



International  
Labour  
Organization

# Good practices and lessons learned on the elimination of child labour in GHANA

## ECOWAS projects' experiences





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International  
Programme on  
the Elimination  
of Child Labour  
(IPEC)

Fundamental Principles and Rights at Work Branch (FUNDAMENTALS)  
International Labour Organization (ILO)

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## Abbreviations

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<b>AHTU</b>	Anti-Human Trafficking Unit of Ghana Police Service
<b>CBO</b>	Community-Based Organisation
<b>CCPC</b>	Community Child Protection Committee
<b>CHRAJ</b>	Commissioner for Human Rights and Administrative Justice
<b>CLU</b>	Child Labour Unit
<b>CSO</b>	Civil Society Organisation
<b>DA</b>	District Assembly
<b>DCPC</b>	District Child Protection Committee
<b>DOL</b>	Department of Labour
<b>DOVVSU</b>	Domestic Violence and Victim Support Unit of the Ghana Police Service
<b>ECCAS</b>	Economic Community of Central African States
<b>ECOWAS</b>	Economic Community of West African States
<b>GAWU</b>	General Agricultural Workers Union
<b>GCLMS</b>	Ghana Child Labour Monitoring System
<b>GEA</b>	Ghana Employers Association
<b>GIS</b>	Ghana Immigration Service
<b>GJA</b>	Ghana Journalists Association
<b>GP</b>	Good Practices
<b>IA</b>	Implementing Agency
<b>ILO</b>	International Labour Organisation
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>LEAP</b>	Livelihood Empowerment against Poverty
<b>LL</b>	Lessons Learned
<b>MDAs</b>	Ministries, Department and Agencies
<b>MELR</b>	Ministry of Employment and Labour Relations
<b>MESW</b>	Ministry of Employment and Social Welfare
<b>MLGRD</b>	Ministry of Local Government and Rural Development
<b>MLNR</b>	Ministry of Land and Natural Resources
<b>MMDAs</b>	Metropolitan, Municipal and District Assemblies
<b>MoE</b>	Ministry of Education

<b>MOGCSP</b>	Ministry of Gender, Children and Social Protection
<b>NECPAD</b>	Network for Community Planning and Development
<b>NGO</b>	Non-Governmental Organisation
<b>NHIS</b>	National Health Insurance Scheme
<b>NPA</b>	National Plan of Action on Elimination of Child Labour
<b>NSCCL</b>	National Steering Committee on Child Labour
<b>PACF</b>	Parent and Child Foundation
<b>SCREAM</b>	Supporting Children’s Rights through Education, the Arts and the Media
<b>SOMOPAC</b>	Social Mobilisation Partners against Child Labour
<b>SWD (DSW)</b>	Social Welfare Department (or Department of Social Welfare)
<b>TBP</b>	Time Bound Project
<b>TNDA</b>	Talensi Nabdam District Assembly
<b>TUC</b>	Trades Union Congress
<b>TVET</b>	Technical and Vocational Education and Training
<b>USDOL</b>	United States Department of Labour
<b>WFCL</b>	Worst Forms of Child Labour



## Executive summary

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Ghana, like many other countries, is confronted with the problem of child labour. The Ghana Child Labour Survey (2003) estimates that some 40 per cent of Ghana's 6.36 million children are economically active and that about 1.27 million of them are in child labour. Some 242,074 of this figure are involved in the Worst Forms of Child Labour (WFCL).

The consequences of the work children do are well known and these deprive them of their education, health, safety and morals. The situation raises concern for Government and other stakeholders. Hence efforts are being made to address the problem. In recent times, the ILO, through its programme, the International Programme on the Elimination of Child Labour (IPEC), has implemented two projects entitled "Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS" which came to be called ECOWAS I and ECOWAS II Projects. The Projects were implemented in Ghana, Nigeria, Benin and Côte d'Ivoire. Beginning from September 2009 and December 2010 respectively, the ECOWAS I and II Projects have been implemented for over four years. On-the-ground implementation of the Projects started in Ghana in April 2010 and April 2011, and both projects will phase out on 30<sup>th</sup> April, 2014. Implementation involved upstream and downstream interventions. The upstream interventions involved consultations and actions to institutionalize child labour elimination including deepening collaboration with MDAs, donor community, civil society and conscious efforts to involve the tripartite forum to eliminate child labour. Key points among the many interventions were contributing to the development of a National Plan of Action (NPA) on the Elimination of Child Labour and the strengthening of the National Tripartite Child Labour forum (the National Steering Committee on Child Labour). Three Implementing Agencies (IAs) namely Kuapa Kokoo, Network for Community Planning and Development (NECPAD) and Parent and Child Foundation (PACF) carried out the direct action on child labour in cocoa growing, mining and quarrying, and fishing respectively.

With the Projects nearing completion, the identification and description of Good Practices (GP) and Lessons learned (LL) becomes paramount. The objectives of the GP and LL documentation is to enable sharing of practices that significantly contributed or have the potential to contribute to efforts at eliminating child labour and which could inspire other on-going and future interventions. A Good Practice is any aspect of the project that has been effective in preventing or reducing child labour and which could be an inspiration to other interventions. It must be emphasized that a practice needs not be perfect to qualify as a good practice because even a project with limited success overall, might still have some practices that merit being highlighted and replicated. The criteria for determining and

qualifying a practice as good are: innovativeness or creativity; effectiveness/impact; replicability; sustainability; relevance; responsiveness and ethical; and efficiency and implementability.

On the basis of these definitions and understanding, several good practices and lessons learned have been identified, discussed and drafted on the ECOWAS I and II Projects. Eventually 17 practices have emerged and qualify as Good Practices and these have been documented in this Good Practice and Lessons learned Document. Specific GPs are captured under six broad thematic areas of the assignment: Project Design and Implementation; Legislation, Policy Development and Enforcement; Awareness Raising, Sensitisation and Advocacy; Formal and Informal Education; Social Protection Mechanisms for Family Empowerment; and Learning and Sharing, Capacity Building and Child Labour Monitoring System (CLMS).

Highlights of specific good practices are as follows:

*1. Highlights of the Good Practices*

*i. Holistic and Integrated Design of the Projects*

Stakeholder involvement in project design tends to engender commitment to its implementation and sharing of results. ILO-IPEC projects in the past were conceptualized and designed with less input by in-country stakeholders, leading to limited commitment to project implementation by stakeholders. In the design of ECOWAS I and II Projects however, conscious efforts were made to adopt a more holistic and integrated approach in which stakeholders from all relevant sectors and levels were engaged in a series of consultative meetings and workshops both from the macro, meso and micro levels to discuss and agree on child labour elimination issues. The benefits of this practice are many and include, among others, promotion of ownership by Government and allied stakeholders, leading to massive involvement and commitment to project implementation and attainment of results. The practice has also facilitated easy mainstreaming of child labour issues into development programmes and this is potentially paving the way for increased political interest in child labour elimination efforts.

*ii. Inter-Sectorial Collaboration to create synergies between Stakeholder Groups and for Joint Action towards Child Labour Elimination*

Child labour permeates every fabric of Ghanaian society, and it requires collective efforts in addressing the problem. In the past, individual sectors had perceived child labour as occurring in their sectors without recourse to the fact that all other sectors are confronted with a similar challenge. The situation leads to limited attainment of results and success. In the ideal situation, various sectors should establish and/or strengthen their

relations to promote effective collaboration. Collaboration is particularly relevant in the area of mobilizing and engaging governmental bodies through political advocacy, awareness raising, and resource mobilization to achieve results. Recognising that weak sectoral collaboration has hindered benefits from other projects, and intending to bring all sectors on board the fight, the ECOWAS projects reached out to all key sectors in an integrated and inter-sectoral approach. The benefits of this practice leads to creation of critical mass of support for project implementation. In this context, sectors are eager to associate with the ILO-IPEC and are quick to announce such collaboration because they take pride for being part of the efforts.

*iii. Partner Collaboration as mechanism for enhancing capacities of Project Implementing Agencies*

Implementation of projects, especially in the form that child labour assumes, requires enormous amount of capacity, experience and resources and therefore the need to have implementing agencies (IAs) with adequate capacity in all these areas is crucial. In many ILO-IPEC child labour projects, several IAs have been involved and have individually delivered amidst several challenges. Very often, not all results are attained because of capacity constraints in one area or the other. In the direct action component of the ECOWAS Projects, 2 out of the 3 IAs collaborated with other NGOs with proven capacity as they exhibited high level expertise, proximity to project location, local language proficiency, etc. NECPAD collaborated with Afrikids Ghana to implement mining interventions in the Talensi Nabdam District whilst Kuapa Kokoo collaborated with Small Business Support Network (SBSN) to implement livelihood interventions. This practice helped partners derive mutual benefits and in the process satisfy one of the ardent interests of donors in seeing NGOs share and leverage resources. The benefits of the practice include introduction of innovative approaches by the new collaborating partner, pulling the District Assembly to demonstrate intense commitment, help in attaining results and promotion of ownership, and sustainability of interventions.

*iv. Partnering Local Government (District Assembly) to Eliminate Child Labour*

The District Assemblies (DAs) are enjoined by the Constitution of the Republic of Ghana, the Local Government Act 462 and the National Development Planning Commission Act 480 to initiate, plan, implement and monitor development in their areas of jurisdiction. As they carry out their mandate, they are also confronted with resource constraints. Donor projects therefore come to complement local development and NGOs secure donor grants, which are implemented at the community level. In most cases, however, NGOs do not collaborate with DAs at all or where they do, such collaboration is limited. In implementing the ECOWAS Projects, IAs effectively collaborated with DAs and the results were remarkable. NECPAD/Afrikids for instance collaborated with the Talensi Nabdam District Assembly

(TNDA) in the implementation of the mining Action Programme in that District such that the collaboration was deepened to assume the form of partnership. The TNDA supported the project with 65 “home-used” bicycles for distribution to beneficiary children to enable them to avoid walking long distances to attend school or apprenticeship training. The practice thus set the stage for building mutual partnerships in development as it sends strong signals that NGOs and DAs could partner for the benefit of larger society. However, the bulk of the implementation grant went to IAs and the Projects did not make resources available to DAs for direct implementation. As a result, working with the DAs and securing their commitment to child labour interventions posed serious challenges. The lesson learned is that the provision of resources for implementation by the DAs would enable meso level institutions to participate and contribute to the child labour interventions.

v. *Clustering of Project Implementation Areas for effective Coordination of Activities*

Child labour occurs in many sectors (child trafficking, child domestic servitude, commercial sexual exploitation, fishing, cocoa growing, mining and quarrying) and cuts across districts and communities. Interventions must therefore tackle all these areas to attain impressive results. However, resource constraints do not allow this to happen. ILO-IPEC child labour interventions in the past have spread over many districts and communities leading to engagement of a number of IAs posing supervision and coordination challenges. In implementing the ECOWAS Projects, ILO-IPEC recognized that having too many IAs work over too many project locations compromises the depth of results and impact as it also requires a significant number of project staff. To deal with the challenge, the ECOWAS Projects clustered the interventions into 3 sectors (cocoa, fishing and mining/quarrying). It then engaged 3 IAs who have demonstrated sufficient capacity in either of these areas and commissioned them to implement the project. PACF implemented interventions in fishing; Kuapa Kokoo implemented interventions in cocoa whilst NECPAD implemented interventions in mining/quarrying. This practice enabled the IAs to develop innovative approaches in one project location and replicate it in other project locations, thus deriving economies of scale from the innovations. It reduced the burden on the ILO-IPEC, leading to effective coordination and monitoring. Again, it led to efficient management of resources as IAs received appreciable amounts of grant, which enabled beneficiaries to derive maximum benefits from the resources.

vi. *Combating Child Labour through a Reconstituted and Strengthened Tripartite National Stakeholder Forum (The Strengthened National Steering Committee on Child Labour NSCCL)*

The need to have child labour elimination projects anchored around appropriate and strong institutional structures is important in raising the pedigree of the project results and to engender national recognition to sustain long-term vision and goal. A National Steering

Committee on Child Labour (NSCCL) had been formed in the year 2000 but largely remained weak and seen as a product of ILO-IPEC. It therefore did not attract the needed recognition and the authority to act. Under the TBP, the NSCCL was strengthened with the view to raising high its pedigree to perform the mandate for which it was established. It however continued to demonstrate weaknesses. In implementing ECOWAS I Project, the need to make the Committee more vibrant came to the fore. The NSCCL was therefore reconstituted and strengthened through a series of capacity building initiatives and other high level engagements. The Child Labour Unit (CLU) of the MELR became its secretariat and membership was drawn from across MDAs, the employers' association, organised labour, civil society organisations, research and training institutions, and with representatives from the Parliament of Ghana, the donor community and the Traditional Authorities. Through the NSCCL's 3 sub-committees, aspects of the ECOWAS Projects were given national focus and made more visible. The Committee facilitated a process that fostered ownership and solidarity for the Project interventions.

*vii. Aligning the Projects to the National Plan of Action for Elimination of Child Labour in Ghana (NPA)*

The consequences of child labour are well known and, in recent times, the Government of Ghana and other stakeholders have given much attention to the problem. Already, several laws and policy measures have been put in place for the protection of children from abuse and exploitation. Whilst enforcement continues to be a problem, the need for every child to access education and health and opportunities for self-development etc. is compromised. Thus, there is a disconnection in the policy, legal, institutional and social architecture for the protection of children. The need to deal with this disjoint is urgent, so measures to bring a coordinated framework to guarantee the future of children led to the creation of a coordinated platform to be responsive to issues of child labour. The National Plan of Action on the Elimination of Child Labour (NPA) constitutes a practical instrument for fulfilling Ghana's obligation relating to a number of international instruments to which the country is a party. The NPA was formulated through a long consultative process by various institutional stakeholders and adopted in 2009. Having been spearheaded by the MELR, it received Cabinet endorsement in 2011. The goal of the NPA is to reduce WFCL to the barest minimum by 2015. By aligning the ECOWAS I and II Projects to the NPA, child labour elimination, which the projects seek to achieve, is given the needed prominence. Its tripartite character engenders ownership and sustainability making the ECOWAS Projects benefit from these important tenets.

*viii. Working within the purview of National Legislations to Fight Child Labour*

Ghana, like any other country in the world, has its own laws by which it is governed. Among these laws are those that guarantee protection for children. Some specific laws are

fCUBE, UN Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child, ILO Conventions No. 182 and No. 138, the Children's Act of 1998, Anti-Human Trafficking Act of 2005, the Domestic Violence Act of 2007, among others. Although these laws exist, not all provisions are fully enforced as such, thus the continuous existence of child labour. Not with standing, the laws give backing to every act or intervention that seeks the welfare of children. By working within the purview of relevant national legislations, the ECOWAS Projects were anchored around strong legislative frameworks, giving them greater recognition, acceptability, commitment and active participation by government, donor community, civil society and the private sector.

*ix. Broadening Child Labour Elimination through stakeholder consultations*

Child labours being a global problem, West African States have not been spared the consequences of the menace. In responding to the threat, the *West Africa Regional Action Plan to Eliminate Child Labour, Especially the Worst Forms* (RAP) was adopted by ECOWAS Ministers of Labour and Social Affairs in December 2012 as a framework for intervention in each country, and this was supported by mechanisms of the ECOWAS Commission to promote collaboration between member states. In furtherance of this purpose, ECOWAS and ILO held a symposium in Accra, Ghana on 27 - 29 May 2013 to discuss the roles and responsibilities of participants to implement the West Africa Regional Action Plan. The symposium was attended by 60 senior officials responsible for tackling child labour from government, unions and employers' organisations of all 15 member states of ECOWAS. The symposium ended with the delegates adopting the "Declaration of the ECOWAS/ILO Symposium on the West African Regional Action Plan to Eliminate Child Labour". By facilitating and playing an active role in the symposium, stakeholders have overwhelmingly acknowledged the symposium and its Declaration as a Good Practice worth documenting. The argument is that the ECOWAS/ILO Symposium was a multi-national approach and provides a clear road map for all members' states to adopt.

*x. Providing the Platform for Review of Child Labour Elimination in Ghana (The ECOWAS Peer Review of Child Labour Activities in Ghana)*

The ECOWAS/ILO Symposium held in Accra, Ghana in May 2013, which was supported by the Projects, deliberated on the *Regional Action Plan* (RAP) to eliminate child labour. Participants acknowledged the importance of the RAP's Peer Review mechanism to assess the efforts of ECOWAS member states to eliminate child labour as a good practice, and encouraged countries to submit themselves for peer review. Ghana's Minister of Employment and Labour Relations volunteered to have Ghana as the first country to be peer reviewed. The peer review was carried out with financial and technical support from the ILO and ECOWAS. The key objectives for the review was to help member states improve on policy and comply with established standards and principles, provide mutually beneficial

exchange of knowledge, and to accelerate progress in eliminating child labour. The three-staged peer review involved, firstly, Ghana's CLU conducting a self-assessment of the efficacy of Ghana's interventions. The second stage involved conduct of the review by Nigeria and Côte d'Ivoire, assisted by a consultant. The third phase was presentation and adoption of the Peer Review Report of Ghana, with recommendations, to a meeting of the heads of CLUs of ECOWAS member states. That meeting also validated a diagnostic tool for future peer reviews. The peer review report outlines findings and recommendations in the areas of legal policy framework; institutional arrangements and capacity; coordination of child labour interventions; measurement of child labour prevalence; levels of awareness on child labour; provision of services to children and families; resourcing child labour elimination programmes; mainstreaming child labour into development activities; diversification of sectors and regions in child labour elimination activities.

*xi. Using the Media to improve public knowledge and mobilize action for child labour elimination*

The adage "information is power" is true also for prevention and elimination of child labour because people need to know about child labour, its worst forms, and why it is harmful to both the children concerned and society. Political decision-makers have to be made aware of the local child labour situation and the causes and consequences of child labour to enable them develop policies aimed at eliminating child labour. One medium to achieve this is the use of the Media which has the power of fostering communication and information exchange to improve mutual understanding, and to mobilise communities and wider society to bring about the necessary change in attitudes and behaviours.

The implementers of ECOWAS I and II Projects, being fully aware of the important role the Media plays in creating an enabling environment, mobilizing support, forging institutional linkages and alliance-building, worked with the Ghana Journalists Association (GJA) to establish a network for Social Mobilisation Partners Against Child Labour (SOMOPAC). As well as the media, membership is drawn from the TUC, GEA, Ghana Pentecostal Council, Federation of Muslim Council, Ghana NGO Coalition on the Rights of the Child, and the Commonwealth Human Rights Initiative (Africa Office). The network has built capacities of journalists and media personnel and created a huge media presence in all the 10 regions of the country, thereby increasing child labour reportage. It has further created a platform (i.e. Ghana Child Labour Watch, Child Labour Newsletter and a website) for IAs to publish their activities to reach the wider public.

*xii. Encouraging Children's Education through provision of school/training related subsidies*

The Direct Action of the ECOWAS I and II Projects was implemented by 3 IAs: Kuapa Kokoo for child labour interventions in cocoa growing, involving 20 communities in the Western Region; Network for Community Planning and Development (NECPAD) for

interventions in mining/quarrying, involving 30 communities in 7 Districts across 5 Regions; and Parent and Child Foundation (PACF) for interventions in fishing, involving 45 communities in 5 Regions. During the design of their respective Action Programmes, proposals were made to withdraw working children, rehabilitate them and place them in formal and informal education. The proposals also included provision of school/training related subsidies to support both children and families. In accordance with these proposals, Kuapa Kokoo placed 140 withdrawn children in formal schools and provided 50 children with TVET services. NECPAD placed 880 children in formal schools and 457 children in informal apprenticeship/vocational skills training, whilst PACF placed some 2,453 in formal schools and 47 children in informal apprenticeship training. These children were provided with school/training related subsidies, including school uniforms, school bags and sandals, assorted exercise books, textbooks for children in formal education, and learning materials (hair dryers, sewing machines, rollers, carpentry tools etc.) for children in informal training. The Good Practice added up to the awareness campaign and contributed to over achievement of targets.

*xiii. Sustaining Child Labour Elimination through Social Protection Mechanisms (Social Inclusion Transfer mechanisms and Access to healthcare)*

Working children contribute significantly to the upkeep of families, even though their continuous engagement in work perpetuates the cycle of poverty, vulnerability and exclusion. Empirical evidence also suggests that removing children from work or preventing them from entering situations of work without provision of viable and sustainable alternatives can make situations worse for them and their families. The IAs therefore concluded that provision of services anchored around Social Protection Mechanisms should be made and these reflected clearly in the Action Programmes.

In accordance with the provisions in the respective APs, NECPAD implemented the Social Inclusion Transfer, which involved provision of non-cash subsidies (i.e. 5 kg bag of rice per month) so that children could be fed before and after school. Kuapa Kokoo and PACF provided health insurance schemes in which beneficiary children were registered with NHIS and the premiums paid in full. Interactions with beneficiary communities, supported with interviews, point to the practice as good and needing to be replicated. The mechanisms provided cushioned families, thereby increasing their disposable incomes so they could meet other equally important expenses.

*xiv. Eliminating Child Labour through Skills Training and Livelihoods Empowerment*

There is no gainsaying the fact that the inability of families to fully support children in all aspects of their daily lives also accounts for the high rate of child labour. Elimination of child labour should seek to alleviate poverty, which remains a major root cause of the menace. The ECOWAS Projects recommended provision of skills training and livelihood



empowerment for families of beneficiary children and the IAs equally agreed that economic empowerment interventions would create support systems towards improving incomes. In relation to this, NECPAD's skills training and economic interventions, which were largely family based, reached 300 parents/guardians (skills provided were making of batik tie-&-dye, liquid and bar soap, manufacture of creams, etc.). Parents/guardians also benefited from start-up materials. Kuapa Kokoo's livelihood empowerment benefited 332 parents/keepers of children (including provision of corn mill for communities, etc.), whilst PACF supported 171 families with livelihood empowerment. Skills training and livelihood empowerment is indeed a practice worth documenting. It creates opportunities for families to have decent living and to support their children to pursue decent careers.

*xv. Bilateral Cross Border Field Visits as Opportunity for Learning and Sharing towards enhanced child labour Elimination in Ghana*

The ECOWAS I and II Projects implement direct action interventions in Ghana and Côte d'Ivoire (RCI) and with implementation well advanced in time, the need to learn lessons and share country-level information became paramount. The ILO-IPEC offices in Ghana and Côte d'Ivoire therefore organized the first bilateral cross border field visit with the view of providing an innovative platform for understanding the ILO projects and sharing ideas and experiences on national, district and community-level programmes on the elimination of child labour in the cocoa sector. In December 2013, a 25 member team comprising representatives of government, organized labour, employers association, civil society and media institutions embarked on the visit which took them to two communities in RCI (Diangobo and Niable of Department of Abengourou) and in Ghana (Nsowakrom and Asuopri of the Bia District). Meetings were held between the team and government officials, local chiefs, child protection committees, teachers, children and parents. A debriefing session was held in which key issues emerged for consideration. Participants in the programme encouraged the ECOWAS Commission, Governments and key stakeholders to institutionalize and pursue exchange programmes to address child labour in the sub-region.

*xvi. Capacity Building for enhanced delivery of Project Objectives*

Child labour interventions are complex as they seek to deal with long-held perceptions and attitudes regarding the use of children in work, as well as educating people to appreciate the difference between child labour and child work. These complexities require that stakeholders (both institutions and implementers) develop relevant and adequate skills and knowledge to achieve results. This therefore calls for institutional strengthening and capacity building initiatives. The ECOWAS I and II Projects have delivered capacity building programmes to stakeholders across the sectors involved in the project implementation. Some beneficiaries include officers from the Anti-Human Trafficking Unit of the Ghana Police, DOVVSU, CHRAJ, NSCCL, GIS, Labour Department, DSW, MMDAs, DCPCs, CCPCs etc. Interventions have been in

areas such as advocacy and social mobilization strategies; information and experience sharing to improve effectiveness of interventions, promotion of collaboration among stakeholders, coordination and networking for effective law enforcement, etc. Interactions with beneficiaries and stakeholders show that tremendous capacity has been built. As such, institutions and personnel are now more capable of tackling child labour issues in Ghana.

*xvii. Using Child Labour Monitoring System (GCLMS) to support Child Labour Interventions*

Child labour monitoring is crucial in the scheme of programmes aimed at eliminating the canker. Ghana was developing a Child Labour Monitoring System as an institutionalized process to track child labour, measure the impact of interventions and ensure that children are safe from exploitation and hazardous work through having programmes in place to withdraw and rehabilitate children from child labour. The ECOWAS I and II Projects built on the developing governance structures and tools of the Ghana Child Labour Monitoring System (GCLMS). All IAs implemented the System in their Action Programmes and copies (including the GCLMS Manual) were made available to them. IAs and other stakeholders have endorsed this approach by the Projects as a good practice for many reasons. As a nationally accepted tool for tracking child labour issues, the Projects' data will be captured in the national child labour data base. Specific merit of IAs using the developing GCLMS in their Action Programmes, qualifying it as a good practice, include: (i) its linkage to the national child labour policy and action; (ii) it has a legal mandate and operates under the authority and the supervision of the local government or labour inspectorate; (iii) it operates at the local level, covers work and service sites, and includes a referral system; (iv) the GCLMS is area-based and applicable to all types of child labour, including formal and informal economies, agriculture, illicit work, etc. (v) it is sustainable in terms of technical complexity, human resource requirements and cost; and (vi) it is replicable and may be scaled up.

*2. Lessons Learned, Opportunities for replication and Conclusion*

The Terms of Reference requests the Consultant to outline Lessons Learned from the Good Practices. This represents the insight gained into the practices, which helped to shape the interventions. In order to have clear appreciation of the practices and its linkage to any lessons, the description of each practice comes along with achievements/accomplishments, necessary conditions/opportunities for replication, challenges, sustainability and ownership and lessons learned relative to the practice.

In sum, the 17 good practices and lessons learned described in this document contributed in no small measure to the attainment of the Projects' results and are good enough to inspire similar child labour interventions. It should, however, be indicated that opportunities for replication or scaling-up absolutely depend on availability of resources (financial, human and logistics) as well as an enabling environment for addressing child labour problems.

# 1. Introduction

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Globally child labour and trafficking in children have historically been a major problem and a source of social and economic concern for countries, especially for developing and poor countries where the practice occurs in sectors including agriculture, mining and quarrying, commerce/trading, transportation, construction, and services. Many children carry out work in variety of areas as part of family enterprises as unpaid family workers, self-employed or employed by others that, far from being beneficial, impedes their growth and development, and in many cases can do harm. Children work in the agricultural sector in specific areas such as cocoa farming, fisheries (including aquaculture and livestock) forestry, and in the mining and quarrying sectors (especially in artisanal mining). As children are forced, either by circumstances or coercion, to undertake work that damages them psychologically and physically, and deprives them of their childhoods, the work they do violates international core standards and national legislation. In other words, the work children do are mentally, physically, and socially dangerous or morally harmful to them. It deprives them of schooling or requires them to assume the dual burden of schooling and work.

The occurrence of child labour and child trafficking is entwined in poverty and social injustices making it a problem that cannot be tackled in isolation. ILO estimates in 2008 indicate that some 215 million children are engaged in child labour. Besides carrying out work that interferes with their schooling and are harmful to their personal development, the practice also occurs in hazardous environment and is often activities that threaten health conditions (ILO, 2010). The 2003 Ghana Child Labour Survey estimates that nearly 40 per cent of Ghana's 6.36 million children were economically active, with about 1.27 million in activities classified as child labour. Over one million child labourers were younger than 13 years of age and thus are of school-going age. Of these, over 242,074 are engaged in worst forms of child labour (WFCL) including hazardous work, thus jeopardising their health, safety or morals. The ILO ECOWAS I Project Document captures the following situation that best describes the ordeal of working children:

*Just before 5 am, with the sky still dark over Lake Volta, Ghana, 6 year old Mark Kwadwo was roused from his spot on the damp dirt floor. It was time for work. Shivering in the predawn chill, he helped paddle a canoe a mile out from shore. For five more hours, as his co-workers yanked up the fishing nets, inch by inch, Mark bailed water to keep the canoe from swamping. Another boy, John watched several boys die while diving to untangle the fishing nets stuck on trees underneath the water. "There was a boy called "Old Man" who dived down one day and never came up. After waiting a long time for him to surface, our master took a hook and fished his body out of the water....After seeing that I never thought I would survive," John said. I didn't think I would see my 12th birthday or ever leave the Lake Volta".*

Whilst recognising the agony of many children on the Volta Lake of Ghana, similar fate confronts many more in other economic sectors including mining and quarrying and in the cocoa sector. For instance the following media report, on a mine cave-in in the gold mining town of Dunkwa-on-Offin in the Central Region of Ghana, describes the dire consequences children face in the mining sector.

Given the devastating effects of child labour (and its worst forms) on children in Ghana, the attention of Government is often drawn to efforts to eliminate the problem. For this reason, the Government of Ghana in collaboration with the International Labour Organisation (ILO) through its programme the International Programme for the Elimination of Child Labour (IPEC) has been implementing programmes aimed at eliminating child labour in all sectors of the Ghanaian economy. Thus, in September 2009 and December 2010 respectively, the ILO-IPEC in continuation of its technical assistance towards elimination of child labour in Sub-Saharan Africa commenced the implementation of the two projects entitled “Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS” which came to be called ECOWAS I and ECOWAS II Projects. The ECOWAS I Project has a component to support national efforts to eliminate WFCL in Ghana, Côte d’Ivoire (RCI) and Nigeria whilst the ECOWAS II Project adds Benin. Each has an objective to strengthen sub-regional structures and cooperation towards the elimination of WFCL in West Africa. Having been implemented over some five years period, both projects phase out on 30th April, 2014.

**MEDIA REPORTS: MONDAY JUNE 28, 2010**

“Survivors of the mining disaster in the Central Regional town of Dunkwa-on-Offin have been narrating harrowing tales of how some of their colleagues were buried alive by the collapsing pit. More than a hundred and forty small scale miners, popularly called "galamsey" operators including women and children were trapped in the pit when it caved in. It is uncertain how many might have escaped. Rescue efforts currently underway are being hampered by lack of equipment. The National Disaster Management Organization NADMO, which is leading the rescue efforts, is presently attempting to pump out water from the pit before sending in rescuers to look for more survivors. It is been more than twenty four hours since the pit caved in and it appears chances of finding anyone alive is fast fading. Some of the lucky survivors spoke to Joy News about their ordeal. “Oh I was sad, I saw children and women and teenagers dying. I was there crying for help but there was none,” he narrated. The father of one of the trapped miners Kwaku Teye appealed to officials to speed up rescue efforts to save his son.”

Following the project implementation both at macro, meso and micro levels and by international, national and local institutions, several practices evolved to support the carrying out of activities towards achievement of results. Of the many practices, some few emerged with significant impact on the project, and this needs to be documented for purposes of informing future interventions. The ILO-IPEC has therefore commissioned the Documentation of Good Practices and Lessons Learned Assignment to contribute to the acceleration of progress towards the elimination of child labour in Ghana.



ILO-IPEC Director, Mrs Constance Thomas. delivering a message at a high level stakeholder meeting in Accra on 29<sup>th</sup> Nov. 2013

## 1.1 Brief description of ECOWAS I and II projects

### 1.1.1 ECOWAS I project

The fact that child labour is a nuisance and the belief that high poverty rates, though a worrying situation (as it engenders child labour), should not be an excuse for allowing generations of children to be deprived of opportunities for education, health and safety standards, access to decent work etc. is well known to governments, especially those in West Africa who have been taking pragmatic steps towards the elimination of the menace. On several platforms,<sup>1</sup> Governments, stakeholders and social partners have committed themselves to tackling vigorously the broader challenge of child labour and its worst forms in the sub-region. Local communities were also seen to present a formidable movement for directly dealing with child labour. The ILO-IPEC therefore initiated the project “Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS” (also called ECOWAS I Project). The Project sought to accelerate progress towards elimination of child labour in the West African sub-region. It builds on on-going and past ILO-IPEC experiences in the sub-region and focuses on creating platforms for broader action to eliminate child labour in the core countries: Côte d’Ivoire, Ghana and Nigeria, and also sought to strengthen ECOWAS as the key sub-regional platform.

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<sup>1</sup> These include among others the adoption of a multilateral cooperation agreement and joint plan of action against Trafficking in persons (TIP), particularly women and children in 2006 by ECOWAS and ECCAS; the 11<sup>th</sup> Annual ILO African Regional Meeting in April 2007 in which participating countries committed to meeting the target of elimination of WFCL by 2015; the 2009 Regional Policy on Protection and Assistance to Victims of Human Trafficking in West Africa among others.

In-country upstream and downstream actions were carried out, as well as sub-regional actions. At the in-country upstream level, Nigeria, Ghana and Côte d'Ivoire were at various stages in the development of their National Plan of Action to eliminate child labour (NPA) and Governments in these countries solicited ILO-IPEC's assistance in strengthening capacities towards completing the NPA, and raised awareness through mobilization of resources for campaigns and for its endorsement. At the downstream levels, the project sought to implement direct action to eliminate the WFCL in two of the three targeted core countries namely Ghana and Côte d'Ivoire with a special focus on developing and/or scaling up model interventions adapted to the elimination of some of the WFCL enumerated in article 3(a) of Convention No. 182.<sup>2</sup> The project targeted four economic sectors including domestic labour, mines and quarries, lake fishing and commercial agriculture. In Ghana, the sectors were combating WFCL in mining and quarries, Lake Volta fishing and cocoa growing; and child domestic labour (CDL) and cocoa growing in Côte d'Ivoire. The third segment besides the country level actions constitutes interventions at the sub-regional level in which the project strengthened the role played by ECOWAS in combating the WFCL with specific reference to dealing with trans-border issues, establishing norms, monitoring progress, and leveraging human and material resources for sub-region-wide programmes.

The expected outputs of the ECOWAS I Project specific for the Ghana programmes are as follows:

**Output 1.1:** *Supporting the finalization and implementation of National Plan of Action (NPA)* - Consultations and technical support delivered for finalizing the National Plan of Action (NPA), its validation and adoption and for integrating child labour into other national, relevant sectoral, sub-national and/or local action plans in Côte d'Ivoire (RCI), Ghana and Nigeria.

**Output 1.2:** *Reinforcement of technical and institutional capacity* – Capacity-building programmes designed and delivered to fill gaps in relevant institution's capacity to implement the NPA in RCI, Ghana and Nigeria.

**Output 1.3:** *Strengthening of laws and regulations and their enforcement* - Technical assistance provided to reinforce national laws and law enforcement in Côte d'Ivoire, Ghana and Nigeria.

**Output 1.4:** *Advocacy, awareness raising and mobilization to support change* - National and sub-national awareness raising and social mobilization campaigns conducted in RCI, Ghana and Nigeria.

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<sup>2</sup> "All forms of slavery or practices similar to slavery such as the sale and trafficking of children, debt bondage and serfdom; as well as forced or compulsory labour including forced or compulsory recruitment of children for use in armed conflict".

**Output 1.5:** *Improving the availability and management of information on child labour -* Studies undertaken to fill identified gaps in knowledge base on selected WFCL and the problems of forced child labour and trafficking in Ghana and RCI.

**Output 1.6:** *Reinforcement of education, vocational/skills training and other actions serving children and families -* Models of intervention designed and piloted in four target sectors including models for withdrawing and preventing children working in forced labour and other WFCL in Ghana and RCI.

The ECOWAS I Project gives prominence to mainstreaming of child labour concerns into wider development frameworks and based on lessons from past ILO-IPEC programmes, mainstreaming will not be pursued at only the policy level, but also at the organisational and programmes levels.

### **1.1.2 ECOWAS II project**

The Global Report on Child Labour of 2006 highlighted the scale of child labour in Africa and since its release the child labour canker has been increasing. This required increased resources for programming as well as enhancing strategies towards combating the problem. In response to the resource needs, a new project, “Eliminating the Worst Forms of Child Labour in West Africa and Strengthening Sub-Regional Cooperation through ECOWAS II” (WA-ECOWAS II) was initiated. The Project aims at contributing to on-going and proposed new efforts by ILO constituents, Non-Governmental Organisations and Community-Based Organisations, and by the ECOWAS Commission to eliminate the WFCL in West Africa. In this context, the ECOWAS II Project seeks to strengthen the capacity of the ECOWAS Secretariat to assist its 15 member states to be more effective in the ways they address child labour by creating mechanisms for monitoring implementation of sub-regional policies and plans on child labour, among others.

The Project’s components are many and varied. Firstly, the ECOWAS II Project seeks to deliver financial and technical assistance to institutions engaged in national and sub-national policy making and coordination, social dialogue, law enforcement and service delivery on child labour and trafficking, fund research, and provide technical assistance to improve child labour/trafficking information and monitoring systems. It also mobilises ILO constituents, the media and the general public to advocate for a “worst forms of child labour free” childhood in mining communities in Benin and Nigeria. The Project also initiates direct action programmes to combat the worst forms of child labour in the artisanal mining and quarrying sector in Benin and Nigeria.

The key project components applicable to Ghana include:

**Output 1.3:** National and sub-national awareness raising and social mobilization campaigns conducted in Benin, RCI, Ghana and Nigeria.

**Output 1.5:** Models of intervention designed and piloted for withdrawing and preventing children working in the worst forms of child labour in Benin, RCI, Ghana and Nigeria.

**Output 1.6:** Models of intervention designed and piloted to promote resilient family livelihoods and sustainable community development in Benin, RCI, Ghana, and Nigeria.

## **1.2 Rationale for documenting the projects - good practices and lessons learned**

Given the growing concern on child labour, the ILO/IPEC initiates several programmes in complementing efforts by the Government of Ghana in dealing with the problem. In September 2009, the ILO/IPEC continued its technical assistance towards child labour elimination in Sub-Saharan Africa by commencing two projects on “Eliminating the Worst Forms of Child Labour in West African and Strengthening Sub-Regional Cooperation through ECOWAS (called ECOWAS I and II Projects). Ghana’s on-the-ground implementation of the two Projects began in April 2010 and April 2011. However, both projects phase out on April 30, 2014. The implementation of the projects involved several levels but mainly the upstream level anchored around policy, programme planning, research and documentation and capacity building all aimed at progressive elimination of child labour through strengthening the capacity of agencies to plan, initiate, implement and evaluate action to eliminate child labour. The second level – the downstream level – targeted direct action, community empowerment and community-based Child Labour Monitoring Schemes.

Over the implementation period, several challenges and achievements emerged, all of which contributed in one way or the other in shaping implementation and attaining results. These issues need to be investigated and captured to inform present and future child labour interventions. With the projects nearing its completion, the identification and description of Good Practices and Lessons Learned is paramount to sharing the lessons with concerned stakeholders and project implementers. The Good Practices documentation is also in accordance with the ECOWAS Project Approach and Strategy where the Project Document clearly states that “... by linking the two over-arching components, the project seeks to increase its impact and by documenting good practices in the three core countries and sharing them at the sub-regional level through ECOWAS, the project seeks to accelerate the elimination of the WFCL”.



The assignment seeks to make the documentation of Good Practices a “living document” to provide a deeper knowledge about developing, implementing and sustaining child labour interventions and for sharing successful models of specific interventions.

**1.2.1 Areas of intervention of the ECOWAS projects**

The Projects had direct focus to address child labour in the three major sectors of cocoa production, mining and quarrying, and fishing. Anchoring the interventions around tripartite body - Government, Organised Labour and Employers - with significance presence of civil society and donor community raised the profile of the projects and the interventions they sought to implement. The depth, with which the engagements with stakeholders, was pursued in itself is a Good Practice and important lessons are learned as to how socio-political pillars work together to address an overarching problem as child labour. In its actual implementation, macro level institutions including relevant Ministries, Departments and Agencies (MDAs), Employers Association, donor community, Organised labour (TUC etc.); meso level institutions like the MMDAs as well as micro level entities like civil society actors and communities played active roles in project implementation and achievement of results. The direct action implemented by IAs focused on three key sectors of fishing, cocoa and mining/quarrying and in all these broad results were envisaged.

KEY RESULTS
<ol style="list-style-type: none"> <li>1. Targeted Districts sensitized, educated and mobilized to fight child labour.</li> <li>2. Children in Worst Forms of child labour (particularly in cocoa growing, fishing and hazardous small scale mining /galamsey and quarry activities) and those at-risk identified, prevented, withdrawn, and rehabilitated.</li> <li>3. Vulnerable parents/guardians/keepers with wards in child labour identified and empowered through Social Protection strategies and decent work opportunities.</li> <li>4. Mandated institutions, including local government, mainstream child labour issues in their policies and development programs</li> </ol>

**1.3 Objectives of the good practices and lessons learned documentation and dissemination**

The “Good Practices and Lessons Learned Documentation” is to share practices and lessons from the ECOWAS I and II Projects with concerned stakeholders especially practitioners and implementers on the issue of child labour. The information will be used to improve knowledge on effective operations to combat child labour in Ghana and within the ECOWAS sub-region. Specifically, the Good Practices and Lessons Learned Document are intended to reach the following:

- Government agencies and other national level stakeholders.

- Local Government agencies (District Assemblies, Decentralised Departments and sub-district structures).
- Multilateral and bilateral donor agencies.
- The private sector and employers.
- Implementing Agencies including International and Local NGOs.
- Communities where child labour is prevalent.
- The Media.

## **1.4 Good practices and lessons learned documentation methodology**

### **1.4.1 Consultations and desk reviews**

The process of documenting the GP and LL has been very consultative. Firstly, there were consultations with the ILO-IPEC Officials to seek clarification on the Terms of Reference (ToR) and expected deliverables. The idea was to facilitate the creation of common understanding and appreciation of the documentation process. Following the consultation were desk reviews of secondary information. The ILO-IPEC stakeholders and IA in the course of project implementation submitted volumes of documents as technical progress reports, workshop/seminar reports, minutes of meetings and research documents. These documents contained enormous information that could inform approaches, practices and lessons that need to be captured and appropriately documented. Besides this are other valuable information in secondary literature (published and unpublished sources) which provided useful insight into the documentation process. This information (including stories, photographs and video footages) was gathered for review as a first stage of documenting the practices.

### **1.4.2 Field data gathering**

Gathering primary field data was guided by well-designed data collection tools and protocols in the form of semi-structured interview formats and questionnaires, key informants interview guides, and guidelines for Focus Group Discussions (FGDs). Field data was gathered from several levels. The first stage of field data collection involved consultations and information gathering from national level stakeholders including Governmental institutions, (Ministries, Departments and Agencies) donor community, Private Sector and Civil Society groups. At the downstream level (mainly at meso and micro levels) was the administration of questionnaires and interviews at the District Assemblies, Implementing Agencies and communities where actual implementation happened. Implementing Agencies contacted include the Network for Community Planning and

Development (NECPAD), Kuapa Kokoo and Parents and Child Foundation (PACF) which implemented direct interventions in mining and quarries, cocoa and fishing respectively.

## **1.5 Limitations to the assignment**

The GP and LL documentation was constrained by inadequate time and high rate of non-response. Documenting good practices requires massive engagement with all players. It also requires that practices are noted and studied overtime by the Consultant to afford him the opportunity to make substantive case of a practice as good; hence, far before the project closure, a Good Practice exercise should have been commissioned. Given the fact that the exercise is being done when nearly all Action Programmes in Ghana, especially those related to the ECOWAS I project which was extended by over a year, have concluded their implementation and almost project close out and exit, the challenge of re-engaging actors to document practices is huge. This also ties in to high rate of non-response because respondents need ample time to recollect ideas, analyse thoughts and decide on qualification of a practice as good or otherwise. Many respondents could not just provide adequate information; thus making the exercise rather tedious.

Notwithstanding the above limitations, relevant information to make the good practices documentation meet quality standards was gathered and is appropriately reflected in this document.



## **2. Child labour elimination good practices and lessons learned – Concept and definition**

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### **2.1 Child labour, causes and consequences**

Child labour refers to engagement of children who are below the minimum legal age of employment in economic activity in a given country. Typically, child labour involves work that enslaves children, sometimes separates them from their families, and condemns them and their families to a downward spiral of poverty and deprivation. Actually, children differ in many respects from adults in terms of their physiological and psychological make-up, and are therefore more susceptible to and more adversely affected by specific work hazards than adults. At the childhood stage, they are immature mentally, and are far less aware of the potential risks involved in the workplace. The effects of hazardous working conditions on children's health and development can be devastating. The impact of physically strenuous work, such as carrying heavy loads or being forced to adopt unnatural positions at work, can permanently distort or disable growing bodies. Article 3 of the International Labour Organization (ILO) Convention No. 182 defines the worst forms of child labour as:

1. All forms of slavery or practices similar to slavery such as the slavery and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict.
2. The use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances.
3. The use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs.
4. Work which by its nature or the circumstances in which it is carried out is likely to harm the health, safety and morals of children.

## WHY DO CHILDREN WORK?

*Child labour can stem from one or more factors, including:*

- Extreme poverty and the need for all members of a family to contribute economically to its survival.
- Limited access to educational programmes, for example, lack of school facilities in rural areas.
- Lack of legal documentation which keeps them from enrolling in school and receiving other state-social services and equipped education systems and teaching staff.
- Cultural and/ or traditional practices in certain geographical locations or among certain groups like migrant workers, nomadic and indigenous populations, and lower castes.
- Employment practices whereby businesses and factories employ children because they can pay them less than adults and because children are young, defenceless, and docile and may be bullied into doing work they should not be doing or into working long hours.
- Vulnerable children being coerced into illegal activities, such as drug smuggling.
- Trafficking or criminal practices, such as commercial sexual exploitation.
- Discriminatory practices in society and in education, for example against girls or certain population groups, such as indigenous peoples.
- Lack of acknowledgement of the problem of child labour by some governments, other socio-economic and political actors, and even the public and a failure to deal with the issue as a priority.
- Lack of social protection programmes through which poor and vulnerable families could access government and local authority support, particularly in times of difficulty.
- The death of parents or guardians from HIV/AIDS, creating new generation of child-headed households.
- Armed conflict with children forced to take up arms or provide other forms of military support.
- The absence of an organized workforce in informal economic sectors where child labour is prevalent, reinforcing the employment of children to the detriment of adult employment and the continued erosion of working conditions and basic rights.
- Any combination of the above or other phenomena that either encourage or oblige children to leave their childhoods, education and family behind and enter the labour market.

*Winrock global CIRCLE Projects, 2008*

## 2.2 Definition of good practices and lessons learned

A Good Practice (GP) is defined as anything that works in some way in combating child labour, whether fully or in part, and that may have implications for practice at any level elsewhere; and may as well represent any type of practice, small or large. In other words, GP is an aspect of a project that has been effective in preventing or reducing child labour and is an inspiration to others. Good Practices can be classified at three levels depending upon their degree of substantiation and the number of different situations where the practice has been applied. The levels include:

- Level 1: Innovative Practices.
- Level 2: Successfully Demonstrated Practices.
- Level 3: Replicated Good Practices.

Besides these levels are the criteria for determining what makes a practice “Good” and these include the following:

- Innovative or Creativity.
- Effectiveness/Impact.
- Replicability.
- Sustainability.
- Relevance.
- Responsive and Ethical.
- Efficiency and Implementation.

In documenting the Good Practices of the ECOWAS I and II Projects, 6 broad areas are identified where Good Practices emerged under the project namely:

1. Project Design and Implementation Arrangements.
2. Legislation, Policy Development and Enforcement.
3. Awareness Raising, Sensitisation and Advocacy.
4. Formal and Informal Education for Working children.
5. Social Protection for Local Empowerment.
6. Learning and Sharing, Capacity Building, Child.
7. Labour Monitoring.

Of the above broad Good Practices intervention areas, 17 specific Good Practices emerged as follows:

- Holistic and Integrated Design of the Projects.
- Intersectoral Collaboration.
- Partner Collaboration among IAs.
- Partner Collaboration with Local Government.
- (DAs) Clustering of project implementation areas.
- Combating CL through National Tripartite Forum.
- Aligning ECOWAS Projects to the National Plan of Action.
- Working within the purview of National legislations.
- The ECOWAS Symposium.

#### WHAT IS A GOOD PRACTICE

A Good Practice is an aspect of a project that actually has been tried (shown to work) and has been effective in eliminating or preventing child labour and therefore is an inspiration for others.

That is as distinct from what may be a potentially good idea but has not actually been tested. It could represent a work in progress, depicting preliminary or intermediate findings. It is important to also emphasize that Good Practice needs not be perfect in every respect. Information about inhibiting factors or circumstances limiting the applicability or impact of a practice can even be more useful to others than a 100 per cent “success story” Relevance of Good Practice Documentation in Child Labour Elimination

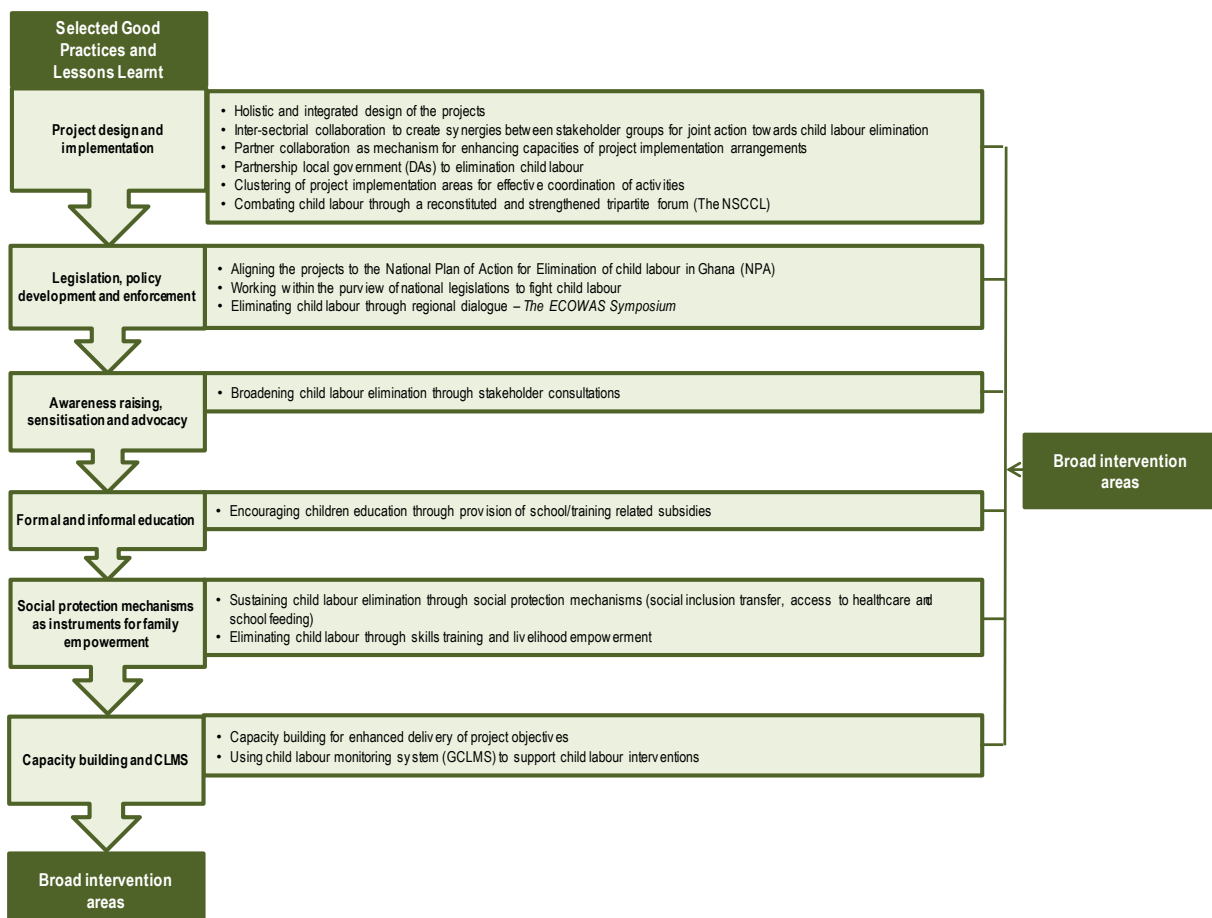
Whilst child labour is of prime concern globally, it is believed that it would be unrealistic and potentially counterproductive to promote a “one size fits all” approach to the problem of child labour. Recognising that Good Practice is not meant to be all things for all people and even if a project had limited success overall, there could be practices that it developed or applied that merit being highlighted and replicated.

Several approaches are applied, some of which demonstrate beyond measure to be good. In relation to issues dealing with child labour, evidence proved that a combination of measures is almost always required in reducing, preventing or eliminating child labour.

- Broadening Stakeholder Consultations.
- Using the Media to improve public knowledge and mobilise support.
- Bilateral Cross border Field Visits to Ghana and Côte d’Ivoire.
- Children education through school/training related subsidies.
- Sustaining CL elimination through Social Protection Mechanisms.
- Skills training and Livelihood Empowerment.
- Peer review of Ghana’s Child Labour interventions.
- Capacity Building towards delivery of project objectives.
- Using Child Labour Monitoring System (GCLMS).

## 2.2.1 Lessons learned

Whilst the lessons learned are sometimes used interchangeably with Good Practices, it refers to significant insights from a practice. The insights may be positive or negative but which reiterates the key methods that shaped the interventions and require adjustments or new approaches.





### **3. Specific good practices and lessons learned from the projects**

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#### **3.1 Good practices and lessons learned: project design and implementation arrangements**

##### **3.1.1 Holistic and integrated design of the projects**

###### *The practice – context and process*

The ILO-IPEC has since 2000 been implementing several projects in Ghana including child labour elimination interventions. Some recent child labour projects are the Time Bound Project (TBP) and the ECOWAS I and II Projects. ILO-IPEC's child labour elimination projects are conceptualized based on evidence on the need for intervention in relation to Government of Ghana's quest to tackle the child labour menace in Ghana. Very often, some minimal consultations are made with government officials where discussions are eventually fed into the project planning. This is complemented by findings of a fact-finding mission that engages stakeholders at various levels to establish the scale of the problem. The outcomes of these preliminary activities provide background information to the child labour problem in Ghana; and through this process, the ILO-IPEC conceptualises the project based on the scale and dimension of the problem, and thereby identify the project goals, approach, and strategies to deal with the problem. The project is then designed without further consultations and the project document released to the ILO-IPEC Ghana office for implementation.

In the conceptualization, design and implementation of ECOWAS I and II Projects however, a holistic and integrated approach was adopted. The ILO conceptualized the project based on previous child labour elimination project including the TBP as well as the ground evidence of increasing child labour practices in Ghana's fishing, cocoa growing and mining and quarries sectors. This information formed the basic input into the design of the ECOWAS I and II Projects. The TBP for instance had been implemented in over 20 Districts in Ghana between 2004 and 2008 and IAs focused on specific sectors where child labour occurs at the district level. This helped to identify a broad array of child labour issues and the scale of the problem. The project also provided lessons to inform subsequent child labour interventions among which included the need to adopt consultative processes through increased stakeholder involvement when child labour interventions are being developed. As part of the drafting and subsequent finalization of the ECOWAS Projects documents, a number of in-country stakeholder consultations in the form of stakeholder consultative

meetings, workshops and other forms of engagements were conducted with active participation of national level stakeholders to the extent that information from the meso and micro levels were not left out. This ensured that the Project was made responsive to local conditions.

The Projects recognized that the reduction, prevention and ultimate elimination of child labour are dependent upon multi-faceted and inter-related solutions, which called for the need to adopt a holistic and integrated approach in the design of approaches and strategies to maximize impact and enhance sustainability. This encouraged a lot of in-country consultation for greater stakeholder input, especially at the national level. This has been acclaimed as a Good Practice worth documenting to inform the design of child labour interventions.

### *Achievements/accomplishments*

The increased involvement of national level stakeholders in the project design by way of series of consultative stakeholder meetings led to significant achievements and accomplishments:

- The conduct of pre-project planning consultations with as many stakeholders as possible in order to identify the project's aims, objectives, and location(s) etc. demonstrated enough "local content" in terms of inputs to help project achieve its overall goal and specific objectives.
- Unlike some previous interventions, where there was less national stakeholder involvement, the same cannot be said of the ECOWAS I and II Projects. Because of the increased stakeholder input into the preparation of the Project Document, stakeholders demonstrated enough commitment to the project.
- By working systematically through design guidelines, Ghana was able to develop elements of the project that fit together to produce an integrated, holistic project which after implementation, has made significant progress, not only in the Projects' results but in a broader sense, the national goal of reducing child labour in the aforementioned economic sectors.
- MDAs have or are in the process of mainstreaming child labour elimination issues into their development agenda and this mass action is attributable to this practice. In the history of ILO-IPEC's child labour projects implementation in Ghana, there has not been any such progressive movement in efforts and desires to be part of a process that eliminate child labour than the era of the two ECOWAS Projects.

### *Necessary conditions for replication*

- The ILO-IPEC head office (in other words the framers of the project) recognises the need for country level input and that such inputs lie within the ambit of the broad national level stakeholders.
- Supportive political and legislative framework at national, regional and local levels that also engenders avenue for constructive dialogue and meaningful participation of key stakeholders.
- Project provides appropriate support, including funds and capacity-building for stakeholder consultative meetings and other engagements.
- Ensuring that a holistic strategy is employed from the very outset, from concept through to design, implementation and follow-up and being aware that implementing a holistic strategy requires commitment, time, vision, and resources.

### *Challenges*

Being an innovative approach in the ILO-IPEC scheme of project design, there were clear challenges with the appropriate mechanisms for engagement, which will yield the needed positive impact. Stakeholders initially saw the exercise as a mere formality and did not feel a strong sense that their inputs will make significant meaning to the project design. Consultations also take a lot of time, effort and resources and therefore by resorting to broader consultative arrangements, there were significant delays in project implementation.

### *Sustainability and ownership*

The ECOWAS I and II Projects, having incorporated significant inputs from in-country stakeholder consultations, were deeply rooted within the Ministry of Employment and Labour Relations (MELRs), which has through its Child Labour Unit (CLU) and other Ministries, including Ministry of Gender, Children and Social Protection (MGCSP), Ministry of Education (MOE) etc., been actively involved in every step of the way. Given their involvement, project interventions will continue (either directly or indirectly). Discussions with all MDAs point to real satisfaction for being part of efforts to eliminating child labour in Ghana as MDAs are quick to announce their association with ILO in implementing the ECOWAS I and II projects.

### *Lessons learned*

- Conscious efforts at including in-country inputs by way of stakeholder involvement could potentially deepen stakeholder collaboration in project implementation and thus help achieve project goals and objectives.

- National stakeholders have the burning desire to contribute to project outcomes not only at project implementation stage but most importantly from the project design stage.
- Stakeholders and beneficiaries develop a sense of ownership of the project and are informed and empowered through appropriate capacity-building and awareness-raising programs.

### **3.1.2 Inter-sectoral collaboration to create synergies between stakeholder groups and for joint action in child labour elimination**

#### *The practice – context and process*

The broad areas identified by the NPA where child labour occurs clearly demonstrate that child labour permeates every fabric of the Ghanaian society. This situation requires the active participation of sectors and institutions to tackle the issue and through joint action seek to eliminate the problem. Intersectoral collaboration, where all relevant sectors and institutions with oversight responsibilities demonstrate unflinching commitment in dealing with issues of child labour, is the way forward. Whilst this is so, the tendency for individual sectors and institutions to attempt to address child labour problems from their perspective without recourse to the broader scope of child labour promises limited achievements and successes. The ideal situation is to establish and strengthen closer relations among stakeholders in all sectors and through conscious efforts identify potential joint activities to promote greater collaboration. Intersectoral collaboration is particularly relevant in the area of mobilizing and engaging government bodies through political advocacy, education, awareness raising, resource mobilization, education, child welfare and community development.

In Ghana, concerns about child labour have come from all levels. At the level of MDAs, the MELRs (and its CLU, SWD), MGCSP, MOE, MLGRD, MFEP among others have the mandate to address issues of child labour. The MMDAs as units of the MLGRD are the very areas where child labour occur and therefore have the greater responsibility of tackling the problem with vigour. The donor community is equally concerned with the increasing rate of child labour and in nearly all sectors including the Projects' areas of fishing, cocoa, mining and quarrying, donors would want to see progressive efforts at addressing child labour. Organized labour is equally concerned about the problem of child labour and has often commented on the need for a holistic approach to address the problem. In the same vein the Employers' Associations (including GEA) are worried about the child labour problem. Civil Society is increasingly concerned that the future of Ghana's children is being compromised by child labour, not forgetting the enforcement agencies (particularly the

AHTU and DOVVSU of Ghana Police Service), which have also expressed worry about the situation.

Given these concerns, a project's strategy should reach all these sectors and call for an integrated inter-sectoral approach. The implementation of both ECOWAS I and II Projects involved broad range of sectors particularly because child labour occur in many sectors where institutions have the mandate to oversee development and in the area of child labour to address associated problems. As part of the planning and implementation process of the Projects, all sectors where child labour occurs were identified and the responsible institutions were engaged in diverse ways for action. Series of workshops, consultative meetings, interactive sessions and personal contacts among project managers and leadership of the sectors were held to forge closer collaboration towards realization of the common goal.

Adopting inter-sectoral collaboration as an approach for attaining desired project results is a Good Practice. Hitherto the elimination of child labour has been hampered by a lack of coordination, coherence, and support among various inter-related development actors. The benefits of this practice by ECOWAS I and II is the creation of a critical mass of support from all sector stakeholders and contribution of information not only for implementation of current child labour interventions but also for the development of coherent policies and programs focusing on education, child labour, and poverty alleviation at both national and local levels.

### *Achievements/accomplishments*

Inter-sectoral collaboration has led to the following achievements/accomplishments:

- All sectors where child labour occurs have been identified and strong relations built towards progressive elimination of the menace in Ghana. This has helped to create synergies among sectoral partners leading to the aggressive pursuit of child labour.
- Establishing and strengthening closer relations between stakeholders has contributed to avoidance of duplication of activities and has led to the maximisation of resources.
- Collaboration has enhanced the profiles and public image of sectoral stakeholders as they are seen to be working together on issues of major social importance. This has facilitated greater possibilities for advocacy activities and especially for small civil societies; they are able to increase their engagement with political stakeholders.
- It has contributed to a wider national development through the establishment and promotion of healthy and democratic systems and structures involving all stakeholders. Child labour is increasingly being seen as a national development challenge requiring coordinated efforts.

### *Necessary conditions for replication*

- Existence of a body with high integrity to coordinate affairs so that sector stakeholders will find the need to collaborate towards achieving a common goal. In Ghana's context, the role of MELR, ILO and NSCCL was phenomenal in this pursuit.
- Commitment of stakeholders must be secured to engender active participation of all stakeholders involved in efforts for prevention and elimination of child labour.
- Availability of funds to facilitate partner engagement is crucial. Inter-sectoral collaboration includes, among others, organization of series of workshops and consultative meetings as well as regular and effective communication and these required enormous funds to execute activities.
- A strong national child labour elimination framework like the NPA is important to foster collaboration among stakeholders. Already several institutions have signed up to the NPA and are thus obliged to implement aspects of the document.

### *Challenges*

Given the projects' short life span, establishing and sustaining such collaborations have been a challenge. One of the greatest challenges in tackling child labour is dealing with government structures that are not always flexible and have difficulty with issues that cut across more than one department, such as education and labour. The NPA has succeeded in fostering closer collaboration among sector institutions, yet the challenge of bringing all perceived partners on board remains a key challenge. How far an organization can go in fostering inter-sectoral collaboration will depend on time, resources, and its own capacity.

### *Sustainability and ownership*

Through the practice, sustainable systems and processes where stakeholders continue to work together on all child labour issues have been created. Through the collaboration, evidence attests to the fact that child labour interventions will be sustained after the Projects are over; thus, enhancing the socio-economic environment. The MDAs, Ghana Police Service, Civil Society groups and Private sector, having been largely involved in child labour elimination discourse, are aware of their obligation at every level of the child development process and thus continue to demonstrate commitment to implement aspects of the NPA.

### *Lessons learned*

- Efforts need to be coordinated within a strong framework of national policy development which solicits contribution and inputs from sector stakeholders.
- Child labour is a development issue that cuts across a number of governmental portfolios and sectors, including labour and employment, social services and welfare,

education, health, women, children and family, community development, and transport.



Participants at an advocacy and resource mobilization workshop for lead agencies that have signed the MOU to implement the NPA. Greenland Hotel, Agona Swedru.

### **3.1.3 Partner collaboration as mechanism for enhancing capacities of project implementing agencies**

#### ***The practice – context and process***

Project implementation requires enormous amount of capacity, experience and resources, as well as knowledge of the local area to successfully implement a project. For this reason, project managers would like to contact several organisations operating across the country or specific locations within the country and/or establish linkages with community-based institutions in order to foster unhindered implementation and sustainability.

In implementing the ECOWAS I and II Projects, the ILO directly engaged a number of IAs for many reasons, among which include, dealing with small number of implementers to facilitate easy coordination, monitoring and supervision. Key IAs engaged on the two projects are (i) Network for Community Planning and Development (NECPAD) which implemented broad child labour interventions in mining and quarrying for ECOWAS I, (ii) Kuapa Kokoo which implemented child labour interventions in cocoa growing for ECOWAS I and II and (iii) Parent and Child Foundation (PACF) which implemented child labour interventions in fishing. The span of project coverage was extensive, cutting across regions, districts, communities, cultures and languages. For instance NECPAD implemented interventions in 7 districts involving some 30 communities in 5 regions of Ghana. Implementing interventions in fishing, PACF covered 8 districts, some 45 communities in five regions. Kuapa Kokoo's intervention covered 3 Districts and some 20 communities in the Western Region of Ghana.

Whiles it is obvious that the ILO engaged these IAs who on their own proved beyond reasonable doubt that they have the capacity, experience and resources to implement the project across regions, districts and communities, it is also true that opportunities for establishing mutually beneficial partnerships in the form of collaboration has the potential to facilitate pooling and leveraging resources towards achieving the goal of eliminating child labour in the targeted sectors.



NECPADs sensitization and school supplies for withdrawn children at Wromso DA primary and JHS 7th November, 2011.

On the basis of the above, two of the three agencies collaborated with other NGOs with proven capacity but which have comparative advantage in terms of proximity in relation to project location and language proficiency. In its specific intervention, NECPAD collaborated with Afrikids Ghana in the Talensi Nabdam District (TNDA) of the Upper West Region in its implementation of interventions in that district. The TNDA of the Upper West Region is one of the selected districts of NECPAD's mining and quarrying interventions in child labour elimination. The district is several kilometres away from other intervening districts; has diverse languages, which required that NECPAD's direct intervention would require recruiting field staff with ability to speak the language or employ a translator.

Afrikids is an NGO based in the TNDA. It has proven capacity in implementing child labour interventions and maintains closer ties with the TNDA. NECPAD and Afrikids collaboration is also informed by the fact that both organisations share common experiences as they both implemented child labour interventions under the ILO-IPEC Time Bound Project (TBP) in 2006-2008. The collaboration was not captured by the NECPAD's Action Programme Summary Outline (APSO). It became an internal arrangement between the two organisations. NECPAD had an arrangement with Afrikids where the intervention earmarked for the Talensi Nabdam District was ceded to Afrikids. Not only did Afrikids implement the



child labour elimination intervention with remarkable success, it also introduced a range of innovative approaches in the intervention.

In the same way, Kuapa Kokoo collaborated with Small Business Services Network (SBSN) to implement interventions in livelihood components in the cocoa sector. The objective of the livelihood support component was to empower beneficiary families economically to enable them operate profitable business ventures as an additional source of income so they could take care of children.

This Partner Collaboration is indeed a Good Practice as it helps the project to draw capacities and experiences from several organisations/NGOs to implement the project while maintaining the same level of coordination, supervision and monitoring responsibility because the partner collaborator's responsibility is assumed by the lead NGO. Thus, both the parties in the collaboration, beneficiaries and ILO-IPEC derive mutual benefits from the project.

### *Achievements/accomplishments*

Key achievements/accomplishments under the Partner collaboration practice are as follows:

- As donors naturally want to see sharing and leveraging of resources among partners, the collaboration enabled partner organisations to pool resources together towards attainment of project objectives.
- The key IAs were able to meet targets with additional innovative approaches introduced by the collaborating agencies.
- Project implementation was unimpeded as language and socio-cultural barriers, which would have posed challenges, were overcome as a result of the collaboration. In line with this, the commitment of District Assemblies was secured because the partner NGO is well known in the district as against having an outside NGO to work in the district.
- The projects benefited from expert delivery of outputs contributing to significant achievement of objectives.

### *Necessary conditions for replication*

- Partner or collaborating agencies must have optimum capacity to deliver almost to the same level as the key implementing partner. It must also have a good background, knowledge and experience of the local conditions.
- Collaborating agencies must have clearer understanding of child labour elimination issues, adequate and experienced staff and skilled community facilitators to deliver project activities.

- The project agency (i.e. ILO) must appreciate the benefits of collaboration as a tool for implementing aspects of a project and therefore recognize such organisations' involvement in the project implementation even at the Action Programme development stage. In nearly all the cases, both for NECPAD and Kuapa Kokoo, the potential for such collaboration was not emphasised possibly because ILO-IPEC declared its preference to work with few NGOs.

### *Challenges*

The collaboration was confronted with challenges, including logistical and administrative. For instance, NECPAD had to assume responsibility for the collaborator's performance and financial arrangements. Furthermore, it did not benefit from knowing, appreciating and understanding some practices first hand from the collaborating partner.

### *Sustainability and ownership*

Through the collaboration, the DAs were brought into the picture in a way that foster partnership involving the DA, DCPC and CCPCs. Particularly for the CCPCs, their involvement helped to create a sense of ownership and the interventions have high degree of sustainability.

### *Lessons learned*

- The practice has demonstrated that partner collaboration could be effective in child labour elimination. Especially if it is well planned and executed.
- The practice has the potential to increase skills and knowledge transfer from one partner agency to the other. It thus potentially prepared organisations who have been part of the project implementation (who originally were not part of the project) to gain understanding of emerging child labour issues and so could implement similar projects on their own.
- The need for projects to recognise and encourage potential collaboration is crucial. Several donor projects encourage such collaborative arrangements as it helps to create synergies and build capacities. The ILO-IPEC child labour elimination project stands to benefit from such arrangements and must seek to promote it.

## **3.1.4 Partnering Local Government (District Assembly) to Eliminate Child labour**

### *The practice – context and process*

Implementation of Projects in general and, for that matter, the ECOWAS I and II in particular, is to complement the mandate and obligations of local government institutions. In Ghana, the District Assemblies, as local government structures are enjoined by the

Constitution of the Republic of Ghana and the Local Government Act, 1993 (ACT 462) to initiate, plan, implement and monitor development in their areas of jurisdiction. Whilst DAs are actually performing this mandate, they are confronted with real resource constraints to reach all areas of the local economy. Donor projects come in handy to complement DAs role and address some gaps. The greatest challenge has to do with effectiveness of collaboration between donor projects implemented by civil society groups and the DAs. NGOs secure grant and collaborate with DAs where very often such collaboration is limited to information to the DA on projects to be implemented and DA is invited into workshops or to grace occasion such as commissioning of projects.

In implementing ECOWAS I and II, similar collaboration was initiated by all IAs and this took several forms. However, in some instances, the collaboration was deepened and examples can be cited of NECPAD, which worked through Afrikids to implement the intervention in the TNDA of the Upper West Region that yielded visible innovative outcomes. Other IAs equally collaborated with some districts with remarkable outcomes. Both collaborations yielded mutual benefits as the DAs made real commitment to the project implementation that extended into a kind of partnership. In the case of NECPAD/Afrikids partnership with a local authority, a significant impact was achieved. Afrikids Ghana is a known NGO with established links to DAs in its area of operation. During the implementation of the child labour intervention, Afrikids actively involved the TNDA in all aspects of the project implementation process. Afrikids and the TNDA worked closely on many areas of the project including agreement on the project implementation plan, identification and selection of communities and beneficiaries, agreement on the social support packages (school supplies, skills training and social protection mechanisms). As children withdrawn and placed in formal schools and informal apprenticeship live at distances further away from location of schools and training centres, arrangements needed to be put in place to alleviate the burden on children in terms of the long distances they walk every day to school/training. In response, the TNDA provided 65 “home used” bicycles for distribution among the beneficiary children to ease their burden.

Creating effective Collaboration with District Assemblies towards implementation of donor projects where an NGO is the lead agency is a Good Practice and deepening the collaboration to assume a Partnership form is equally a practice worth replicating as much as possible. Through the Partnership, the TNDA was able to address a key challenge confronting a section of its children by facilitating a process that makes the NGO tackle a major problem of the district – child labour.

### *Achievements/accomplishments*

Achievements/accomplishments in fostering the partnership with the District Assemblies stem from the following:

- TNDA support NECPAD/Afrikids interventions with 65 “home used” bicycles which were distributed to beneficiary withdrawn children. This gesture removed the burden of children having to walk over unacceptably long distances to and from school every day. Without such support children were likely to have been drawn back into child labour as one child remarked: *«the provision of this bicycle has helped me to travel to school every day. Without this I can't imagine how I was going to cope. I now don't have any excuse for going to work ... not even on weekends because I need to show to the people that I am grateful for what they have done. I also think by going to school, I will have a future»*.
- By that support, the TNDA through NECPAD/Afrikids has demonstrated local government systems commitment to tackle child labour and its worst forms at the local level.
- By this gesture both Afrikids and TNDA have learned the mutual benefits of collaboration and the impact it has on local development.
- The practice sets the stage for building more mutual partnerships in development. It sends strong signals to NGOs within the district, the region and other parts of Ghana to emulate the example and creates opportunities for NGO-DA partnership for the benefit of the larger society.

### ***Necessary conditions for replication***

- A civil society (NGO), with greater recognition and which has maintained such closer ties with the DA, is essential in promoting this kind of partnership.
- The DAs should be open and receptive to civil society involvement in governance and also sees NGOs as key partners in development. In some few instances, NGOs have not availed themselves to the DA, creating a situation of rivalry in efforts to pursue development agenda.
- The DA must have the resources to contribute meaningfully in the collaboration/partnership. NGOs must not be seen by DA's as exploring opportunities to accumulate funds to the detriment of society rather they must be seen as partners in development.
- Clear modules for engagement between the collaborators/partners must be made right from the onset.
- Transparency and accountability is the key: the NGO must be transparent in its dealings and be more accountable to win the respect of the DA.



Collaboration with Afrikids Ghana in Talensi Nabdam District. The Talensi Nabdam District Assembly (TNDA) provided 65 home used bicycles to support withdrawn to travel to and from school.



### ***Challenges***

The greatest challenge had to do with securing the commitment of the DA to provide physical support for donor projects. Usually, DA's role in NGO project implementation is confined to participating in meetings.

With the limited resources of the DA's they are unable to commit resources into unbudgeted projects. This, coupled with the high public social, economic and political expectations, any extra resources go into satisfying the needs of the people directly, which are allocated on different criteria.

### ***Sustainability and ownership***

The TNDA sees the child labour interventions as complementing its role in securing the future of children and has therefore mainstreamed child labour into its development agenda. With the kind of partnership that Afrikids has created with the DA and its own pedigree as an NGO with integrity, the DA lays ownership to the project and is thus sustainable.

### *Lesson learned*

- DAs and NGOs have the potential to collaborate and partner each other to implement donor-funded projects spearheaded by the NGO.
- DA – NGO partnership has inherent mutual benefits that need to be explored to the advantage of the people at the local level.
- With the DAs as the government institution at the helm of the districts affairs, they have oversight responsibilities over all institutions and development pursuit of the district. Therefore collaborating effectively with the DA raises the ranking of the NGO and makes it more visible.
- Integrating child labour into the district development agenda ensures commitment and political will for eliminating child labour at the district level.

### **3.1.5 Clustering of project implementation areas for effective coordination of activities**

#### *The practice - context and process*

Child labour is widespread within Ghana as it occurs in many sectors including child trafficking, child domestic servitude, commercial sexual exploitation, fishing, cocoa growing, mining and quarrying, among others. Similarly, child labour elimination interventions should necessary cut across sectors, districts and communities where they occur. However, resource constraints, donor focus, government priorities and many other factors will often dictate which sectors should the available resources seek to tackle the issue of child labour and where in particular should an intervention be implemented. ILO-IPEC child labour elimination projects have in the past focused on several sectors and therefore have spanned across several districts and communities in Ghana. For instance the Time Bound Project (TBP) implemented by ILO-IPEC 2004 to 2008 focused on key intervention sectors and areas. Such widespread intervention calls for intensive supervision and coordination. This requires a sizeable number of staff at the ILO Ghana Country Office to regularly guide, supervise, monitor and coordinate project activities towards attainment of targets and results. The challenge in coordination of projects that involve several implementing partners is huge because dealing with organisations comes with its own problems.

To some extent, the ILO - IPEC needed to deal with a wide range of districts and communities where the intervention's resources should focus. The need to draw on experiences of past projects and their challenges also came to the fore. Recognizing that too broad a project would compromise its depth of results and impact, and availability of significant number of project staff, ECOWAS I and II attempted to reduce the challenges of past child labour elimination interventions. Having agreed on the three sectors of fishing, cocoa growing and mining and quarrying for the ECOWAS I Project and cocoa growing for

ECOWAS II project, the obvious strategy was to cluster the districts and communities for a smaller number of IAs to work. It is against this background that three IAs namely PACF, NECPAD and Kuapa Kokoo implemented interventions in fishing districts and communities; mining and quarrying districts and communities; and cocoa districts and communities respectively. Under this clustering arrangements, PACF implemented interventions in 45 communities located in 8 districts in 5 Regions namely Volta, Greater Accra, Brong Ahafo, Central and Eastern Regions. NECPAD implemented interventions in 30 communities located within 7 districts in 5 Regions namely Ga South Municipal in Greater Accra Region; Tarkwa-Nsueam Municipal, Prestea-Huni Valley District in Western Region, Wassa Amenfi District in Western Region, Amansie West District in the Ashanti Region, Asutifi District in Brong Ahafo Region and Talensi Nabdam District in Upper West Region. Kuapa Kokoo implemented interventions in Juaboso, Bia and Aowin/Suaman districts of Western Region involving 20 communities.

The clustering was reinforced by the frequent interpersonal contact between the ILO-IPEC Project Officers and the respective IAs throughout the design and implementation stages of the projects. Sessional meetings were held with IAs to provide orientation in the project guidelines, foster relationships and enhance knowledge sharing for elimination and prevention of child labour in the various sectors.

Clustering of project areas as carried out for ECOWAS I and II is a Good Practice as it draws on existing institutional structures of IAs to implement specific child labour interventions over a wide range of project areas. It reduced the monitoring burden on the ILO-IPEC Project Officers and allowed more effective coordination of activities. With this practice, project managers were able to deal with only three key IAs, who in turn manage a wide project area.

### ***Achievements/accomplishments***

Achievements/accomplishment emanating from the clustering of project areas for fewer IAs were:

- ILO-IPEC's project supervision, monitoring and coordination were effective as Project Officers dealt with fewer IAs who manage several activities over a wider project area.
- The management of project resources was effective. Each IA received sufficient funds to derive economies of scale from the resources. Otherwise, where many IAs are engaged, grant resources are split into smaller amounts which erode economies of scale.
- IAs were able to design elaborate intervention packages for replication in other project communities. This led to reduction in overall cost for specific packages.

- IAs demonstrated adequate presence in the selected districts and ability to reach all project locations even too difficult to reach areas.
- The practice facilitated identification of good practices and lessons for replication even within the same broader project. A practice which worked in one community is easily replicated in another community within the same district or another district where the IA is working.

### *Necessary conditions for replication*

- Agreement of ILO-IPEC to implement the child labour elimination intervention over few sectors of the economy. This will facilitate clustering specific IAs to work on some few sectors.
- Existence of IAs with proven capacity, experience and knowledge of child labour elimination and which clearly understand and appreciate the child labour situation in the project locations. The IA must also demonstrate availability of staff and logistics or arrangement to secure the needed resources to facilitate implementation of the project.
- The Government agencies spearheading the implementation arrangement from the national perspective should agree to the use of few IAs.
- DAs should commit to cooperate with IAs assigned to the district. The selected IA might not have worked in all the districts of the project locations and this pose some problems. Districts are often unhappy to have IAs who have no adequate presence and known in the district to work in their districts.

### *Challenges*

Entrusting a large number of interventions to a single IA was risky in the event that the IA carried out poor implementation of activities. In such cases, the entire sector of child labour being addressed suffers and the beneficiary districts and communities suffer. Thus, by engaging with fewer IAs, the ILO-IPEC had to ensure its initial choice was sound and performance monitoring was good.

The Projects did not make resources available to MMDAs and therefore working with the MMDAs, securing their commitment to child labour interventions posed serious challenges. Perhaps some resources for the MMDAs would have facilitated effective meso level implementation.

### *Sustainability and ownership*

The IAs were able to collaborate effectively with DAs (through the DCPCs) and community-based child labour committees (CCPCs, Child Rights Clubs, etc.) in the implementation of activities. Because the IAs might not be physically present at all times, the



DCPCs and CCPCs are made to be part of the implementation, and therefore, take due ownership of the interventions.

### ***Lessons learned***

- Clustering projects with the view of engaging fewer IAs enhances project supervision, monitoring and coordination.
- The need to support IAs build capacity and establish strong networks so they can handle projects that traverse sectors and locations is crucial.
- Whilst the bulk of ground implementation grant went to IAs, this left the MMDAs out of the direct implementation arrangement. The lesson learned is the provision of resources to the MMDAs would enable meso level institutions to participate and contribute to the child labour interventions.

### **3.1.6 Combating child labour through a reconstituted and strengthened tripartite national stakeholder forum (*The Strengthened National Steering Committee on Child Labour - NSCCL*)**

#### ***The practice – context and process***

In as much as child labour permeates nearly every socio-economic fabric of the Ghanaian society, it is important that projects aiming at addressing the child labour menace focus on establishing or identifying and working through appropriate institutional structures to manage and coordinate activities. With the existence of such strong management structures with a national identity, child labour elimination projects are able to benefit from effective communication and coordination, rapid response, development of a broad-based network of national stakeholders. This also raises the ranking of child labour issues and help to sustain the longer-term vision and goals for addressing child labour in the country.

Cognizance of the above, key to the implementation of the ILO-IPEC ECOWAS I and II is the consideration of mechanisms to effectively implement, manage and coordinate activities to avoid creating expensive and bureaucratic structures that cannot be sustained at the end of the project. In this regard, the National Steering Committee on Child Labour (NSCCL) immediately comes into play. Indeed the NSCCL is not a direct off-shoot of the ECOWAS I and II Projects, however, the two projects, especially the ECOWAS I Project contributed significantly to strengthen the Committee and made it visible. The NSCCL as the national body to steer the affairs of child labour issues in Ghana was established in 2000 to provide technical guidance to all child labour interventions and activities in Ghana. Throughout these years it remained weak and seen largely as a product of ILO-IPEC. During the implementation of the ILO-IPEC's TBP, the NSCCL was strengthened with the view of creating an environment for it to operate the way it is intended to. Unfortunately it was still not vibrant enough and

continued to be seen in the same way that it had previously been perceived with IPEC dominating in its management.

Under the ECOWAS I, the NSCCL was reconstituted and aligned to the NPA. This act gave it the impetus to become more vibrant with active broader stakeholder involvement. With the Child Labour Unit (CLU) of the MELRs as its secretariat, the Committee's functions include the following:

- Providing policy guidance for activities aimed at eliminating child labour in Ghana and integrating IPEC activities into other national efforts to combat child labour.
- Ensuring the achievement by the Government and responsible agencies of the objectives and targets set under the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana.
- Playing a leading role in advocacy for the elimination of child labour.
- Monitoring and periodically reviewing and evaluating the implementation of the National Plan of action to ensure the achievement of targets set under the NPA.
- Reviewing and endorsing Action Programs aimed at addressing child labour in Ghana.
- Advising on human resources and technical needs of key institutions dealing with child labour; providing leadership in resource mobilization.
- Reviewing Ghana Child Labour Monitoring System (GCLMS) and National Child Labour Progress Reports.
- Making recommendations for national social policy planning and international reporting.

The NSCCL has membership of 34 drawn from the following institutions:

1. Ministries, Departments and Agencies (MDAs) with a concern for children's welfare and elimination of Child Labour in Ghana.
2. Employers' organisations.
3. Organised labour.
4. Civil Society organisations (including NGOs with focus on child labour).
5. Research and training institutions.
6. Parliamentary representative.
7. Representative of Traditional Authority.
8. Donor community representative.
9. Faith groups.

The NSCCL is organized into three sub-committees namely (a) Advocacy, Social Mobilisation and Child Labour Monitoring Sub-committee (b) Cocoa, Fisheries, Mining and Quarrying Sub-committee and (c) Policy Advisory, Education and Skills Training sub-committee.

The act of strongly aligning the ECOWAS I and II Projects to the NSCCL is a Good Practice worth noting. Having been reactivated, strengthened and operationalized with active participation by the ECOWAS I and II, the NSCCL is more visible, drawing into its tray a mass of important stakeholders. Thus, fostering a shared sense of ownership and solidarity within the overall child labour elimination efforts. At the direct action level for instance, IAs were obliged to present their Action Programmes to the NSCCL for approval and indeed the Committees inputs in terms of comments and recommendations helped shape delivery of outputs. The NSCCL, working with its Secretariat – the CLU, carried out field monitoring of project activities in all project districts and communities where they made critical observations which the ILO-IPEC had taken seriously for redress.

### *Achievements/accomplishments*

The achievements/accomplishment associated with combating child labour elimination through a strengthened and well-coordinated NSCCL is varied and include the following:

- The NSCCL is strengthened through capacity building and involvement. Child labour elimination has therefore been taken to another level where it is not seen as the obligation of a few institutions but a collective responsibility of key stakeholder institutions in Ghana.
- By aligning strongly to the NSCCL, ECOWAS I and II have created a sense of ownership among key stakeholder institutions with a promise of sustainability of the child labour interventions in Ghana.
- The close relationship developed between ILO-IPEC and the NSCCL helped to strengthen the overall project, creating an enabling environment with widespread impact. Throughout the implementation, the NSCCL has carried out monitoring visits. Thus putting IAs and other stakeholders on their toes. The resource it generated has been the creation and dissemination of knowledge on child labour issues in Ghana.
- The NSCCL has performed its role as advocacy machinery and especially for the ECOWAS I and II projects; its advocacy on the projects activities is overwhelming. Through its advocacy, political decision-makers are now more aware of the local child labour situation and the causes and consequences of child labour informed by evidence from practical implementation of project activities. It is expected, without doubt, that such pursuits of the NSCCL will continue to affect political actions and decisions so that the situation of child labourers and at-risk children are taken into account during policy development.
- Thanks to the NSCCL, the ILO Convention No. 138 was ratified.
- Broad-based sensitisation and mobilisation to promote attitudinal and behavioural change concerning child labour has been realised.

- The NSCCL has facilitated training of key allies. For example 220 officers from the Law Enforcement Agencies, 85 CCPCs and 30 media personnel trained separately in various subject areas to help combat child labour.
- The NSSCL facilitated the preparation of comprehensive Hazardous Activity Framework.

### *Necessary conditions for replication*

- A committee of a national character which has been able to attain the needed integrity so that stakeholder institutions will have confidence in and be willing to be associated with.
- National level (as well as district and local level) institutions/stakeholders are determined to contribute to child labour elimination. For instance the development of the National Social Mobilisation Strategy is an effort to deepen stakeholder involvement at all levels.
- The MELR took a centre-stage in repositioning the NSCCL to assume its new character and role as a nationally recognised committee focused on seeking the progressive elimination of child labour in all sectors of the Ghanaian society.
- Favourable political and legislative landscape that makes the Executive, Legislature and the Judiciary create audience for issues of child labour and appreciate the urgent need to address the problem.
- Avenue for pursuance of advocacy strategies driven forward by involvement of high profile or committed politicians who are already well disposed towards issues of children's rights, the prevention and elimination of child labour.

### *Challenges*

The NSCCL had gone through stages of inactivity in the past until the advent of the ECOWAS I when it was reconstituted and strengthened to perform its mandate. Given that the Projects have fixed implementation periods, it would have been useful to have had an existing strong national steering committee so project implementation could take place immediately upon take off. The time and resources needed to put the NSCCL into action in the way it is currently constituted and positioned is a challenge. Whilst the ILO-IPEC strived to work within critical milestones, streamlining the NSCCL to enable the projects to take advantage of a strong national body was pursued on the side-lines often drawing attention and resources away from project management.

### *Sustainability and ownership*

The NSCCL has been institutionalized in Ghana, given its current strengths and position. It thus has the capacity to pursue a longer-term vision of child labour in Ghana. The Committee has taken up child labour elimination issues from specific projects and has given

its national outlook drawing in wide range of national stakeholders in the fight against the menace. Its multi-sectoral approach brings together MDAs, donor community, civil society, politicians and traditional authority, academia, the media and other social partners to act jointly and collectively on issues of child labour.

### *Lessons learned*

- A strengthened nationally recognised steering committee could potentially raise the ranking of child labour issues to attract the attention of all stakeholders including the Executive, Legislature, the Judiciary, Security services and civil society.
- Recognising that advocating for policy and legislative reform around child labour issues can be done effectively through politicians, civil servants, and other local authorities (such as traditional leaders), a national steering committee constituted along these lines is the answer.
- A fully resourced committee can effectively support combating child labour. Thus, the NSCCL and its sub-committees need to be well resourced both financially and logistically.

## **3.2 Good practice and lessons learned: legislation, policy development and enforcement**

### **3.2.1 Aligning the projects to the national plan of action for elimination of child labour in Ghana (NPA)**

#### *The practice – context and process*

The Government of Ghana acknowledges that child labour is a huge problem to social and economic development of Ghana and especially the fact that child labour has strong impact on the rights and welfare of children; the negative consequences put a toll on national goals such as fCUBE, poverty reduction, human resource development, among others. Also of critical concern is Ghana's drive to attain middle-income status by 2015 and the burden of having to alleviate vulnerability and social exclusion. Therefore a number of laws and policy measures have been put in place over the years aimed at realizing the constitutional provisions and moral obligations for the protection of children from abuse and exploitation. There is also the urgent need to have every child access education and health, the opportunity for self-development, the ability to compete effectively on the labour market as well as the ability and the opportunity to contribute to the prosperity of their households, communities and the nation as a whole in accordance with the law. Much as these issues are key and required urgent attention, there is a disconnection regarding issues of policy, legal, institutional and social architecture for protection of children and guaranteeing their development and their future.



Member of Parliamentary Select Committee on Employment, Social Welfare and State Enterprises comments on the NPA document.

The need to deal with this disjoint by bringing together different measures in a coordinated framework that will create a focus towards an effective and timely realization of this critical national goal. The response was the initiative to develop a National Plan of Action against child labour (NPA) which will create a concrete and coordinated platform for implementing interventions that give effect to the provisions of the 1992 Constitution of the Republic of Ghana, the Children’s Act, 1998 (Act 560), the Human Trafficking Act, 2005 (Act 694), the Domestic Violence Act, 2007 (732), The Criminal Code, 1960 (Act 29), and the Criminal Code (Amendment) Act, 1998 (Act 554) and other national legal instruments which address various forms of child labour. The NPA also constitutes the practical instrument for fulfilling Ghana’s obligations relating to a number of international instruments to which it is party.

The NPA was formulated through a long consultative process by various institutional stakeholders (including MDAs, Organised Labour, Employers Association and Civil Society groups) in the fight against child labour and adopted in 2009. The development of the NPA was spearheaded by the MELR and was endorsed by Cabinet in 2011. The goal of the NPA is to reduce the worst forms of child labour to the barest minimum by 2015 whilst laying strong social, policy and institutional foundations for the elimination and prevention of all other forms of child labour in the long term. The NPA identified nine (9) WFCL to be prioritized in the areas of Child Trafficking, Fisheries, Mining and Quarrying, Ritual Servitude, Commercial Sexual Exploitation of Children, Child Domestic Servitude, Portage of Heavy loads, Agriculture, Street Hawking including Begging. The Plan is deeply rooted in the Medium Term Development Policy Framework (2010-2013) and other sectoral policies relevant for ensuring the welfare of children.

The development of the Plan represents one of the most significant efforts at tackling child labour elimination through a multi-sectoral approach. The contribution of the tripartite group to the NPA development points to the participatory and consultative processes leading to ownership and greater opportunity for mainstreaming. Throughout its development and since its adoption, the implementation of ECOWAS I and II Projects have hinged on the NPA and that process is indeed a Good Practice. The Plan defines critical sectors in which WFCL occurs, where efforts need to be concentrated and as well provides a framework for actions by difference stakeholders to implement targeted activities to eliminate all forms of child labour. Following the implementation arrangements of the NPA, it is expected that MDAs initiate their own activities to eliminate child labour. As a mainstreaming tool that spells out the roles and responsibilities of all stakeholders, the NPA provides a framework for mobilizing resources and sets timelines regarding targets for effectively implementing interventions for child labour elimination in Ghana.

### *Achievements/accomplishments*

The NPA has made significant strides towards elimination of child labour. The key achievements and accomplishments include the following:

- With the endorsement of cabinet, the implementation of the NPA has executive backing. The document has therefore become an important instrument for dealing with issues of child labour in all sectors.
- The development of the NPA was spearheaded by the MELR with active involvement of other MDAs (including MOGCSP, MLGRD, MOE, etc.), other institutions like the ILO, Organised labour, Civil Society etc. This demonstrates that the Plan is multi-sectoral in nature and seeks to address child labour in all spheres.
- The process of development of the NPA was participatory and consultative. Thus, bringing together stakeholders from the tripartite, donor community, private sector and civil society organisations; and this increases commitment to child labour elimination in Ghana.
- By aligning the ECOWAS I and II Projects to the NPA, ownership and most importantly sustainability of project interventions is assured because the implementation of the NPA will continue long after the ECOWAS Projects have closed and exited.

### *Necessary conditions for replication*

- An NPA with Executive backing or with the backing of similar high ranking governmental body so that its implementation will not be hindered unnecessarily.
- An NPA whose development was participatory and consultative. This indicates that all stakeholders had made valuable inputs into the document and, hence, feel obliged to commit themselves to its implementation.

- The Plan should have inputs from key stakeholders including Government, Employers, Organised Labour and Civil society with significant commitment from donor community. This will facilitate a process of inclusion of child labour issues from all relevant spheres.
- An NPA that defines critical sectors in which child labour occurs, where efforts need to be concentrated and also identifies a specific Department or Unit that should provide oversight responsibilities to its implementation.
- Child labour elimination efforts need to be conducted within a strong frame work of national policy development and reform, first to improve systems that deal with the menace and one that discourages premature entry to the workplace, highlighting the dangers of the worst forms of child labour, and ensuring a smooth transition from school to work. Success of this ambitious endeavour depends on partnership, cooperation, and mainstreaming. These are tenets that an NPA should espouse.

### *Challenges*

The major challenge confronting alignment of the Projects with the NPA stems from the date for commencement of the project against the adoption and subsequent endorsement of the NPA. Whilst Ghana's groundwork of the ECOWAS I and II commenced in 2009 and 2010 respectively, the NPA was adopted in 2009 and attained Cabinet's endorsement in 2011. As a new document, its implementation needed some time and implementers of on-going projects would obviously have some level of difficulty in clearly aligning project objectives to the NPA.

### *Sustainability and ownership*

Following the launch of the NPA, several stakeholder sessions have been held to disseminate information to institutions. The document has been published and copies widely circulated to relevant stakeholder institutions with the intent to enable stakeholders identify their roles in relation to child labour elimination in Ghana. Again, Metropolitan, Municipal and District Assemblies have been able to identify specific activities that could be implemented to eliminate child labour within their jurisdiction. By aligning the ECOWAS I and II Projects to the Plan, the objectives and outcomes of the project are being institutionalized and the commitment to continue similar wide range of activities within the context of the NPA is secured. With the NPA, issues of elimination of child labour have been placed firmly on the national agenda.

### *Lessons learned*

- Aligning child labour interventions especially child labour elimination to a national plan like the NPA assures project sustainability in terms of ownership and continuity of interventions.



- Development of a Plan as a framework for child labour elimination should involve active participation of the legislature (i.e. Parliamentarians) so that high profile advocacy work would yield expected results.
- Adopting a multi-sectoral approach to NPA also ensures that massive stakeholder involvement in implementation of child labour elimination project that hinges on national plan will lead to success.



Mrs Stella Dzator making presentation on the NPA – Establishing linkage between ECOWAS Projects and the NPA at a stakeholder workshop in Kumasi.



### 3.2.2 Working within the purview of national legislations to fight child labour

#### *The practice - context and process*

Ghana has put in place a comprehensive legal framework to protect children and promote their well-being. The 1992 Constitution guarantees the protection of children from any work that constitutes a threat to their health, education or development and includes

the concept of Free Compulsory Universal Basic Education (fCUBE). Ghana has ratified the United Nations Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child and ILO Convention No. 182. The provisions of these various conventions have been enshrined in national laws.

The 1998 Children's Act consolidated and revised existing laws and constitutes the basis of Ghana's child protection system. It seeks to protect the rights of the child including the right to education, health and shelter and proscribes the engagement of children in exploitative labour. It sets the minimum age for employment at 15 years, to coincide with the age for completion of basic education. The 2005 Human Trafficking Act legislates for the prevention, reduction and punishment of human trafficking and the reintegration and rehabilitation of adults and children who have been trafficked. The 2006 Whistle Blowers' Act aims to protect and reward individuals who, in the public interest, disclose information about illegal conduct or corrupt practices of others. The 2007 Domestic Violence Act defines domestic violence to include physical, economic, sexual and emotional abuse and criminalises such abuse within existing and previous relationships and is particularly concerned to protect women and children from domestic violence. The Medium Term National Policy Framework (2010-2013) includes strategies for eliminating child labour. On 7<sup>th</sup> July 2006, Ghana was one of 24 countries to sign the *Multilateral Cooperation Agreement to Combat Trafficking in Persons, Especially Women and Children in West and Central Africa*, at a joint inter-ministerial meeting of ECOWAS and ECCAS countries in Abuja, Nigeria.

Whilst these laws do exist in Ghana and are thus instrumental in dealing with child labour, the ECOWAS Projects took advantage of them to keep its intervention in line with the tenets of these laws and have its interventions deeply rooted in Ghanaian context. By working within the purview of the existing national legislations, the Projects' activities were implemented without hindrances. Beyond this, the practice is also good because by working within the laws the Projects managed to entrench child labour in the broader national child labour elimination context.

### *Achievements/accomplishments*

- Commitment and active participation of all key stakeholders involved in efforts for the prevention of child labour including Ministries, Civil Society Organisations, International Organisations, Care Givers and Children.
- A strong institutional framework including the Child Labour Unit and the National Steering Committee on Child Labour to spearhead policy advocacy and multi-stakeholder collaboration
- Collaborative work is necessary especially among government ministries and their line agencies in developing and finalizing legislation and policies.

- High-level advocacy and coordination from donor organizations/agencies with ministries of government will hasten and/or influence the prioritization of the legislative work.

### *Necessary conditions for replication*

- External support is necessary in developing special legislation and national policies. The process requires in-depth studies/ assessments, extensive consultations and review of stakeholders' mechanism to generate the much needed support and assistance.
- Availability of child friendly legislations for the project to align its implementation to.

### *Challenges*

While the legal framework is among the most comprehensive in the region, weak institutional capacity and limited funding allocated to implement and enforce these laws means that they are only one step towards promoting and protecting children's rights, including the elimination of child labour. The principal challenge seems to be implementing legislation at district and community levels. For example the Child Panels created by the 1998 Children's Act are gradually being established more than twelve years later and by April 2011, only 31 out of the target of 170 district Child Panels had been established.

### *Sustainability and ownership*

Ghana's quest to adopt a participatory and transparent approach involving key stakeholders at national and sub-national levels is backed and reinforced by laws and that any intervention has to take cognizance of the laws and work within them in order to promote sustainability.

### *Lessons learned*

- If policies are to provide solid basis for sustainable delivery of public services and support an environment where children can grow and develop their potential, they need to be in line with the needs of the people concerned. This requires those concerned to be actively involved in policy development, implementation and evaluation processes.
- The existence of a child labour unit is an expression of government's commitment to tackle the issue. However, much of the potential usefulness and stature of such units is lost if they are not responsible for coordinating all aspects of government response to child labour. The fact that Ghana's National Programme for the Elimination of Worst Forms of Child Labour in Cocoa (NPECLC) reports directly to the Minister rather than being situated within the Child Labour Unit is a case in point. The relatively well-resourced NPECLC could do more to benefit broader child labour

issues, especially with one of its objectives being to test and develop approaches that can be used to tackle child labour in other sectors.

- Another difficulty resulting from NPECLC being situated outside the Child Labour Unit is that the programme team attempts to combine the roles of direct implementation of remediation initiatives with coordinating the country's overall response to child labour in cocoa. Responsibility for direct implementation needs to be separated from responsibility for coordination of a country's overall response to child labour.

### **3.2.3 Eliminating child labour through regional dialogue – the ECOWAS Symposium**

#### ***The practice – context and process***

In May 27 – 29, 2013, the Economic Community of West African States (ECOWAS) and ILO held a symposium in Accra on the *West Africa Regional Action Plan to Eliminate Child Labour (RAP)*. The Symposium involved 60 participants responsible for the elimination of child labour from Governments, Unions and Employers' Associations of all the ECOWAS member states. The *Regional Action Plan* adopted by ECOWAS Ministers of Labour and Social Affairs in December 2012 is a framework for intervention in each country, supplemented by supportive mechanisms of the ECOWAS Commission to promote collaboration between member states. The objectives of the Symposium were:

- Familiarize participants with the contents of the Regional Action Plan.
- Strengthen participants' understanding of their roles and responsibilities to implement the Regional Action Plan and the mutual benefits for doing so.
- Discuss next steps and set priorities for moving forward at regional level, using the mechanisms of the Regional Plan.

The Symposium allowed participants to exchange experiences and share views about progress and challenges of member countries. The Symposium closed with the delegates adopting the "Declaration of the ECOWAS/ILO Symposium on the West Africa Regional Action Plan to Eliminate Child Labour, Especially the Worst Forms".

The Symposium and Declaration is a Good Practice. The ECOWAS/ILO Symposium is a multi-national approach towards the elimination of child labour, building the capacity of an existing regional institution. The Symposium and its Declaration provide an implementation road map for all member states to use. The Declaration clearly states the strategies to be adopted and agencies at both governmental and private level that should be involved in the execution of the Declaration.

### **3.3 Good practice and lessons learned: awareness raising, sensitisation and advocacy to eliminate child labour**

#### **3.3.1 Broadening child labour elimination through stakeholder consultations and awareness**

##### *The practice – context and process*

The child labour and trafficking menace is well known as it occurs in many sectors of the Ghanaian economy. Several studies carried out by the ILO report the huge numbers of children involved in fishing, cocoa, mining and quarrying industry which is of grave concern to the Ghana Government, development partners, and civil society organizations to make conscious efforts in eliminating the menace and secure the future of such children. Other findings indicate that child labour exists because of reasons such as poor economic conditions, low education and low employable skills, non-enforcement or implementation of policies, laws and weak institutional frameworks. This shared concern often results in broadening stakeholder consultations in order to create more awareness to derive shared benefits. Awareness-raising, sensitization and advocacy are very crucial to stakeholders that seek to eliminate child labour. In many cases, children work because their parents and other adults in their communities also worked as children. More and more people need to know about child labour, particularly its worst forms, and why it is harmful both to the children concerned and society as a whole. They also need to understand the benefits of education and how it can help to combat child labour.

In view of the complex nature of the Child labour menace, three levels of Stakeholder Consultations emerged towards addressing the issues. The ECOWAS I and II Projects identified and worked with key stakeholder institutions to raise awareness, sensitized officials and scale up advocacy work on elimination of child labour. At Macro Level, MOE, MELR, MOGCSP, Ghana Police Service, GJA and NPECLC were engaged to create awareness and sensitised the public for collective action. At the Meso Level are stakeholder such as MMDAs, DCPCs, CCPCs and Child Labour Focal Persons of beneficiary districts who were also engaged. Other stakeholders at the Micro Level were basically IAs (including, NECPAD, Kuapa Kooko, PACF) as well as Service Providers. Other stakeholders who were sensitized on child labour issues were the private sector, donor community, civil society groups, communities (including parents/guardians/keepers of children and employers/users of children).

The practice of broadening stakeholder consultation to create awareness and sensitise officials is a good practice. Hitherto child labour issues had been side-lined and regarded as the responsibility of few institutions with majority of the institutions not demonstrating enough concern to curb the menace. This situation made tackling the child labour problem extremely difficulty. The ECOWAS Projects widened the scope of engagement in its

awareness raising efforts and succeeded in sensitizing a range of national and sub-national stakeholders. This has deepened appreciation and understanding of the problem so stakeholders are more poised to contribute their quota to eliminating the problem.

### *Achievements/accomplishments*

Key achievements/accomplishments include the following:

- Five Hundred (500) Community Child Protection Committees (CCPC) were formed in 2010 to 2012 and trained to assist with social mobilization campaigns to raise awareness, conduct broad sensitization to empower local communities on the risks and hazards of WFCL, the benefits of basic education for all children; the need to step up community surveillance and importance of collective action to eliminate all forms of child labour in fishing communities along the Volta Lake.



Training CCPCs on the Standard Operation Procedures (SOP) at Salisburg, Atonsu Kumasi 21st October, 2013.

- PACF, the CCPCs, Social Welfare Officers Assembly members conducted 18 sensitization meetings for the remote island fishing communities of the Pru district (Brong-Ahafo), Dangme East and remote fishing communities long the Volta Lake in Afram Plains, Biakoye (Kortokope), Kpando (Wusuta Kpebe), the Mfantseman East and West and the Ga South.
- The MOGCSP and MELR developed participatory Sensitization and Advocacy programmes that actively involved officials from other ministries, CSO at the district and community levels. Farming and fishing communities were taken through awareness raising, sensitization and advocacy programmes to elimination Child labour.
- Kuapa Kokoo Farmers Union supported CCPCs (in 20 communities of the Western Region) conducted awareness raising workplace surveillance, school monitoring, development / enforcement of community regulations.

- Through awareness raising and sensitisation, Members of Parliament are better informed and called for the elimination of child labour in the country. Parliament participates actively in “World Day against Child Labour”.
- Formation of the NSCCL created an enabling platform for stakeholder consultations. It easily facilitated identification of various interest groups for awareness raising, sensitization and advocacy activities.
- The NPECLC worked closely with SOMOPAC, General Agricultural Workers Union (GAWU) and MOE to develop print information/audio messages and posters to raise awareness, sensitize and advocate for Child Labour Elimination.
- The awareness raising Campaigns have created synergies between policy makers (Ministers), the media and social partners which will ensure the development of further interventions to address Child Labour Elimination

### *Necessary conditions for replication*

- A common goal of eliminating Child Labour among various stakeholders who also make progressive efforts to the joint action.
- Willingness of stakeholders (MDAs, NGOs and development partners) to trust and complement one another.
- Effective mainstreaming of child labour concerns into existing development plans and programmes.
- There is the need for continued networking among implementing agencies to share experiences and resources.

### *Challenges*

Although broadening Child Labour Elimination Contexts through Stakeholder Consultations in Awareness Raising, Sensitization and Advocacy was an effective practice, more time was spent at the planning stages of most programmes as compared to only when a stakeholder is involved in planning.

### *Sustainability and ownership*

By broadening the scope of engagement and bringing more stakeholders on board, the problem of child labour is well appreciated. Stakeholders have demonstrated genuine commitment as they see themselves as owners and/or partners of interventions to address the issue.

### *Lessons learned*

- Child Labour is a complex issue that should be approached from various angles by stakeholders with effective collaboration.

- Broadening the scope of stakeholder involvement in awareness raising on child labour promotes collective action.

### **3.3.2 Providing the platform for review of child labour elimination in Ghana (the ECOWAS peer review of child labour activities in Ghana)**

#### *The practice – context and process*

As part of the process of addressing the crucial dimensions of children’s rights, child labour elimination takes a centre stage and requires substantial investment in terms of time and resources. In fact, investing in protecting children has a direct positive impact on a country’s human capital and economic growth, thereby reducing the burden on Government spending on the long-term consequences of child abuse. With this notion, Governments around the world and, for that matter, the Government of Ghana, acting on its own and in collaboration with other bodies, continues to invest in eliminating child labour. Recognising that child labour is prevalent in West African States and dominates in particular social and economic endeavours, including mining/quarrying, fishing and cocoa growing, there is a paramount and urgent need for the regional body, ECOWAS, to tackle the problem in unison.

The ILO/IPEC ECOWAS I and II Projects have been implemented in at 4 countries, whilst interventions are on-going in several other countries with funding by Governments and the donor community. This underlies the demand for participants from member ECOWAS States to hold a Symposium in Accra, Ghana in May, 2013, which deliberated on the *West African Regional Action Plan to Eliminate Child Labour (RAP)* and which widely acknowledged the RAP’s mechanism of Peer Review of member states’ efforts at eliminating child labour as a good practice. Taking the first step, Ghana’s Minister of Employment and Labour Relations (MELR) volunteered Ghana to be peer reviewed. The ILO and ECOWAS provided technical and financial resources for the conduct of the Ghana peer review exercise. The objectives of the peer review include the following:

1. To help the reviewed State improves its policy making and implementation, adopts best practices, and complies with established standards and principles.
2. To provide mutually beneficial exchange of knowledge based on the systematic assessment of countries’ approaches to eliminating child labour.
3. To exert “peer pressure” and the willingness of the state concerned to accept it. This pressure can make itself felt in several ways, both public and private. During the review process itself, there was dialogue between the country under the microscope and its fellow states.



4. To make an overall assessment of the country's efforts on those issues that ECOWAS countries believe should be monitored in order to accelerate progress in eliminating child labour.

The conduct of the peer review exercise involved three stages. The first stage was a self-assessment report of Ghana's singular performance with respect to all interventions and activities around child labour elimination, undertaken by the Child Labour Unit (CLU).

The second stage of the peer review was the consultation phase, involving the conduct of the review by two ECOWAS member states (Nigeria and Côte d'Ivoire), supported by an ECOWAS Consultant. The reviewers conducted intensive dialogue with Ghanaian authorities, social partners and other stakeholders. The review team discussed a draft summary review report, including conclusions and recommendations, with the Ghanaian NSCCL for factual comments and corrections.

The third stage was the assessment phase when the reviewing countries submitted their draft peer review of Ghana, with recommendations, to a meeting of all ECOWAS member states (i.e. Heads of Child Labour Units) for discussion and adoption in Abuja, Nigeria. The meeting also validated the generic diagnostic tool for future peer reviews.

As already indicated, the fact that Ghana's submission to a Peer Review and the platform and support offered by ILO and ECOWAS for the review exercise to be conducted is encouraging is well known. The overwhelming acknowledgement that the entire process qualifies as a good practice is undisputed.

### *Achievements/accomplishments*

The Peer review exercise and the support provided by ILO and ECOWAS have provided a lot of achievements:

- Peer review helps to enhance the quality of work or performance. By resorting to peer review, ECOWAS member states, especially Ghana, acknowledge the need to examine progress made in child labour elimination efforts and to pursue an agenda to improve on the efforts.
- By conducting a situational analysis of the Child Labour problem, Ghana (and other ECOWAS states) has come to appreciate the enormity of challenges confronting Ghana. Most importantly, the efforts by Ghana in tackling child labour has been fully declared, which means that all partners/stakeholders including Government have left no stone unturned to see to the elimination of the problem. The review in this context has made Ghana's efforts at all fronts more visible.
- Through the peer review (of Ghana's child labour efforts), several findings emerged touching on broad areas of legal policy framework; institutional arrangements and

capacity; coordination of child labour interventions; measurement of child labour prevalence; levels of awareness on child labour; provision of services to children and families; resourcing child labour elimination programmes; mainstreaming child labour into development activities; diversification of sectors and regions in child labour elimination activities.

- In much the same way, the review has provided recommendations in all the above areas to improve on Ghana's child labour elimination efforts. These recommendations also go to inform other ECOWAS states of actions to progressively deal with child labour in their respective countries.
- By the conduct of the peer review, the CLU is being put on its toes to act progressively towards mobilising national efforts to eliminate child labour.

### *Necessary conditions for replication*

- The overwhelming acknowledgement that peer review mechanisms can potentially whip up enthusiasm among partners to increase efforts at dealing with child labour issues is paramount in getting the practice replicated elsewhere.
- A number of countries must be concerned about the problem and are acting simultaneously and progressively in tackling the problem. In the case of child labour, the problem is prevalent everywhere and can visibly be seen in all ECOWAS member states and therefore member states must agree to be peer reviewed.
- Member states must demonstrate commitment and boldness to be peer reviewed at any point in time and it does not really matter whether they volunteered to be the first or the last to be reviewed.
- The ILO and ECOWAS or any donor must willingly provide resources (financial and technical) to conduct the peer review exercise. This is because conducting peer review, especially on child labour, requires a lot of resources.
- Countries being peer reviewed must commit to accepting the outcome of the review and be further committed to taking the necessary actions to move the child labour elimination agenda forward.

### *Challenges*

The conduct of peer review requires enough time to engage all stakeholders and entities that matter in addressing child labour issues. Some field visits are required and key respondents must be available to contribute to discussions around progress being made, challenges and the way forward.



Meeting to discuss Peer Review of Ghana's Child Labour Interventions in Accra (2013).

In both the self-assessment and consultation phase, time and resource constraints hindered the carrying out of some major activities.

### *Sustainability and ownership*

The conduct of a peer review of Ghana's child labour elimination was mooted at the ECOWAS Symposium, where member states identified it as a good practice and encouraged countries to submit to review. This raises the possibility of sustainability and ownership. By Ghana volunteering to be peer reviewed, child labour elimination is given further recognition at the highest political level, thus heightening the potential for continuous Government support to progressively eliminate child labour in Ghana.

### *Lessons learned*

- Child labour elimination requires collective action at the national (domestic) and regional (ECOWAS) front. As ECOWAS member states pursue an agenda to eliminate the problem, it is equally crucial that member states join hands in supporting each other to deal with the problem.
- Peer review of child labour elimination actions demands substantial resources and ample time with high commitment of stakeholders. If any of these is in short supply, some aspect of the review could not be carried out limiting the outcomes. In the case of Ghana's peer review, due to time constraints on-site visits could not be carried out.
- The review is a learning process for Ghana and other ECOWAS states in their efforts at addressing the problem of child labour. On the basis of the findings and

recommendations made, the sub-region stands to gain in the fight against child labour in all sectors.

### **3.3.3 Using the media to improve public knowledge and mobilize action for child labour elimination**

#### *The practice – context and process*

The adage “information is power” is particularly true in relation to the prevention and elimination of child labour and the promotion of education. Awareness raising, advocacy and social mobilization are key to the elimination of child labour. People need to know about child labour, its worst forms, and why it is harmful both to the children concerned and to society. People also need to understand the benefits of education and how it can help combat child labour. In dealing with child labour, advocacy also takes a crucial position because of its ultimate goal to mobilise political decision-makers at all levels in order to bring about social change by having an impact upon relevant policies and programmes. Through advocacy, political decision-makers can be made aware of the local child labour situation and the causes and consequences of child labour, and their involvement can be sought in the practical implementation of project activities.

Creating awareness, influencing policy, mobilizing political decision-makers requires time, coordination and resources but most importantly it requires the use of appropriate medium because beyond contributing to practical changes, it first has to mobilise them on cognitive and emotional levels. One medium to achieve this is the use of the Media. The Media has the power of fostering communication and information exchange in order to improve mutual understanding and to mobilise communities and wider society to bring about the necessary change in attitudes and behaviours.

Ghana has a vibrant Media and since the liberalization of the Media some years back, it has been a major conduit by which the mass of the population is reached with information. The implementers of ECOWAS I and II Projects were fully aware of the important role the Media (both electronic and print) can play in efforts at creating an enabling environment, mobilizing support, forging institutional linkages and alliance-building as far as tackling child labour is concerned. The Projects worked with the Ghana Journalist Association (GJA) to establish a network for Social Mobilisation Partners against Child Labour (SOMOPAC). SOMOPAC’s membership includes the TUC, GEA, Ghana Pentecostal Council, Federation of Muslim Council, Ghana NGO Coalition on the Rights of the Child, and the Commonwealth Human Rights Initiative (Africa Office). Through the network, the media’s capacity has been built and has played critical roles in increasing child labour reportage. It has also created the platform through which IAs are able to publish their activities and thereby reach a large audience. Advocacy on child labour elimination received a great boost as the Media

heightened child labour issues at both the national and local levels. For instance, Child Labour issues became a campaign message during the 2012 Parliamentary and Presidential Election Campaigns. It appeared in the manifesto of the National Democratic Congress (NDC) as well as other political party's manifestos.

On other fronts, the Projects identified key media personalities to support ILO-IPEC make lasting impressions on the mind of the public. Working with the 2012 GJA National Media Awards winner, Mr Kingsley Obeng Kyere and the winner of the category on Child Rights Ms Funny Ampong as national child labour advocates and partners of the project, the media once again contributed its quota to the project.

The collaboration between the Projects and the Media in which a network has been established (i.e. SOMOPAC) is a practice that has yielded desired benefits and can be replicated in other child labour interventions.

### *Achievements/accomplishments*

The key achievements/accomplishments are as follows:

- Establishment of a network (SOMOPAC) is important in getting a formidable arm of governance to actively participate in the elimination of child labour in Ghana.
- The network has spread out to cover all regional capitals. That is to say that SOMOPAC has established branches in all the 10 regions of Ghana implying that media coverage for child labour and reportage is nation-wide in character.
- Training of 200 Journalists on child labour issues in all the 10 Regions of Ghana has equipped media personnel to understand and appreciate child labour issues and report appropriately.
- The setting up of media platforms by SOMOPAC is remarkable as it helps to raise the ranking of child labour issues. Such platforms include the Ghana Child Labour Watch as a social media platform on child labour; the Ghana Child Labour Watch Newsletter; and the website – [www.somopacnetwork.org](http://www.somopacnetwork.org).
- The Projects' collaboration with the Media has made it easier for child labour IAs to publish their activities in the media; thus providing opportunity to reach out to a larger audience.
- Through the awareness raising and advocacy by the Media, government and other stakeholders have improved their activities on child labour elimination and prevention.

### *Necessary conditions for replication*

- There should be willingness on the part of Journalists and its umbrella body (i.e. in this case, the GJA) to be part of a project that seeks the welfare of children by taking them out of work and finding decent and acceptable alternatives.
- Media institutions and Journalist must be ready to mainstream child labour issues into their programmes and devote adequate airtime and print space for child labour issues.
- As capacity building is crucial for getting the media along, Journalist and media houses must avail themselves for training and utilise the skills gained from such training for benefit of society.

### *Challenges*

Given the tight schedules in terms of time of Journalists and programmes, mobilizing the media was fraught with challenges. The media is also involved in nearly all aspects of socio-cultural, socio-economic and socio-political issues which tend to lay little emphasis on specialization in favour of one issue.

### *Sustainability and ownership*

Child labour has become a national issue, which continues to attract the attention of larger society. As the media is more willing to align to issues of national dimensions, the use of the media (SOMOPAC) is sustainable and media houses and organisations are committing themselves to its ownership.

### *Lessons learned*

The media has the potential to sensitise groups and stakeholders who might not be easy to reach under normal circumstances. With the support from media celebrities, the impact of media activities in relation to child labour is much wider.

## **3.4 Good practice and lessons learned: formal and informal education for working children**

### **3.4.1 Encouraging children's education through provision of school/training related subsidies**

#### *The practice – context and process*

The key target of the ECOWAS I and II Projects is to withdraw children, rehabilitate them and placed them in formal schools or informal apprenticeship training. In response to this

the IAs designed interventions that mainly seek to get children out of work and put them in places they belong so they can grow to become responsible citizens of Ghana.

Upon scrutinising all Action Programmes of IAs, all children to be identified and withdrawn were to benefit from one kind of education or the other. NECPAD withdrew 1337 children from mining (galamsey and quarrying activities) for support. Of this number NECPAD 60 per cent totalling 880 children were put in formal schools. PACF targeted to withdraw 1137 children from fishing activities, prevented 1,250 children and mainstreamed them into the formal education system. Kuapa Kokoo targeted to withdraw 140 children and placed them in formal schools. These children would have the opportunity to attain formal or informal education but their dreams are unlikely to materialize unless concrete measures are taken to whip up interest so they can go and stay in school or apprenticeship training. It has been said that withdrawing children deprives them and their families of income and for that reason, social protection measures and livelihood empowerment skills have been instituted to assist parents/guardians/keepers to support children to have the basic necessities of life. In much the same way, withdrawn children placed in either formal or informal apprenticeships and vocational training are unlikely to remain in school or training if the necessary learning materials are not provided. Therefore, all IAs made budgets available to meet the cost of school supplies including school uniforms, school bags, school sandals, assorted exercise and a wide range of school stationeries. These items are the requirements for school attendance, in both public and private schools. IAs therefore provides these items when a vacancy is secured for the child and is being placed in school.

Similar provisions were made for withdrawn children placed in informal apprenticeship training including hairdressing, dressmaking, mechanics, electrician, welding, carpentry, etc. Instead of the IA providing the skills training, the services are outsourced or contracted to master crafts men with very few enrolled in government-operated vocational training centres. NECPAD placed 40 per cent of withdrawn children (numbering 457 children) in informal apprenticeship training whilst Kuapa Kokoo provided 50 children with TVET services. PACF placed 47 children into apprenticeship training. For all these children, IAs provided a broad range of materials and met other costs to ensure that children go through their training without difficulty. The package includes provision of learning materials (- driers and hairdressing accessories, sewing machines and dressmaking accessories, carpentry materials, plastic chairs/small benches etc. IAs also paid for entrance and completion fees as well as other related costs.

Even though these are usual withdrawal services that come with Projects of this nature, it is equally a Good Practice that needs to be replicated. The packages were carefully thought out not only to meet the formal and informal education requirements but most importantly to whip up interest of children in school and encourage them to give up work for

school/training. The practice unarguably was successful as many more children desired to offer themselves for withdrawal even though resources were not adequate to withdraw all such children and provide services. The outsourcing of the skills training services to external master crafts persons reinforces the qualification of this Good Practice.

### *Achievements/accomplishments*

The key achievements of the practice was a remarkable success as children demonstrated total disgust for work and desired to be withdrawn. Specific achievements include the following:

- Targets for withdrawal into both formal and informal education (schools and apprenticeship/vocational training) were exceeded in many respects. This is attributable to the attractive withdrawal package, which also went to the right people.
- All IAs had school/training enrolment drives in their awareness raising strategies and campaigns. The Practice (i.e. withdrawal services) added up to the awareness raising, sensitisation, community education and advocacy drive pursued by the IAs. Families, households and entire communities were overwhelmed by the subsidies; increasing their resolve to resist child labour and all forms slavery-like practices.
- The Practice helped build a more effective and welcoming learning environment as teachers took part in the presentation of supplies/subsidies. In the process, teachers took opportunity to advise children to stop combining schooling with work and remain in school using the IAs staff as examples of people who were once children like them but have through education been useful to their families and communities.
- Out-sourcing skills training to external contractors/master craft persons enabled community-based craftsmen get a helping hand in their work thereby increasing their incomes. In many rural communities, it is difficult for master crafts persons to attract apprentices because children preferred working to training and so beyond the financial gains, apprentices offer helping hand to the master craft persons.

### *Necessary conditions for replication*

- A successful withdrawal process in which employers/users of children and families agree to release children from work so that the NGO can withdraw and rehabilitate the child.
- The project has components that allow the withdrawal of children from work for placement into formal and informal education. The project must also have made adequate provision for opportunities to grant these subsidies to children placed in formal and informal education.



- Vacancies are available both in schools and training to enable placement to be made without difficulty.
- Schools and apprenticeship/vocational training centres must be available in the communities where children reside or are in close proximity to the children's home communities. This is because experience has shown the tendency for children to be withdrawn from one WFCL and placed in another form of WFCL and this often happens if children have to travel long distances to access schooling/training and/or if they have to live elsewhere with relatives and friends.
- For vocational/apprenticeship training, the issue of availability of employment and/or the feasibility of self-employment in the vicinity of the children's home must be examined and this must inform the choice of training or the number of children who learn the same skill. This is important to avoid unhealthy competition and the tendency of creating unemployment situations for trained children, in order not to send them back to work even after training.

### *Challenges*

The Practice is confronted with several challenges:

- Limited and fixed resources provided by the Projects pose serious constraints. As prices of materials kept skyrocketing, the value of materials that an IA could provide is reduced because prices differ between the Action programme preparation time and implementation time.
- Selection of beneficiaries is a challenge as children have varied interest and this might not go the way project implementers envisaged.
- Vacancy problems as schools sometimes were full. If a school/training centre which is close to a child has no vacancy, then the child is compelled to make the sacrifice of going to other schools/training centre even if they are distance apart.
- Lack of employment opportunities after training only tends to encourage urban migration.

### *Sustainability and ownership*

In implementing this component of the project, IAs worked extensively with CCPCs and other community opinion leaders, thereby increasing the ownership by the communities. Through education, IAs have also made parents/guardians/keepers aware of the need to have children go and remain in school and that it is the obligation of parents/guardians to encourage and actually create that opportunity so that the subsidies are mere means of encouragement. In that context, sustainability is assured. However, given their high poverty levels, the potential for all parents/guardians to provide such support is in doubt as time goes on, casting a sly on sustainability.

## Lessons learned

- The need to explore and enhance skills related to rural technologies which may improve agricultural production, food processing and traditional small-scale rural industries is paramount as this has the potential to extend technology to communities rather than just a personal skill for the self-betterment of the individual trainee.
- In the event of non-availability of schools/training centres, children may have to travel over long distances to access services or even in some instances, they have to migrate. This pattern could expose children to more exploitative conditions and the risk involved cannot be discounted.
- In Ghana, apprenticeship training takes between 2 to 3 years. In a 2 year project where by the time children are placed in training, the project would have travelled over 6 months leaving the children less than 2 years in the direct hands of the IA; monitoring to ensure that children are not being exploited by master craft persons becomes a problem.



NECPAD Staff make presentation of school supplies to withdrawn children in Agyewodin Basic School at Acherensua



KG Tables and chairs supplied by PACF to Goi Basic School in the Dangme East District



PACF beneficiary children in dressmaking Apprenticeship training in New Town, in the Pru District



Kuapa Kokoo makes learning kits available to withdrawn children in hairdressing apprenticeship training

## 3.5 Good practice and lessons learned: social protection mechanisms as instrument for family empowerment

### 3.5.1 Sustaining child labour elimination through social protection mechanisms (*social inclusion transfer mechanisms and access to health care*)

#### *The practice – context and process*

In Ghana, as in nearly all countries, many factors account for the occurrence of child labour. They include: cultural beliefs, traditions and other circumstances beyond the control of children and families such as lack of access to school or loss of parents through HIV and AIDS. However, the majority of children work because of poverty. Indeed, child labour is both a consequence and a cause of persistent poverty. By keeping children out of school, it perpetuates the cycle of poverty and ignorance and maintains harmful social and cultural traditions (including social exclusion, vulnerability and discrimination) that sustain child labour. Evidence has been adduced to the fact that by removing children from or preventing them from entering situations of work without providing them with viable and sustainable alternatives can make the situation worse for them and their families. In many areas, the Ghanaian society, particularly in most of the project communities, families survive through subsistence farming. It is known that international standards frown on children handling dangerous implements and substances like machetes, pesticides and other harmful

#### **SOCIAL INCLUSION TRANSFER MEASURES IMPLEMENTED BY NECPAD**

In its Programme design, NECPAD proposed the provision of Social Inclusion Transfer (SIT) type of scheme to promote the principle of Social Protection to the poorest as a “right”. Recognising that the scope of Social Protection interventions is broad, NECPADs innovative approaches focused on provision of following two:

Conditional Cash and non-cash transfer which involves paying for the meals and transport of target groups mainly withdrawn children placed in formal schools and information vocational/apprenticeship training as well as empowered families to attend training workshops; and

Unconditional cash transfers to involve providing cash subsidies to disadvantaged and high vulnerable children and families withdrawn from galamsey and quarry activities.

The approach postulates inclusion of District Assembly officials in the vetting and approval of applications by children and subsequent payment of the invoiced item to the supplier/contractor to cover cost of construction, installation and transportation provision of the service.

As laudable as this is and with the potential to assist families to support children to go and remain in formal school and informal apprenticeship training, budget constraints limited the mechanism to the provision of non-cash transfer in the form of provision of 5 kg bag of rice to each selected child’s family per month. NECPAD estimated that of the 50 per cent of the target 2227 children given a total of 1138, 20 per cent was anticipated to be in a state of poverty. This gives 228 parents/guardians to benefit from the SIT. An additional 72 parents/guardians were to benefit from the transfers giving a total of 300 beneficiaries. In order for all the project districts to benefit from the scheme, each district had a quota of 50 parents/guardian beneficiaries.

In executing the transfer, NECPAD agreed with Focal Persons on the beneficiaries and the 24 month period each beneficiary parent/guardian received 5 kg of rice. This is to be cooked for the child whiles she attends school of training.

chemicals but the alternative is certainly not for children to go to school without food or suffer ill-health due to lack of access to health care or even worse due to porous safety mechanisms that endangers children's life as they walk long distances in remote areas to school.

To deal with these issues require pragmatic approaches. The IAs of ECOWAS Projects 1 and 2 saw the need to deal with these challenges if interventions were to be successful and have meaningful impact. Therefore, the 3 IAs namely NECPAD, PACF and Kuapa Kokoo designed and implemented, as part of the broad AP, varied social protection mechanisms to respond to these challenges. Social protection consists of a set of formal and informal mechanisms directed towards the provision of social assistance and capacity enhancement to the vulnerable and excluded in society (i.e. children, women, girl child, physically challenged).

The act of providing social protection mechanisms to support the child labour elimination process is a good practice which should inspire other interventions. Families in child labour endemic communities (whether cocoa growing, fishing or mining /quarrying) do not only show signs of poverty but exhibits all the causes that orchestrate child labour. That means children and in most cases families survive either in part or in whole on children's work. Withdrawing them from work is depriving them of living; hence Social Protection Mechanisms cushion them from the severe impact of forgoing work. The alternatives that Social Protection measures bring provide the needed support and facilitate the elimination process.

### *Achievements/accomplishment*

The key achievements/accomplishments for the social protection mechanisms include the following:

- The burden of survival of withdrawn and prevented children is drastically reduced as they benefit from social protection interventions
- 98 children benefited from NHIA thereby improving their access to improved health care.
- 300 parents/guardians benefited from non-Cash SIT which enabled parents/guardians/ keepers to provide at least one meal for the child to eat after close of school.
- The Social Protection mechanism inspires confidence and high esteem among children and families as some form of safety net provided to shield them from economic shocks.
- The Social Protection schemes also offered opportunities to boost savings especially among disadvantaged and poor families as monies that would have been spent on

feeding children, meeting healthcare costs etc. are saved. This ultimately leads to increased earnings and thereby alleviating the need to resort to child labour.

### *Necessary conditions for replication*

- National Social Protection Strategies must exist and have windows for seeking the welfare of children. In Ghana, social protection systems have always been responsive to the plight of children.
- Social protection systems that can be implemented at the local or community level so that projects can take advantage to extend benefits to working children.
- DAs must demonstrate commitment to projects that seek the welfare of children and show real involvement by way of supporting projects to hook up to existing social protection mechanisms.
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- DAs must demonstrate commitment to projects that seek the welfare of children and show real involvement by way of supporting projects to hook up to existing social protection mechanisms.
- Parents/guardians to succumb to child labour elimination interventions and also demonstrate real commitment to support project implementing partners to withdraw and rehabilitate working children.
- Beneficiaries must be sensitised to appreciate the fact that social protection systems are meant to supplement and/or cushion them whiles they perform their traditional roles of caring for the children but not to replace them so that no matter how scanty the package is, it should evolve to create a lasting impact on avoiding the use of children at work.

#### HEALTH INSURANCE FOR CHILDREN IMPLEMENTED BY KUAPAKOKOO

In designing its Action Programme, Kuapa Kokoo saw limited access to healthcare services in the 3 project districts and the worst affected include working children. In contributing to household chores, working children sometimes bear the cost of healthcare services and therefore any intervention to withdraw them should also take into consideration improving access to healthcare services. Responding to this, Kuapa Kokoo's Action Programme outlined access to health care services and this they proposed to achieve through creation of opportunities to enhance access. National Health Insurance (NHIS) came to the fore as a social protection measure. The proposed approach was for Kuapa Kokoo to negotiate with parents/guardians of the proposed beneficiary children and together with the District Assemblies carry out the activity.

Implementing the intervention of the field, Kuapa Kokoo negotiated with the District Assemblies for the registration of beneficiary children to receive the support. In all 98 children were registered and Kuapa paid the insurance premium and the NHIS Cards were issued to beneficiary children.

### *Challenges*

The cost involved in implementing social protection mechanisms is huge and often out of the range of some donor projects. The does not also cost also allow donor projects to implement a wide range of the protection measures that would have real impact. For instance, the Social Protection strategies proposed by NECPAD, which is perceived to have

remarkable impact on beneficiaries and to significantly address the problem, could not be implemented in full. The provision of 5 kg bag of rice per month to a parent/guardian is woefully inadequate and not attractive enough to have positive influence to prevent child labour.

### ***Sustainability and ownership***

Ghana already has a number of social protection mechanisms with extensive support from Government and other donors. The Social Protection mechanisms provided by the IAs are only operationalization of some existing mechanisms at the community level. The NHIA already exist while the SIT is in line with the LEAP Project. The IAs worked closely with the respective DAs who have taken up the practice as they do the necessary alignment to these national schemes for sustenance.

### ***Lessons learned***

- Social Protection mechanisms remain key conduit for addressing child labour. The provisions made to beneficiaries go a long way in supporting withdrawn children and/or their families to make savings in expenses which can be put to meet other household expenses.
- The cost of providing social protection mechanisms is huge and as it may go beyond the budget of specific projects, establishing a linkage with DAs or national social protection systems could potentially lessen the burden on projects.

## **3.5.2 Eliminating child labour through skills training and livelihoods empowerment**

### ***The practice – context and process***

It is already established beyond doubt that inability of parents/guardians to fully support children in all aspects of their daily lives is one of the key factors for child labour. This underscores the fact that poverty is a major cause and consequences of child labour globally and in Ghana. It is also advocated that any process to eliminate child labour should seek to alleviate poverty as a root cause of child labour. Such actions would also contribute to reducing vulnerability of particular social groups (such as women and children) and will be an important “enabler” to child labour elimination. As children work to make money (even though not in all cases) the loss of a child’s income can place a significant burden on poor families. For this reason it becomes extremely necessary to identify ways of replacing this loss to ensure that children do not return to work but go and stay in school. This may involve assisting beneficiaries and their families in accessing skills training and livelihoods (either alternative or additional) to enhance their lives.

The ECOWAS I and II projects share this common view and sought to pursue actions in that direction. The 3 IAs (Kuapa Kokoo, PACF and NECPAD) had to respond to this agenda of the project and design interventions to empower families to reduce poverty and create support systems not only for parents/guardians to help children but more importantly to avoid situations of child labour. The Actions of IAs sought to provide families of beneficiary children a wide range of services including skills training programmes, income generating schemes involving individual families and communities at large.

In their specific interventions, each of the 3 IAs designed broad interventions providing services to support households, families and communities. Kuapa Kokoo, in its ECOWAS I and II projects implemented interventions that benefitted 332 families. Areas covered include training and skills development, provision of start-up materials etc. NECPAD's economic empowerment interventions were largely family based and sought to empower parents/guardians of beneficiary children. In all, 300 parents/guardians received skills training that covered many livelihoods and were also provided with start-up capital in the form of tools and materials to begin their own micro-enterprises.

PACF's support to family interventions reached 171 families as against a target of 100 families and covered broad range of training services and start-up materials.

#### NECPAD'S SKILLS TRAINING, ECONOMIC EMPOWERMENT AND ENTREPRENEURIAL SUPPORT UNDER ECOWAS I

NECPAD recognized the importance of empowering parents/guardians of beneficiary children and development of income-generating schemes which provide capital assistance to families during the design of Mining (gamalsey/quarrying) Action Programme. Given the huge number of withdrawn and prevented children and constrained by resources, NECPAD selected 300 beneficiary parents/guardians (i.e. 50 per district). In delivering the service, NECPAD recognized its limitations in that area of service Provision and therefore outsourced it to two External Service Providers – Skinnettee Enterprise and Pat Collections.

The criteria for selection were as follows: (a) those who depend solely on incomes of children in "galamsey"/quarrying activities for their survival; (b) single parent headed families; (c) families that include a disabled adult or child; and (d) families caring for orphaned children and unemployed migrant parents/guardians. Beneficiaries were taken through career counselling sessions to enable them decide and select preferred livelihood options. Eventually, beneficiaries selected from the following categories (i) Batik, tye and dye (ii) Soap making i.e. liquid and bar soap, manufacture of hair and body products and making of detergents. Pat Collections provided skills training services on batik, tye& dye whilst Skinnettee Enterprises provided for the other component. Beneficiaries from each district (i.e. 30 people) went through 5 days of training.

Beneficiaries were then provided with Star-up Kits (mainly materials and accessories) to enable them start their micro-enterprises.



NECPAD officers interact with withdrawn children placed in formal school with their parents/guardians in Marjoe Community in Ga West District

Skills training and livelihood empowerment for families is a Good Practice as it complements direct withdrawal and prevention services provided to working children. It is a known fact that children work not only for themselves but most importantly to support households and families and that any process to remove them from working also invariably takes away their sustenance and livelihoods of parents/guardians/keepers. The tendency is for them to get back to work sooner or later. Hence efforts should be made to provide their families with support systems so they could go and concentrate in schools. By empowering families, interest is kindled and children's education becomes paramount.

### ***Achievements/accomplishments***

Specific achievements made include the following:

- Even though parents/guardians/keepers of children benefitted from the livelihoods empowerment, it in no small measure contributed to the project objectives and results.
- Beneficiaries are able to turn round the families' life and make real progress so children would not have to support family household incomes.
- The practicality that skills empowerment programmes have real impact on child labour elimination is now well known as beneficiaries attest to the gains that alternative or additional livelihoods have brought to their families.



## *Necessary conditions for replication*

- Donor Project design acknowledges the need for intervention that encompasses empowerment of families as a critical component of processes for elimination of child labour.
- NGOs/IAs partnering donor Projects in its implementation must equally acknowledge the need to tackle child labour and recognise that empowerment of families is necessary to achieve results.
- Availability of service provision capacity. Thus, the NGO must have the capacity to deliver skills training and empowerment package or an external service provider should be available to provide the services to beneficiaries.
- Local conditions should encourage skills development and that society attaches great respect to services received.
- Availability of markets for products. This means also that markets should be available not only in the community but also within the reachable vicinity so beneficiaries are able to sell produce.

### **KUAPA KOKOO'S SKILLS TRAINING AND FAMILY EMPOWERMENT UNDER ECOWAS I AND II**

Kuapa Kokoo, in its Child Labour elimination in Cocoa Action Programme identified the need to support parents/guardians/keepers of withdrawn children with livelihood empowerment support so they could assist children to attend schools and continue to do so. Of the 584 children, Kuapa Kokoo supported 332 affected families with livelihood empowerment support. Trainees learned diverse trade including the following;

- Group formation and dynamics
- Self-help mutual benefit
- Orientation on child labour and child rights
- Entrepreneurial and business management skills
- Cocoa extension

Beneficiary families were provided with start-up materials to enable them begin setting up informal microenterprises

## *Challenges*

Key challenges confronting skills training and livelihood empowerment relates to selection of beneficiaries. Given the huge numbers involved in terms of working children withdrawn and in the context of high poverty levels in project communities, nearly every child's parent/guardian/keeper is a potential "victim of the circumstances" and would like to benefit from the intervention. Therefore, selecting the few among the lot is a real problem. Another challenge relates also to the quantum of resources for provision of skills training and especially for provision of start-up materials to enable beneficiaries set up micro enterprises. The beneficiaries are poor families and so it is almost impossible for them to provide counterpart resources to complement what the project will provide. The result is that some beneficiaries sell off their start-up materials and begin their production and run out of resources after a few rounds of production.

## *Sustainability and ownership*

The communities have come to appreciate the importance of livelihood support as an additional or alternative income that has a high potential to help parents/guardians/keepers send their children to school. The commitment on their part to continue production of skills/livelihoods they learned or to use what have been provided demonstrated both ownership and sustainability. In another vein, sustainability is assured as Government's social protection schemes (including LEAP) are running in many districts and some IAs were able to link beneficiaries to one or more of such Social Protection Schemes, which is seen to have the potential to continue for a long time to come.

## *Lessons learned*

- Poverty remains a key factor in child labour and as many families are poor, child labour will continue to exist in many communities. The tendency for any reduction or possible elimination of child labour, beyond sensitisation and awareness creation, lies in meeting the needs of families through socio-economic empowerment.
- Skills training equipped parents/guardians/keepers of children to pursue economic ventures that could provide the means for them to encourage children to withdraw from work and place them in formal and informal education.
- In many communities subsistence farming has been the economic mainstay and with galamsey/quarry activities coming in to supplement household income. Opportunities for additional and alternative livelihood support systems have been unavailable also because the opportunity has not been sufficiently explored. The ECOWAS I and II Projects have explored these opportunities and that communities

## **PACF'S SKILLS TRAINING AND FAMILY EMPOWERMENT UNDER ECOWAS I**

PACF's Child Labour elimination in Fishing Action Programme identified the need to support families that would intend support their children to go and remain in school. The importance of family empowerment to PACF led to over achievement of target. As against a target of 100 families, PACF empowerment benefitted 171 families. The following specific packages were provided for both endemic and receiving communities:

### Endemic communities:

- 20-member group in Anyaman benefited from dough-nut making.
- 26-member group in Arlra benefited from bread making and oven.
- 18-member group in Wekumagbe benefited from Charcoal.
- 16-member group in Anomabo benefited from Fish smoking material.
- 1 disability parent in Anomabo benefited from Gari, Sugar and Kerosene and referral was made to DSW to access disability fund.

### Receiving communities:

- 15-member group in Kadue benefited from Fishing materials and equipment for mothers.
- 47-member group in New Kyeiasi, Tsetsekpo and Agordeke benefited from fishing materials and equipment for mothers.
- 15-member group in Wusuta Kpebe benefited from wire mesh for fish smoking.
- 13-member group in Kortokope benefited from wire mesh for fish smoking.

are aware that families can take advantage of other forms of livelihoods to support household incomes.



External Service Provider delivering skills training for NECPADs beneficiary families in Acherensua in the Brong Ahafo Region

### **3.6 Good practice and lessons learned: learning and sharing, capacity building and child labour monitoring system**

#### **3.6.1 Bilateral cross border field visit as opportunity for learning and sharing towards enhanced child labour elimination in cocoa production**

##### *The practice – context and process*

For many years, the use of children in cocoa production in Ghana and Côte d'Ivoire has hit global headlines as the two countries are accused of a practice unacceptable by ILO conventions and other national labour standards. Ghana and Côte d'Ivoire are both cocoa producing countries of the ECOWAS sub-region, accounting for over 70 per cent of cocoa production. The continuous use of children in cocoa production will attract global condemnation leading to labelling of cocoa from either of these countries as “blood Cocoa” with its attendant consequences. In efforts to correct the wrongs in this sector, many child labour interventions are being implemented and have focused on eliminating child labour in cocoa in the two countries. The ILO-IPEC ECOWAS I and II Projects specifically seeks to tackle this problem and have been working with Kuapa Kokoo in Ghana and its counterpart in Côte d'Ivoire, UGTCl. Having implemented interventions in this sector overtime, the need to learn and share Country-level information among ILO-IPEC offices and IAs became necessary. The Ghana and Côte d'Ivoire ILO-IPEC offices therefore organized the first bilateral cross border

field visits with a view to understanding the ILO projects on the elimination of child labour in the cocoa sector.

In December, 2013, a 25 member team comprising officials from the ILO and representatives of Government (MELR, NPECLC, WADA, BDA), organized labour (TUC, GAWU) employers' organization (GEA), Civil Society (Kuapa Kokoo, CATDNET, Coalition of NGOs), and Media institutions (GNA, GBC) of Ghana embarked on the cross border field visit to Côte d'Ivoire. The aim of the visit was to provide an innovative platform for sharing ideas and experiences on national, district and community-level programmes focusing on the elimination of child labour in the cocoa sector. Participants were afforded the opportunity to reflect on the application of policy on the lives of children, on the design and implementation of programmes so children in or at-risk of child labour are identified and remedial actions taken on implementation and sustainable impact and on coordination of interventions and monitoring. The team met with Government officials, local chiefs, child protection committees, teachers, children and parents in the communities of Diangobo and Niable (Department of Abengourou) in Côte d'Ivoire and Nsowakrom and Asuopri (Bia District of Western Region) in Ghana.

Among the various activities carried out was a debriefing session chaired by Ms Alberta Laryea-Djan of TUC (Ghana) at which the following key issues emerged:

- The need to develop a mechanism for information sharing and monitoring of projects.
- The need for visibility of projects and its direct impact on beneficiary communities.
- Formation of a West African Media Network on child labour.
- The sustenance and extension of the school feeding programme to deprived communities.
- The need for an album of best practices.
- The need for more income generating initiatives in deprived communities to sustain projects.
- The need for consistent dialogue and meetings between both delegations.
- Sustainability of project/interventions after project closure and exit.

Participants at the meeting also encouraged the ECOWAS Commission, Governments and key stakeholders to institutionalize and pursue exchange programmes to address the elimination of child labour within and between countries of the sub-region. They hinted that such cross-fertilization of ideas and good practices would promote the establishment of child labour free zones and accelerate the elimination of child labour, particularly its Worst Forms by 2015.

The cross border visit is a practice worth noting and replicating, as it offers opportunity for interactions among child labour practitioners in the two countries. Team members and participants broadly agreed with Ghana's ILO-IPEC CTA when he emphasized in his closing remarks that;

“This is the first joint mission of its kind between Ghana and Côte d'Ivoire. We came to see, to learn and to share lessons. A wealth of experience exists in both countries on how to end child exploitation. As well as cocoa, I hope these lessons will be learned to tackle child labour in other sectors of pressing need, such as artisanal mining, fishing, domestic labour and street portorage.”

### *Achievements/accomplishments*

The key achievements/accomplishments of the cross border field visits are as follows:

- The visit brought together stakeholders of both Ghana and Côte d'Ivoire to understand and appreciate child labour in the cocoa production sector. Twenty-Five team members from a cross section of stakeholders joined their Ivorian counterparts on a first bilateral visit to communities in both countries.
- Opportunity for learning and sharing critical experiences and wealth of knowledge, which hitherto had remained in each of the countries, has gone a very long way to improve delivery by partners.
- The issuing of the communiqué provides joint commitment to efforts at tackling child labour irrespective of administrative borders that separate the two countries.
- The involvement of the media afforded media practitioners opportunity to better appreciate child labour issues in both countries, providing a platform to campaign and advocate for elimination of the menace.

### *Necessary conditions for replication*

- The need to have in-country ILO-IPEC officials admit the impact of cross border visits as contributing significantly to improving understanding of child labour issues and commit themselves to plan and organise such field visits.
- Both countries should be implementing the same or similar interventions so that when visits are embarked upon mutual benefits are derived.
- A peaceful environment should exist in both countries, including borders with less entry/exit restrictions and assurance of security and safety for delegations and team members.

## ***Challenges***

The major challenge has to do with mobilizing stakeholders for a cross border visit of this nature. As all stakeholders have their routine work, getting all the key personalities to join the team often comes with great challenges. Such trips also require substantial financial resources and that it should be perceived at the project design stage and added as key activity so a budget line could be assigned to it.

## ***Sustainability and ownership***

Given the challenges in terms of mobilization of stakeholders and financial resources, sustainability cannot be guaranteed because when the project closes and exits, the tendency is less for continuity.

## ***Lessons learned***

- Cross border visits offers opportunity for country level child labour elimination actors to learn critical lessons and share valuable knowledge.
- Country level programmes can be shaped in a better way to deliver the most benefits to the people as lessons learned from other countries are applied.

## **3.6.2 Capacity building for enhanced delivery of projects objectives**

### ***The practice – context and process***

Projects in general and for that matter child labour intervention projects require that institutions and implementers have adequate skills to deliver and achieve results. This calls for institutional strengthening and capacity building initiatives among stakeholders.

Throughout the project implementation, key officers and staff from participating institutions were provided with training and capacity building exercises to properly equip them with needed knowledge and abilities for the successful implementation of the Project. The management of the Project organised high-level training for project managers and key staff by sub-contracting local organizations that have good backgrounds/experiences in the relevant training courses. At the upstream level, officials of relevant MDA institutions received training. Among them include the following:

- Officers from the Anti-Human Trafficking Unit (AHTU) of Ghana Police Service.
- Domestic Violence and Victim Support Unit (DOVVSU) of the Ghana Police Service.
- Commission for Human Rights and Administrative Justice (CHRAJ).
- Members of the NSCCL.
- Ghana Immigration Service (GIS).
- Department of Labour.

- Department of Social Welfare (DSW).
- Members from the informal sector.
- District and Community Child Protection Committees (DCPCs and CCPCs).
- Staff of other MDAs and MMDAs.

Capacity building interventions have included training programmes to build capacity of participants on child labour issues and elimination processes, advocacy and social mobilization strategies, information and experience sharing sessions to improve effectiveness of interventions promotion of collaboration, coordination and networking for effective law enforcement among others. In delivering these capacity building interventions, ILO-IPEC outsourced the sessions to external collaborators who are consultants with relevant expertise in their area of endeavour.

Whilst recognizing the importance of equipping the upstream level players with relevant capacities, the Projects equally made room for downstream capacity development to ensure holistic implementation of interventions and attainment of results. In the Project communities, capacity building was undertaken by the IAs and these are delivered through community workshops and meetings. The IAs delivered capacity building exercises to CCPC members and community opinion leaders to enhance their capacity as they are at the frontlines of the problem. Beneficiaries applied the knowledge in supporting IAs to carryout interventions in specific project communities. The training focused on child rights and child labour, and the value of education.

Capacity building for partners is crucial in all project implementation. For the ECOWAS I and II Projects, capacity building interventions and the mode of delivery where External Collaborators delivered the training are good practices. As capacity development holds the banner for equipping project implementers and support institutions in delivering objectives, ILO-IPEC achieved results based on capacity enhancement drive that it pursued throughout the entire project planning and implementation period.

### ***Achievements/accomplishments***

- Capacities gained from the capability building programmes of the Project gave project managers, key institutional staff and stakeholders' adequate skills to effectively and efficiently implement the project in their respective areas of responsibilities.
- To strengthen this approach, the Project supports additional trainings for other project partners' staff by encouraging those initially trained to transfer their capacities to co-workers and colleagues.

### *Necessary conditions for replication*

- The need to have stakeholder commitment in the project is paramount as it holds the key to whipping up interest of staff to participate in the capacity building programmes.
- High-level stakeholder involvement in the entire project implementation is important. Projects that seek to dwell on its own staff without making adequate room for inter-sectoral and partner collaboration is not likely to attract high ranking officials to participate in capacity building sessions.
- The project must have ample time for implementation so that planning and actual delivery and application of capacity building interventions could all be accommodated within the project life span.
- Availability of capacity building experts as external collaborators to deliver interventions with remarkable excellence. The Project should identify individual consultants, trainers or training institutions to serve as collaborators for delivering capacity interventions.
- The capacity building exercises must seek to generate sustainability and ownership among stakeholders and this is achievable when skills transfer from beneficiaries to generate better results.
- Continued support from donors is critical in replicating capacity building interventions. This is because the capacity building is relatively expensive and adequate support is needed to carry it out.

### *Challenges*

It must be emphasized that financial resources and capable personnel are necessary in ensuring project sustainability. Thus, relevant institutions like the key MDAs and the NSCCL, which will take over the responsibility for child labour elimination, must provide financial resources to engender project sustainability. It is known that financial resources could be a challenge and that is why the NSCCL and the relevant MDAs, having secured governments commitment to tackle child labour, must also seek avenues for compelling governments to provide the needed financial resources.

### *Sustainability and ownership*

Once beneficiaries receive training and similar capacity building interventions they feel committed to the course of the project as they apply the lessons to the achievement of project results. As they continue to offer support, sustainability for project interventions is assured.



## *Lessons learned*

- Capacity building is essential but must seek to build on existing capacities of beneficiaries. Therefore a careful capacity needs assessment should be done. Very often projects propose broad capacity building interventions but institutions to nominate participants might not have considered existing capacities of nominees and these defeats the entire purpose of imparting knowledge to relevant participants.

### **3.6.3 Using the Ghana child labour monitoring system (GCLMS) to support child labour interventions**

#### *The practice – context and process*

Child Labour Monitoring is a system that helps to ensure that children are safe from exploitation and hazardous work and it is based on regular and repeated direct observations which is coordinated in the most appropriate manner. Child Labour Monitoring covers any environment where children are present or likely to be present and includes homes, schools, workplaces and communities. The system allows institutions to keep track of beneficiaries and to measure the impact of their interventions so that adjustments could be made accordingly.

Ghana has a Child Labour Monitoring System within the MELR as an institutionalized process to track child labour and the interventions being put in place to withdraw and rehabilitate working children. This became a matter of grave concern to Ghana and in August 2006, the Government, through the then Ministry of Employment and Social Welfare, instituted the National Programme for the Elimination of Child Labour (NPECLC) to deal with the problems of WFCL in the cocoa sector.

NPECLC, with support from both local and international partners, effectively developed and validated the GCLMS in 2011, which is a holistic and dynamic process for eliminating the WFCL. The process involves direct observation, which is repeated regularly, to identify child labourers and determine risks, to which they are exposed, refer them to services to verify that they have been removed and track them to ensure that they have satisfactory and sustainable alternatives. GCLMS has been piloted and adapted since then.

The ECOWAS I and II Projects aligned to the GCLMS, so as to implement the developing, nationally recognized child labour elimination intervention and with active participation of all stakeholders. Thus, all implementing partners followed the GCLMS to identify working children and for provision of services. The GCLMS was made up of 6 tools namely:

- Tool 1 - Community Register.
- Tool 2 - Working Children/Child at Risk.

- Tool 3 - Workplace.
- Tool 4 - Supported Children.
- Tool 5 - Training Institution.
- Tool 6 - Institution.

ILO-IPEC made available hard and soft copies of the GCLMS tools, together with GCLMS Manual, to all IAs so they implement the projects in accordance with the appropriate tools. Beginning with the Community Register Tool, IAs registered all working children within the specific project community. The data also captures information about the date of birth, age, education status of the children, number of siblings, names of parents/guardians/keeper, among others. The working children/child at risk tool is used by IAs to capture children who are working or at-risk during the time of project implementation. The IA gives an identification number to children on tool 2. It gathers information about the child's personal details, employment information, family information, among others. Tool 3 is the workplace tool and that captures information on the working environment. Tool 4, the children receiving support tool, captures information on children and intervention support. The other tools are also used by IAs to track institutional issues.

The use of the GCLMS tools as part of the ECOWAS Projects implementation processes is a good practice. As a nationally accepted tool for tracking child labour issues, the ECOWAS Projects have aligned interventions to a national child labour data base. Other reasons that merit the practice to be qualified as a Good Practice include (i) its linkage to the national child labour policy and action, (ii) it has a legal mandate and operates under the authority and the supervision of the local government or labour inspectorates, (iii) it operates at the local level, covers work and service sites, and includes a referral system, (iv) the GCLMS is area-based and applicable to all types of child labour, including formal and informal economies, agriculture, illicit work, etc., (v) it is sustainable in terms of technical complexity, human resource requirement and cost, (vi) it is replicable and may be scaled up.

### ***Achievements/accomplishments***

- An elaborate inclusion of child labour in the National Medium Term Development Policy Framework.
- A heightened awareness and engagement of national level stakeholders in CLMS operations.
- A comprehensive CLMS database covering all the identified WFCL in Ghana.
- The setting up of the CLMS framework at the national and district levels.

### ***Necessary condition for replication***

- An existing CLMS, which is being used for tracking child labour.

- Donor projects recognise the need to align projects to the CLMS.
- Trained monitors who can commit themselves to the use of the tools in tracking child labour at all levels.

### *Challenges*

As with teachers, the community needs to be informed of the project's aims and objectives and its potential contribution to the future development of the community. Monitoring activities within the community will rely on the voluntary efforts of different stakeholders, so it is vital to ensure participation and ownership from as broad a cross-section of the community as possible. This will require appropriate and timely awareness-raising and training for those who come forward to support the monitoring process.

Given the nature of CLMS and the need for effective systems to gather data of a personal and confidential nature, it is important for implementing organizations and volunteer monitors to build the trust and confidence of beneficiaries and their families. This is particularly challenging in situations where domestic violence is a problem or children work in the WFCL. Establishing this trust can be a slow process, requiring patience, sensitivity, understanding and often the support of relevant professionals, such as counsellors or psychiatrists.

### *Sustainability and ownership*

A challenge of GCLMS is in ensuring that the system becomes embedded in the community during the project implementation so that it can continue to function after the project ends. Ownership is reinforced by acknowledgement of the monitors' work by the different stakeholders, in particular the community. Since interventions ultimately lead to livelihood empowerment and income generation activities, it is more likely to be sustained.

### *Lessons learned*

- By ensuring that as many stakeholders as possible participate, a CLM system can unite communities and create a sustainable platform for future development.
- The experience gained through GCLMS has shown that not only does monitoring help keep track of beneficiaries, their behaviour, and their performance in different fields, including education, but it also reinforces efforts to sustain the outcomes of the project in the longer term. Properly designed and implemented, CLM systems can bring together a wide range of community stakeholders to work closely together, keeping an eye on children and what they are doing in different environments and making sure that early interventions can be carried out when necessary.
- Integrating monitoring into existing structures and processes within a school and community may lead to its continuation beyond the life of the project.



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## ILO-IPEC Background documentation

- Action programme: “Support to the National Plan of Action (NPA) for the elimination of worst forms of child labour (WFCL) in fishing industry in Ghana”.  
Implementing agency: Parent and Child Foundation (PACF)  
Period: 8 December 2010 to 10 December 2012.
- Action programme: “Support for the elimination of worst forms of child labour in the cocoa sector (ECOWAS I) in 15 communities of the Bia, Juaboso and Aowin/Suaman districts in Ghana”.  
Implementing agency: Kuapa Kokoo.  
Period: September 2010 to September 2012.
- Action programme: “Support for the sustainable elimination of worst forms of child labour in cocoa (ECOWAS II) in three districts of the Western Region IN Ghana”.  
Implementing agency: Kuapa Kokoo.  
Period: September 2011 to September 2013.
- Action programme: “Support for the elimination of worst forms of child labour in mining and quarrying in six districts in Ghana”.  
Implementing agency: Network for Community Planning and Development (NECPAD).  
Period: March 2011-March 2013.

## ***ILO-IPEC Workshops***

- Regional stakeholders' workshop to promote collaboration, coordination and networking for regional level law enforcement agencies.  
Workshop held on 16-21 July, 2012, at Salisberg Hotel, Kumasi (Ghana), conducted by CLU/MESW.
- Two-day consultative meeting for MMDAs on information and experience sharing and strategies to improve effectiveness of interventions.  
Meeting held on 5-7 September, 2012, at Langford Royal Hotel, Kumasi (Ghana), conducted by NSCCL.
- One-day sensitisation and information sharing meeting for social partners.  
Meeting held on 8 August, 2012 at the Labour College, Accra (Ghana), conducted by CLU/MESW.
- Three-day specialised training workshop for the policy advisory, education and skills training sub-committee of the National Steering Committee on Child Labour (NSCCL) on the processes of law review educational policies and alternative forms of education for children affected by the WFCL.  
Workshop held on 12-14 September, 2012, Accra (Ghana), conducted by CLU/MESW.
- Two-day national stakeholder workshop to promote collaboration, coordination and networking for national level law enforcement agencies.  
Workshop held on 21-22 June, 2012 at the MESW Conference Room, Accra (Ghana), conducted by CLU/MESW.
- Training workshop for Community Child Protection Committee (CCPCs). Workshop held on 15-18 August, 2012 at Salisberg hotel, Kumasi (Ghana) conducted by CLU/MESW.
- Training workshop on advocacy and social mobilisation.  
Workshop held on 23-24 August, 2012 at the Forest Hotel, Dodowa (Ghana) conducted by NSCCL.
- Regional stakeholder workshops to promote collaboration, coordination and networking for regional level law enforcement agencies.  
Workshop held on 9-14 July, 2012 at the office of the Head of Civil Service Conference Room, Accra (Ghana).



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