got out of hand.

It was established by the Needs Assessment on Child Domestic Workers Survey in the Kumasi Metropolis (September 2001) that the problem was real. One of the most frightening revelations was that the problem of child domestic servitude kept increasing. The data revealed that as high as “77.0% of the respondents constituting the majority group have their current domestic servitude as their first experience.” This situation clearly demonstrates how relevant the AP, which takes into consideration the needs of the target population, is to the Kumasi Metropolis if this type of child labour is to be eliminated.

5.4 IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND EFFICIENCY

5.4.1 Implementation of Activities

In a discussion with the AP Manager and his staff, the appropriateness of the AP objectives was established and the objectives found to be realistic and achievable within the AP life. Also, the indicators were described as good surrogates for measuring the achievements of the objectives. An evaluation of the strategies and activities of the AP confirmed that the latter translated perfectly from the former, and that both determined the expected outputs.

It was essential that an assessment of the size and nature of the problem of domestic servitude in the metropolis was made to guide the AP implementation. The assessment report provided very useful information which served as an input to guide decisions on implementation strategies and activities. Also, the dissemination of the report created awareness and deepened understanding of, and sensitized stakeholders on, the prevalence and importance of eliminating domestic servitude, a form of child labour.

The wide distribution of the Report made it easier than it would otherwise have been for stakeholders to willingly and enthusiastically participate in the training programme to combat child labour and to assist in the creation of awareness among the general public.

Special mention must be made of the genuine consent and approval of the Asantehene and his elders to support the AP in the region. This boosted the confidence of AP staff and their collaborators in their efforts to fight the threat of child domestic servitude by withdrawing, rehabilitating, and arranging appropriate assistance for them.

The AP was planned to start in June 2001 for a period of one year. As a result of delays in the release of funds it took off in July 2002. This was made possible by YDF pre-financing the initial activities while awaiting the release of the IPEC Accounts cheque book by Standard Chartered Bank. The planned starting date of activities, therefore, changed to begin in July 2002 and end in June 2003.

The AP implementation process kept to the revised schedule as much as possible, except that the implementation of a few of the activities took longer than anticipated. However, it did not have any negative impact on the AP. The decision to extend the duration of implementation of some of the activities was to increase the effectiveness and impact of the AP.

The AP staff participated in a Training of Trainers' Programme organized by IPEC on Child Labour at Sogakope in the Volta Region. Also, they benefited from the programmes organized by the Child Labour Unit (CLU). The local Child Labour Task Force (CLTF) members gained from in-built training programmes during meetings and implementation of activities in which they were involved, and learned a lot from the experiences they encountered in the field.

To ensure the participation of the beneficiaries in the AP, a Domestic Workers Association (DWA) was formed. Members of the Association were made up of withdrawn domestic workers. YDF sought their assistance when necessary and interacted with them on issues affecting children withdrawn from, and children in, domestic servitude. It greatly helped the AP to place some of the withdrawn children in vocations.

The Child Labour Task Force was an effective team. It met quarterly to undertake AP review and provide needed advice. Team members undertook monitoring activities and assisted in the implementation of the AP. Members were involved in the self-evaluation exercise. In addition, members made independent visits to activity sites on monitoring exercises. They reported their findings at CLTF meetings and shared ideas on issues raised.

A few of the activities could not be fully completed as a result of some constraints. An example was the completion of the tracking system questionnaire. There was inadequate staff with the requisite skills. The details of the activity implementation status are provided in Table 5.1.

Table 5.1: IMPLEMENTATION OF ACTION PROGRAMME ACTIVITIES AND ACHIEVEMENT

ACTIVITY CODE	ACTIVITY	PLANNED		ACTUAL		STATUS (%)	REMARKS
		Start Date Mth/year	Finish Date Mth/Year	Start Date Mth/Year	Finish Date Mth/Year		
1	Consult with opinion leaders.	June 2001	June 2001	Aug. 2001	Aug. 2001	70.0	Did not fully follow up.
2	Conduct needs assessment.	June 2001	June 2001	July 2001	Aug. 2001	100.0	Completed.
3	Conduct sensitization and training for stakeholders; develop work plans.	June 2001	June 2001	August 2001	June 2003	80.0	Did not Review Implementation Work Plan.
4	Review composition of child committees.	June 2001	June 2001	September 2001	September 2001	100.0	Composition of Task Force was reviewed.
5	Produce IE&C.	June 2001	August 2001	September 2001	June 2003	90.0	Production of Leaflets did not complete due to computer break down.
6	Conduct a one-day sensitization workshop for religious bodies.	August 2001	August 2001	September 2001	November 2001	100.0	Workshop was well attended and participation was high.
7	Carry out awareness campaigns.	July 2001	May 2002	September 2001	June 2003	100%	Effective awareness campaign was undertaken. Radio discussions, playing of jingles and showing of films, drama and news paper publication.
8	Conduct monthly stakeholders meetings.	August 2001	June 2002	September 2001	June 2003	70.0	It halted for about 3 quarters in 2002 as a result of staff attrition.
9	Train counselors in child domestic work.	July 2001	July 2001	August 2001	August 2001	100.0	Two counselors were given thorough training in child labour.
10	Conduct appeals in radio, churches, and mosques for people to send their domestic workers for training.	July 2001	October 2001	September 2001	June 2003	80.0	Did not continue after June 2003.
11	Withdraw 300 child domestic workers at the rate of 75 a quarter.	July 2001	May 2002	August 2001	June 2003	105.0	Withdrew 315 child domestic workers.

12	Provide counseling to the children.	July 2001	June 2002	September 2001	June 2003	80%	Did not counsel all children. Only 169 received counseling services.
13	Trace families and integrate them.	August 2001	June 2002	September 2001	June 2003	70%	Could not trace all families.
14	Arrange with selected schools for mainstreaming of children.	August 2001	October 2001	September 2001	June 2003	90%	GES identified schools.
15	Mainstream children into non-formal, formal vocational centres.	September 2001	June 2002	September 2001	June 2003	70%	20 enrolled for vocational skills, 56 for non-formal education and 143 for formal schools.
16	Negotiate better conditions of service for older children.	September 2001	June 2002	September 2001	June 2002	70%	Did not do much on wage payments because of unwillingness of employers to pay more.
17	Ensure policy formulation on child domestic servitude.	August 2001	February 2002	August 2001	June 2002	70%	Did not achieve Documentary Policies.
18	Arrange micro-credits and training for selected families of ex-domestic child workers.	November 2001	June 2002	February 2002	March 2003	70%	A few (17) families assisted because of lack of funds. Priority was given to the children.
19	Collect status information on withdrawn children monthly and send to Child Labour Unit for updating of tracking system in Accra.	August 2001	August 2001	January 2002	June 2003	60%	Only 137 Questionnaires completed. Work continues. Lack of staff and skills accounted for this.
20	Conduct a mid-term review of the AP in December 2001.	December 2001	December 2001	July 2002	July 2002	100%	Completed and report submitted to IPEC
21	Final external evaluation.	July 2002	July 2002	August 2003	August 2003	100%	Undertaken.

5.4.2 Action Programme Efficiency

The Cost Report at the end of the AP shows a 9.0% total budget over-run. The approved budget for the AP was US\$33,200, while the total actual expenditure at the end of the AP was US\$ 36,098.

The major areas of over-expenditure were AP Manager (US\$3,200), Tracking of ex-domestic workers (US\$1,114), and Stationery, Telephone bills etc. (US\$1,603). Nonetheless, there were budget under-runs on some of the AP expenditure items. These included Mainstreaming into schools and vocational centres (US\$2,246), Micro-credit to selected families (US\$1,385), and Snacks for the withdrawn children at the YDF Centre (US\$1,369). In the preparation of the budget, there were certain factors which were not taken into consideration. An example was the problem associated with the tracking of ex-domestic workers and reconciling them with their families. Table 5.2 is relevant.

Considering the AP outputs and the utilization of funds, one would conclude that the AP was efficiently executed.

**Table 5.2: COST REPORT – ELIMINATION OF CHILD DOMESTIC
SERVITUDE**

ACTIVITY	ESTIMATED COST (\$)	ACTUAL COST (\$)	OVERRUN (+) (\$)	UNDERRUN (-) (\$)
Administrative support	800	628		172
Local travel	800	1,426	626	
AP Manager	2,400	5,600	3,200	
Allowance for counselors	500	975	475	
Needs assessment	2,000	2,000	-	-
Seminar for religious bodies.	1,200	1,291	91	
Radio programmes (jingles, discussions).	3,000	3,025	25	
Video documentary, TV discussions.	2,500	2,464		36
Posters, leaflets.	1,500	1,987	487	
Durbars and drama in communities.	1,000	1,468	468	
Stakeholders meetings.	500	369		131
Training of 2 counselors.	200	162		38
Non-formal education.	3,000	2,386		614
Snacks for the withdrawn children at the centre.	2,500	1,131		1,369
Training families of child domestic workers.	800	1,600	800	
Mainstreaming into schools and vocational centres.	5,500	3,254		2,246
Micro-credit to selected families.	3,000	1,615		1,385
Tracking of ex-domestic workers.	1,000	2,114	1,114	
Stationery, telephone bills, etc.	1,000	2,603	1,603	
TOTAL	33,200	36,098	8,889	5,991

5.5 STAKEHOLDERS AND THEIR ROLES

The partner organisations which assisted YDF in the implementation of the AP are listed below. Representatives of the organisations served on the local CLTF.

- ◆ Kumasi Metropolitan Assembly (KMA)
- ◆ Religious bodies in the metropolis
- ◆ Ministry of Education
- ◆ Ministry of Women and Children's Affairs
- ◆ Ghana National Commission on Children
- ◆ Ministry of Health
- ◆ Ghana Police Service ((Women and Juvenile Unit (WAJU))
- ◆ Department of Social Welfare
- ◆ Non-Formal Education Division of Ministry of Education
- ◆ Commission on Human Rights and Administrative Justice (CHRAJ)
- ◆ Asantehene's Educational Fund
- ◆ Association of Women Lawyers (FIDA)
- ◆ Environmental Protection Agency (EPA)
- ◆ Media Houses
- ◆ Defence of the Child International.

The CLTF members assisted in monitoring the progress of the withdrawn and prevented children who had been mainstreamed into formal school or receiving non-formal or training in vocational skills. They attended meetings to deliberate on matters experienced in the field and to find the way forward.

The major NGO collaborator of YDF on the AP was the Defence of the Child International (DCI). The two NGOs pooled resources in favour of the AP. The volunteers of DCI worked for the AP by identifying and referring cases of child servitude to YDF for action. A representative of DCI was a member of the CLTF. The DCI is concerned about preventing child abuse and protecting children's rights. Since child servitude is part of abuse, DCI provided social, legal and counseling services to the children.

5.6 ACHIEVEMENTS OF THE ACTION PROGRAMME

5.6.1 Assessment of the Needs of Children in Domestic Servitude

The Needs Assessment Survey of the children in domestic servitude was conducted and a report prepared. This report clarified the nature of the child abuse and its magnitude.

5.6.2 Sensitize and Train Stakeholders in the Kumasi Metropolis to Combat Child Labour

The AP constituted a local CLTF made up of 15 stakeholder organisations and held quarterly meetings. Meetings were usually well attended with an average of over 80.0% of members always present.

- ◆ A number of opinion leaders were consulted, including the Asantehene and his elders. The Asantehene gave his blessing and assurance of his support.
- ◆ A workshop on child labour was organized for members of religious bodies.
- ◆ CLU trained members of the CLTF and the AP staff in child labour.
- ◆ Multimedia awareness creation and sensitization programme was implemented. Several leaflets were produced and distributed; jingles were produced and aired on radio. There were also four radio dramas and two newspaper publications.

5.6.3 Withdrawal and Prevention of Children from Domestic Servitude

Withdrawn and prevented children from domestic servitude numbered 315. The target was exceeded; 143 were mainstreamed into formal school, 56 into non-formal education and 20 enrolled for vocational skills.

- ◆ The profiles of the children including their photographs have been prepared.
- ◆ A number of meetings were held to collect inputs for child labour policy formulation. The policy was not finalized and documented.

Table 5.1 above details out the achievements.

5.7 EFFECTIVENESS AND IMPACT OF THE ACTION PROGRAMME

The evaluation revealed that the AP had made an appreciable impact in the Kumasi metropolis. This could be attributed partly to the sensitization programme embarked upon. One got this impression when one talked to officials of stakeholder organisations and the beneficiaries.

- ◆ The children expressed their gratitude to the initiators of the AP, and confirmed that they liked it better in school than their former status. They stressed that their parents and / or employers agreed that they should attend school. This is a clear manifestation of the impact of the AP on the employers and the parents of the children.
- ◆ Some of the children were living with relatives and others with friends of relatives as domestic workers before they were withdrawn and settled into vocational training. They recounted the ordeal they went through at the hands of their employers.

Before they became domestic workers, some of them had dropped out of school because they had no one to pay their school fees. Others were paying themselves through school by trading in odd items, but they could not make enough money to meet their needs. They stated that they were happy with their status as vocational trainees, however, they had financial problems.

- ◆ Parents and, in some instances, grandmothers discussed the AP with the Consultant. All of them supported the aims and objectives of the AP. They expressed their delight and approval that the children were in school or learning skills for the betterment of their lives in future. The benefits would also trickle down to their families in several ways, they recognized. One parent, Madam Diana Osei, said she was strongly against child labour and had never been happy anytime she remembered that her child was in domestic servitude. “Now the child is happy and free from abuses”, she stated. She commended the AP for the good work done so far.
- ◆ Parents of the beneficiary children who had been withdrawn from domestic servitude were themselves propagating the fight against child labour, and had succeeded in making many people in their communities aware of the evils of child labour and the activities of the AP. They had pronounced same in their churches and at market places.
- ◆ Employers of child domestic workers in the Kumasi metropolis were cooperating with the AP staff to see to the needs and comfort of the children. Many of them, after sensitization, voluntarily gave up their domestic workers for the AP to provide them with alternative services. Those who resisted on the initial stages rescinded their decision.

Thoughts of Beneficiaries

Beneficiaries expressed their reactions to the AP. Their main objective for accepting to be withdrawn was that they were interested in schooling so as to have a better future than it would otherwise be if they remained domestic servants.

One of them added that “all my friends go to school that is why I want to go to school”.

The ages of the children ranged from 7 years to 16 years with 11.5 years as the mean age. Their classes range from kindergarten to JSS 1 (Appendix 3).

5.8 PROBLEMS AND CONSTRAINTS

Some organisations serving on the CLTF at times sent representatives who were ignorant of the AP and could not make meaningful contributions. Some representatives also did not report back to their superiors the outcomes of meetings and activities the committee undertook.

- ◆ Some members of the CLTF were irregular at meetings.

- ◆ The demands from some members of staff of the media for the publication of articles were too high for the AP to entertain. Radio stations were also charging commercial rates which were very high.
- ◆ Representatives of media houses and a few other organisations who attended sensitization meetings had no decision-making authority and, therefore, could not take decisions on collaboration without reference to their Chief Executive Officers.
- ◆ There was a high attrition of volunteers who were assisting in locating the child domestic workers in their work places and residences.
- ◆ A few of the employers were very reluctant to release their child domestic workers to attend non-formal education classes, for the reason that it was beyond the purpose for which the children were employed.
- ◆ There was irregular attendance to non-formal education classes by the children as a result of work and / or lack of money for transportation.
- ◆ There were pockets of opposition from employers who did not want to negotiate on their employees. Even some relatives of the child domestic workers who thought that the AP was interfering in their affairs, in spite of evidence of child abuse, objected to their children being withdrawn.
- ◆ There was difficulty in getting reliable information on parents of the child domestic workers, especially from the younger ones who left their parents at very tender ages for them to easily recollect the past.
- ◆ Some of the parents of the child domestic workers lived in remote villages with immotorable roads, making it extremely difficult to locate them. Assistance from the Department of Social Welfare in locating the parents failed because the Department did not have the human and financial resources, and logistical support to undertake the assignment.
- ◆ Some of the parents located lived in abject poverty and at times in remote places, therefore, they could not be trusted with the children.
- ◆ Peer influence prevented some of the children to agree to be withdrawn for any alternative assistance.
- ◆ Some withdrawn child domestic workers dropped out of vocational training or school and intentionally made it difficult for the AP to trace them. One reason was that as apprentices or trainees, they earned no income, but their parents, though happy to see the children learning useful skills, were not able to give them enough money for transport and meals.
- ◆ The AP duration was too short in view of the magnitude of the problem of child domestic servitude.
- ◆ There were limited logistics, especially vehicles.
- ◆ WAJU had the difficulty in rehabilitating the children who had been withdrawn from child abuse because of lack of funds and shelter facilities. Also, at times, some child labourers protested when their employers were arrested, and others would not want to go back to their parents.
- ◆ Poverty conditions in which the children and parents were, constituted the main cause of their predicaments. Parents were not able to meet their transport fares to and from school, much more provide them with monies for meals when they went to school. On many occasions, they were compelled to stay at home because of lack of money for transport. Several times, many of them had gone without food when

they attended school, or resorted to borrowing from friends. Emphasizing the problem of going hungry in school, one of the children said “some of us have to hide when others are eating to avoid the temptation of begging for food and abuse from their peers”. The outcome of these problems was that some of the children were withdrawn from school to go and trade so as to make some money to assist the family budget.

- ◆ The children again found difficulty in purchasing school materials to supplement what the AP was able to provide.
- ◆ The sleeping places of some of them were of a concern to them. According to them, these places were infested with rats, mice, mosquitoes and all kinds of insects. YDF was in the process of putting up a dormitory, and the facility was likely to be extended to some of the children.

5.9 SUSTAINABILITY OF THE ACTION PROGRAMME

An important aspect the study examined was how the AP would be sustained at the end of the support of ILO/ IPEC. In terms of physical structures, YDF had sufficient resources to provide classrooms for non-formal education and other necessary purposes to meet the needs of the AP. Also, YDF had established street children school to mainstream child domestic workers.

In terms of management and administrative structures, YDF has established a network with NGOs and other agencies, which would continue to work to combat the child labour problem. A task force made up of stakeholder organisations and task force of the Domestic Workers Association with withdrawn domestic workers as members had been established. These groups would continue with the fight against child domestic servitude.

There was close collaboration between YDF and the Legal Defence Centre of DCI, and the existence of local ownership through networks of Ghana NGO Coalition on Rights of the Child. These were expected to sustain the AP.

KMA had promised to give support to the AP. The form the assistance would take was not delineated.

5.10 SUGGESTIONS OF RESPONDENTS

The parents of the beneficiary children revealed that they agreed to allow their children to become domestic workers because of poverty. They entreated the AP to support them financially to expand their businesses to enable them look after the children when the AP support ended. They were in serious financial burden which must be off -loaded before they could meaningfully manage new resources for profitable business.

The Commanding Officer (CO) of WAJU remarked that the magnitude of the child domestic servitude was so great that YDF alone could not cope with the situation. The security agencies should join the crusade and should not be left to the AP and next-door neighbours who reported only some of these abuses.

Touching on how to locate the parents of some of the children who could not tell of the whereabouts of their parents because they did not know, or were not willing to reveal their locations, the CO advised the AP to contact heads of tribes in the community for assistance. Shelter facilities should be provided by the AP and the Department of Social Welfare. The Department was a major collaborator. During the interview, it became apparent that the Department of Social Welfare could assist the AP in several ways, such as:

- Link the children back to the family;
- Provide skills training to the physically handicapped children; and
- Prosecute parental neglect cases in the family tribunal.

The beneficiary children, after pointing out poverty as the bane of all these problems, said it had prevented many, including their siblings, from going to school. They pleaded that the AP should provide their parents with credit to expand their businesses. This would improve the economic status of their parents to enable them to look after the children properly.

Asked of their aspirations, the children mentioned professions they wanted to enter on completion of their education. Some of these were: banking, journalism, teaching, medicine and national security.

The beneficiary children who were training in vocational skills suggested that the AP should consider giving them seed capital upon completion of their training to establish their own businesses.

5.11 LESSONS LEARNED

Child domestic servitude previously seemed to be insignificant and an issue not to be bothered with. The AP on the elimination of child domestic servitude has revealed the grave reality of this form of child labour and its undesirable consequences. This became evident from the Needs Assessment on Child Domestic Workers in Kumasi Metropolis conducted in 2001. Experiences of AP staff and volunteers during implementation of the AP confirmed the gravity of the situation.

At the AP formulation and planning stages, it was thought that training the parents of domestic workers and reintegrating the withdrawn children with their parents would be easy, therefore, it would not require substantial financial resources. It was realized at the AP implementation stage that the reverse was true. Addresses provided by the children were not descriptive enough, to the extent that some of them could not provide addresses, especially those who were sent to the city when they were four or five years and could not remember their hometowns or the names of their parents. There were instances when parents would not want their children back home because of poverty and additional burden of looking after them. However, they were always attracted by micro-credit to expand their businesses.

Many parents who were granted micro-credit for income-generating activities used the monies to satisfy their immediate needs, such as food, clothing, health care, and so on, thus rendering it neither possible to pay back the monies nor achieve the purpose of granting the credit.

It was a great lesson to learn from the monitoring exercises of the progress of the withdrawn children mainstreamed into formal schools and non-formal education that their performance was very high. Had it not been the AP, these otherwise brilliant children would have been left to rot, and the nation would have lost such illustrious human capital. No doubt, the children pointed out that their main objective for accepting to be withdrawn or prevented from domestic servitude was that they were interested in schooling so as to have a better future than it would otherwise have been if they had remained domestic servants. Asked of their aspirations, the children mentioned professions they wanted to enter on completion of their education. Some of these were: banking, journalism, teaching, medicine and national security. That poverty, as the bane of all these problems, had prevented many, including their siblings, from going to school, they pleaded that the AP should provide their parents with credit to expand their businesses. This would improve the economic status of their parents to enable them to look after the children properly.

Some of the children mainstreamed into schools dropped out because of their immediate need of, or love for, quick money, to engage in trade, thus, terminating their education. This was against the conception that once the children had been catered for in school, they would stay to continue their education. The impression the children exhibited upon getting the opportunity to go to school never suggested that they would abandon school. On a few occasions, the former employers of the children withdrew them from school on the pretext of sending them to their families.

At a forum of Child Domestic Workers Association to elicit ideas as inputs into policy making on child labour, the children displayed great knowledge of what children needed to help eliminate child labour. Their contribution toward the kind of policy which would be in the interest of children was informative and enormous. The children knew what they wanted and what would be beneficial to society.

5.12 CONCLUSIONS AND RECOMMENDATIONS

5.12.1 Conclusions

Relevance of the Action Programme

The problem of child labour is pronounced in the Kumasi metropolis. Child labour comes in various forms in the community, one of it is child domestic servitude, which is promoted by the situation that Kumasi is a centre where children trafficked from the north for child labour activities are off-loaded. Child labour is, therefore, prevalent in the metropolis. The AP was relevant in assisting in the combat of the increasing child labour in the form of domestic servitude.

Support of Opinion Leaders

Opinion leaders in the metropolis supported the objectives of the AP. The KMA Chief Executive and the Asantehene threw their weight behind it, likewise all stakeholders. The Asantehene's attitude towards the AP strengthened the AP staff to ensure success.

Action Programme Activities

With the exception of a few, all planned activities were completed during AP duration. The activity which received least accomplishment was the collection of data on the tracking system because of lack of adequate staff and required skills.

Beneficiary Participation in Action Programme

The AP made sure that beneficiaries were involved in its implementation. Children who had been withdrawn were constituted into an Association. The Association was consulted any time there was the need to do so.

The contribution of this Association was remarkable.

Child Labour Policy

Efforts were made to work towards the formulation of Child Labour Policy. It was possible to go through the process of gathering the relevant inputs, but the policy itself could not be finalized.

Impact of the Action Programme

The AP made an appreciable impact in the Kumasi metropolis. The multimedia awareness creation and sensitization programme was very effective.

There were several instances of volunteers and neighbours reporting cases of child domestic servitude which came to their notice for the AP's action. Most of the employers of these children willingly released them for the AP to extend the appropriate services to them.

Both parents and children were very satisfied with the help they had received from the AP. The beneficiaries themselves became advocates against child labour.

Collaborators of the Action Programme

Stakeholders exhibited their commitment to the success of the AP. Those who constituted the CLTF dedicated themselves to working towards achievement of the AP objectives. DCI, an NGO which was working to protect children, needed special mention. The NGO worked in close collaboration with YDF on the AP.

The AP staff and stakeholders agreed that the problem was so large that it needed the assistance of many other organizations, such as the Ghana Police Service, KMA and Ghana Private Road Transport Union (GPRTU), and so on.

Reconciling Children with Families

In some of the cases, it became difficult for the AP to locate the families of the children and, therefore, could not reconcile the children and their families. Since this aspect of the AP was important, some stakeholders made the suggestion to involve tribal chiefs who could be of help.

Prevalence of Poverty

Poverty was one of the causes of the child domestic servitude. The parents of the beneficiary children were poor and could not afford to pay the transport cost for their children to go to school, neither could they feed them properly. Some of those who were given micro-credits had their own priorities and did not use the monies for income-generating activities. Therefore, they continued being poor.

Seed Capital

The withdrawn and prevented children from domestic servitude who were made vocational skills trainees would need seed capital to establish their own businesses. According to them, they would finish their training, but would have no capital to start their businesses.

Sustainability

YDF was prepared to place its facilities at the disposal of the beneficiary children when the AP ended. Also DCI would do a similar thing. The Department of Social Welfare had formed committees which would continue to sensitize parents to take responsibility of their children.

KMA was in full support of the AP. The Assembly pledged to assist YDF sustain the AP.

Performance of the Beneficiary Children

The CLTF periodically monitored the progress of the beneficiaries. It was found out that most of the children were doing very well in school. Had it not been the AP, the nation would have lost such illustrious human capital.

Duration of the Action Programme

The problem of child domestic servitude in the Kumasi Metropolis was found to be huge. All the respondents had strong opinion that the duration of the AP was too short. The AP had now clearly revealed the nature and magnitude of the problem, and it looked frightening.

5.12.2 Recommendations

Poverty Reduction

It has been established that poverty is one of the major causes of child labour in the Kumasi metropolis. Future APs aimed at eliminating child labour should broaden the poverty reduction base by providing more micro-finance and enterprise development to more women and families. The purpose will be to empower women and families to cater for their children and avoid putting their children into domestic servitude.

Sustainability

KMA must be given the opportunity to play a deserving role in the sustainability of the AP. The pledge of KMA to assist the AP is not defined. The suggestion is that YDF should continue the discussion on sustainability with KMA. Again, YDF should pursue negotiations with the Otumfuo Education Fund for the latter to support the beneficiary children in their education.

Replication of the Action Programme

Research has brought to the fore the gigantic nature of the problem in children domestic servitude. It is felt that the AP has just scratched the surface of the problem. It requires repetitions of the AP, or an AP of much longer duration, to achieve the desired results despite the gains which this AP might have made.

Special Activity

It became apparent that the reasons why the AP could not collect data on the tracking system were inadequate staff and lack of relevant skills to conduct research. It is strongly recommended that for special activities beyond the capacity of AP staff, the services of consultants should be sought to undertake the assignments. Another approach could be properly training the AP staff to enable them perform those activities.

Vocational skills trainees

There are many instances in the society where children had been trained in various skills but had failed to practise them because they had no financial support to set up their businesses. It is recommended that beneficiary children who complete vocational training should be assisted with seed capital to acquire the basic packages required to start business.

Policy on Child Labour

Policy on child labour could not be completed during AP duration. The importance of such a policy cannot be overemphasized. YDF should follow up to ensure that KMA arrives at a policy and byelaws to curtail the high incidence of child labour in the metropolis.

Appendix 1: LIST OF PARTICIPANTS FOR STAKEHOLDERS WORKSHOP

(Tuesday 26th August 2003 at La Palm Royal Beach Hotel, Accra)

No.	Name	Position	Organisation
1.	A. I. Abdulai (Dr)	Senior Lecturer	School of Administration
2.	Araba Neizer	Assistant Director	CRDD / GES
3.	Asumadu Amofa	Photo-Journalist	Daily Graphic
4.	Baaba Brew Fleisher	Action Programme Manager	GNCRC
5.	Beatrice Duncan	Protection Officer	UNICEF
6.	Charles Duodo	Assistant Consultant	ISL
7.	Cromwell Awadey	Research Officer	International Needs
8.	David Anor Mantey	Facilitator	ILO / IPEC
9.	David K. Dorkenoo	Head-Education Department	TUC
10.	Donkor P. I. (Capt)	Acting Director	NDPC
11.	Gretchen Karlebach	Fundraising	GNCRC
12.	E. K. Nketshiah	Deputy Director	D.S.W.
13.	Eileen Pennington	International Relations	U.S. DOL
14.	Elvis Sadongo	PRO / Team Leader	WAJU – National Secretariat
15.	Emmanuel Acquaye	Director	Basic Education Division (GES)
16.	Eric Okrah	NPC	ILO / IPEC
17.	Esmeranda Bentil	Senior Research Officer	GNCC
18.	Francis Ameyibor	Senior. Reporter	GNA
19.	George Oppong	Deputy Executive Director	YDF
20.	Jacob Anderson	Head, Membership Education	GNAT
21.	Kanichi Tsumoda	Programme Officer	UNDP
22.	Derry Schnier	2 nd Secretary Political Section	U.S. Embassy
23.	Marian A. Tackie	Executive Director	NCWD / MOWAC
24.	Mary Imelda Amadu	Director	D.S.W.
25.	Nelson Agyeman	Executive Director	YDF
26.	Nicholina Quarcoo	Assistant Superintendent	Ghana Immigration Services
27.	Rosaline B. Obeng-Ofori	Streetism & Gender Coordination	Action Aid Ghana
28.	S. S. Kwakye (Dr)	Principal Consultant	ISL
29.	Sheila Naah	Financial Assistant	ILO / IPEC
30.	Susan Berdie	Sectional Head	NFED, MEYS
31.	Susan Sabaa	National Coordinator	GNCRC
32.	Sylvia Hinson-Ekong	National Programme Manager	ILO / IPEC
33.	Vicky Goga	Administrative Assistant	ILO / IPEC
34.	Walter Pinpong	Executive Director	International Needs
35.	Whoknows Attipoe	Desk Officer	WAJU – National Secretariat
36.	Wilbert Tengey	Executive Director	ACHD
37.	Zeytuna A. Azasoo	Programme Coordinator C&E	Save the Children (UK)
38.	E. Asiedu Nyarko	Head – Training	Labour Department
39.	Ransford Oancey	Reporter	Ghanaian Chronicle
40.	Vida Ampofo	Reporter	Daily Graphic

Appendix 2: SOME HEADLINES OF NEWSPAPER PUBLICATION ON WELFARE OF CHILDREN AND CHILD LABOUR

Newspaper	Year	Headline
Daily Graphic	Dec. 2001	Child Sex Trade in Global Spotlight.
The Spectator	Dec. 2001	Don't Remain "Kayayoo", Move Up: Education is Very Important.
Daily Graphic	Dec. 2001	UN Targets Child Sex Trade.
Daily Graphic	Dec. 2001	Keep Children Off the Streets.
Daily Graphic	Dec. 2001	Kufuor (the President of Ghana) Assures Children of Better Welfare.
Daily Graphic	Dec. 2001	Government Won't Sacrifice Wellbeing of Children – Kufour.
The Ghanaian Times	Dec. 2001	Fishermen at Age 8.
Daily Graphic	Nov. 2001	The Liberated "Trokosis" Assets for the Nation.
The Mirror	Nov. 2001	Trokosi System Violates Human Rights – Study by CHRAJ.
The Ghanaian Times	Nov. 2001	Trokosi and Human Rights – The Untold Facts.
Daily Graphic	Nov. 2002	Assembly Members in Accra Discuss Effects of Child Labour.
The Evening News	April 2002	Helping to Resettle the Kayayei.
The Ghanaian Times	Oct. 2003	Ghana, Togo Unite Against Child Labour.
Daily Guide	Oct. 2003	No Slave Trade Here.
The Ghanaian Times	May 2003	Don't Send Young Girls to Aunties.

Appendix 3: CAMFED SPONSORED – GIRLS INCOME GENERATING COURSE 16TH MARCH – 27TH APRIL, 2003

Name	Community	Age	Education	Vocational Skill
1 Sharatu Abdul-Rahman	Tolon	18	JSS 3	Hairdressing
2 Iddrisu Malika	Tolon	21	JSS 2	Sewing
3 Adisah Alidu	Tolon	20	JSS 3	Sewing
4 Aliya Abdulai	Tolon	18	Nil	Sewing
5 Sikenah Alhassan	Tolon	18	JSS	Sewing
6 Amina Mohammed	Tolon	15	Nil	Sewing
7 Rahinatu Nayi	Tolon by IPEC	18	Nil	Hairdressing
8 Rukaya Fuseini	Tolon	18	SSS 1	Sewing
9 Hamdia Abdulai	Tolon	18	Nil	Hairdressing
10 Rahma Yakubu	Tolon	19	Nil	Hairdressing
11 Ayi Yakubu	Tolon	20	SSS	Hairdressing
12 Amira Abukari	Tolon	20	SSS	Hairdressing
13 Hadijah Issah	Tolon	18	Nil	Sewing
14 Memunatu Iddrisu	Tolon	20	JSS 3	Sewing
15 Lukaya Abdulai	Tolon	17	Nil	Hairdressing
16 Azara Alhassan	Sabegu	25	Nil	Sewing
17 Sanatu Alhassan	Sabegu	16	Nil	Sewing
18 Azara Abdul-Rahman	Sabegu	16	Nil	Hairdressing
19 Sekina Yakubu	Sabegu	17	Nil	Sewing
20 Zaria Sayibu	Sabegu	18	Nil	Sewing
21 Memunatu Abdul-Rahman	Sabegu	18	Nil	Sewing
22 Fatima Alhassan	Sabegu	14	Nil	Hairdressing
23 Mariam Musah	Sabegu	18	Nil	Sewing
24 Meri Yakubu	Sabegu	17	Nil	Sewing
25 Rahi Iddrisu	Zoolanyili	17	Nil	Hairdressing
26 Rukaya Fuseini	Zoolanyili	17	Nil	Sewing
27 Abiba Abukari	Zoolanyili	17	Nil	Sewing
28 Gurunpaga Seidu	Zoolanyili	16	Nil	Crocheting
29 Warhana Zakaria	Zoolanyili	16	Nil	Crocheting
30 Amatu Fushieni	Tali	14	Nil	Crocheting
31 Hawa Iddrisu	Tali	14	Nil	Crocheting
32 Rabi Suley	Tali	18	JSS 3	Hairdressing
33 Bariya Iddrisu	Tali	17	Class 6	Hairdressing
34 Rubaba Salifu	Tali	18	JSS 3	Sewing
35 Mary Yahaya	Tali	16	Class 4	Sewing
36 Adamu Abdulai	Kurigu Vuhia	16	Nil	Sewing
37 Kubura Yahaya	Kurigu Vuhia	15	Nil	Sewing
38 Bebe Imoro	Woribogu	17	Nil	Sewing
39 Sumaya Iddi	Woribogu	17	Nil	Hairdressing
40 Asia Alhassan	Woribogu	20	Primary 2	Sewing
41 Zuweira Neindoo	Kpachiyili	25	Nil	Sewing
42 Rachia Kambona	Kpachiyili	23	Nil	Sewing
43 Mariyama Iddrisu	Kpachiyili	23	Nil	Sewing
44 Adishetu Sulley	Kpachiyili	25	Nil	Sewing
45 Damata Sulemana	Kpachiyili	20	Nil	Sewing
46 Tahira Mohammed	Kpachiyili	15	Primary 6	Hairdressing
47 Latifa Seidu	Kpachiyili	16	Primary 6	Sewing
48 Amatu Iddrisu	Kpachiyili	16	Primary 1	Hairdressing
49 Azara Imoro	Tali-Nagbilguyili	16	JSS 3	Sewing
50 Zeliya Fuseini	Tolon	18	Nil	Sewing
51 Bamunu Salifu	Tolon	16	Nil	Sewing
52 Hamdia Ibrahim	Tolon	15	Nil	Hairdressing
53 Awabu Sulemana	Tolon	15	Primary 2	Sewing
54 Halima Adam	Tolon	16	Primary 3	Hairdressing

Appendix 4: LIST OF BENEFICIARY CHILDREN OF THE FOCUS GROUP DISCUSSION IN KUMASI – ELIMINATION OF DOMESTIC SERVITUDE AP

Name	Age	Class/Vocational Skill
1. Adisatu	13	Class 3
2. Safia	13	Class 3
3. Taiba Fuseini	12	Class 3
4. Rubama Musa	11	Class 3
5. Samiratu Mohammed	12	Class 3
6. Fauzia Mohammed Sani	16	JSS 1
7. Nancy Arthur	11	Class 3
8. Grace Fosua	12	Class 4
9. Huszeini Mohammed	10	Class 2
10. Mercy Agha	10	Class 2
11. Fatahu Mohammed	7	KG 2
12. Afua Serwaa	17	Hairdressing
13. Amma Asieduaa	16	Sewing