



Evaluation Summaries

National programme for the elimination of child labour in Ghana

Quick Facts

Countries: *Ghana*

Final Evaluation: *Jan 2004*

Mode of Evaluation: *Independent*

Technical Area: *Child Labour*

Evaluation Management: *IPEC*

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Donor: *USA*

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From the Executive Summary of the Main Report

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 Families of withdrawn and prevented children from labour were expected to benefit as well.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.