



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

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

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**An independent final evaluation by a team of external consultants**

JULY 2009

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external consultants<sup>1</sup>. The field mission took place in May 2009. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

*Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

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## List of Abbreviations and Acronyms

APSO	Action Programme Summary Outline
CDW	Child Domestic Work
CLC	Child Labour Committee (District and Community)
CLM	Child Labour Monitoring
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
CHRAJ	Commission for Human Rights and Administrative Justice
CRC	Convention on the Rights of the Child
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Adviser
CWIQ	Core Welfare Indicators Questionnaire
DSW	Department of Social Welfare
DWP, DWPP	Decent Work (Pilot) Project (ILO)
EIB	Employment Information Bureau
FCUBE	Free and Compulsory Universal Basic Education
GCLS	Ghana Child Labour Survey
GEA	Ghana Employers Association
GER	Gross Enrolment Ratio
GES	Ghana Education Service
GHS	Ghana Health Service
GLSS	Ghana Living Standards Survey
GNAT	Ghana National Association of Teachers
GNCC	Ghana National Commission on Children
GOG	Government of Ghana
GPRS II	Growth and Poverty Reduction Strategy
GSS	Ghana Statistical Service
IA	Implementing Agency
ILO	International Labour Office
ILO/STEP	ILO Programme on Strategies and Tools against Social Exclusion and Poverty
IPEC	International Programme on the Elimination of Child Labour
JSS	Junior Secondary School
Kaya	Male porters
Kayaye	Female Head Porters
LEAP	Livelihood Empowerment Against Poverty
LUTRENA	Project on Trafficking of Children for Labour Exploitation
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MESW	Ministry of Employment and Social Welfare
MOE	Ministry of Education
MOEYS	Ministry of Education, Youth and Sports
MOWAC	Ministry of Women and Children's Affairs
NCCE	National Commission for Civic Education
NCWD	National Council on Women and Development

NDPC	National Development Planning Commission
NGO	Non-Governmental Organisation
NSCCL	National Steering Committee on Child Labour
STEP	Skills Training and Employment Placement Programme
TBP	Time-Bound Programmes
TVET	Technical and Vocational Education and Training
USDOL	United States Department of Labour
WACAP	West Africa Cocoa and Commercial Agriculture Project
WFCL	Worst Forms of Child Labour

## Executive Summary

ILO-IPEC projects are subject to end of project evaluations as per ILO technical cooperation policies and procedures and in agreement with the donor. In ILO-IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per ILO-IPEC procedures, a participatory consultation process on the nature and specific purposes of the end of project evaluation of the ILO-IPEC support to the National Time Bound Programme (TBP)<sup>2</sup> in Ghana was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders.

The focus of this final evaluation is ILO support provided to the national time bound programme (TBP) for the elimination of child labour in Ghana. The evaluation assesses the impact and contribution of this support to the realisation of the national TBP. The evaluation addresses both the preparatory process for developing the support project and its implementation. Specifically – in accordance with ILO guidelines<sup>3</sup> - the evaluators have attempted to consider the relevance, effectiveness, efficiency and sustainability of the program of support.

The evaluation combined desk review of relevant documents, interviews with key informants and field visits to two districts and two communities. In each district a meeting was organized with the DCLC. Each community visit involved a group meeting with participating children (identified as withdrawn or prevented), local authorities, teachers in local schools and local social service staff, some parents of supported children and representatives from the local implementing agency (NGO).

The 2001 Ghana Child Labour Survey (GCLS) estimated that nearly 40 percent of Ghana's 6.36 million children were economically active, with about 1.27 million in activities classified as child labour. Over 1 million of these child labourers were younger than 13 years of age. Through previous ILO supported work and other national processes large numbers of children in such activities, including child domestic work, manual handling or heavy loads (kaya and, especially, kayaye activities), commercial sexual exploitation, customary or ritual servitude (trokosi), small-scale mining (galamsey) and quarrying, fishing, and cash crop agriculture were identified as participating in the the worst forms of Child Labour (WFCL). The GCLS estimated that more than 242,000 children are engaged in hazardous child labour. Many children are exploited in the large, unregulated traditional apprenticeship schemes.

There is a national consensus that Child labour is generally prevalent in all regions of the country. Poverty is clearly the key determinant of child labour. However other socio-cultural factors such as cultural practices, inadequacies of the education system, and institutional weaknesses in the application of child labour laws are also important causes.

The ILO-IPEC TBP support project was implemented over a fifty-six month time period. The strategic focus of the project encompassed actions in social and development policy; technical and

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<sup>2</sup> Called ILO-IPEC TBP support project (ILO-IPEC TBP SP) in this report

<sup>3</sup> Planning and Managing Project Evaluations

institutional capacity; the legal framework and enforcement; awareness raising and public information; educational and training systems development; enhancing the knowledge base to inform planning child labour interventions and directly supporting specific actions to withdraw children from WFCL.

Given the wide scope of actions of the TBP support project it is not surprising that some actions would be more successful than others and that the degree of success was sometimes dependent on factors completely beyond the control of the project staff or collaborators. Rather than make a superficial attempt to assess the relative effectiveness of all of these discrete actions based on a very short visit to Ghana we have briefly described important outcomes from the project organised by objective in the section, “Summary of Program Outcomes by Objective.”

### **Lesson 1: A Time Bound Programme is very effective in creating awareness and initial momentum for national efforts to eliminate child labour.**

National governments are engaged with a multitude of new initiatives responding to ever changing demands and crises. This tends to be even more so the case in countries that have characteristics associated with greater amounts of child labour and WFCL. The ILO-IPEC support to the TBP in Ghana significantly contributed to the visibility of child labour – and especially WFCL – in an environment where the specific child labour focused actions strengthening legal instruments, government mandates, institutional capacity and public awareness could have been given inadequate attention if they had been integrated into more general government initiatives for poverty reduction, social welfare or child rights.

As a result of the TBP support project technical and financial assistance (as well as other actions on the part of other stakeholders) Child labour as a specific area of mobilization and action for government and civil society achieved a high profile in Ghana. Child labour features frequently in broadcast and print media and government officials across the relevant Ministries, Departments and Agencies (MDAs) and at various levels of the decentralized system exhibit a consensus on the seriousness of child labour as a development issue and the need to implement actions specifically focused on child labour (at least those in participating districts). ILO-IPEC support to the development of the NPA as a component of support to the TBP provided a mechanism to mainstream key TBP actions into a follow on national initiative (the NPA). By project design, the models of direct action intervening with children and households supported by ILO-IPEC TBP resources were intended to provide visibility for potential interventions to accompany the greater public awareness of the problem of child labour.

#### **Recommendation 1:**

- **ILO-IPEC should expand the use of the TBP strategy as a means to accelerate progress towards the progress toward the elimination of child labour in priority countries.**

### **Lesson 2: The transition from a Time Bound Programme to a systematic mainstreamed response must be more explicitly planned from the inception of the TBP support.**

During the abbreviated time period for the final evaluation both evaluators had been favorably impressed by the number of activities implemented and the impact ILO-IPEC TBP support project on

public awareness and individual level capacity. What was more problematic from the evaluators' observations and from the impression of stakeholders was the issue of sustainability. The ILO-IPEC financial support to the TBP had only been minimally adequate for reaching less than 20 percent of the districts in Ghana and there is general consensus that child labour and WFCL is prevalent in most areas of the country.

In addition, the districts that did receive financial and technical assistance through the TBP support project had established structures and strengthened individual capacity but there was insufficient systematic ongoing support. DLCs and CLCs had continued to meet but they had few resources to address their mandate. The CLU in the MESW did not have access to the financial or human resources necessary to provide regular support after the initial establishment and training of the district and local committees. While the TBP support project did result in the integration of child labour into the GPRS II a 2008 evaluation of District Development Plans (Center for Social Policy Studies) found only one district development plan of more than a hundred district plans assessed had budgeted resources from the common fund to support the new child labour structures<sup>4</sup>. The experience in one district visited illustrated the problems of transitioning to a sustainable system as many months had elapsed without a district level allocation to make a relatively small repair to the motorcycle used by the DLC coordinator to monitor and meet with the CLCs.

Fortunately the NPA is currently being developed to address the sustainability issues directly. Through a consultative process the stakeholders have attempted to elaborate a consensus plan that is fairly specific in how responsibilities for addressing child labour are allocated among the relevant parties and at the different levels of the decentralized system. The process has asked stakeholders that have been assumed these specific responsibilities to develop and present concrete plans for how those responsibilities will be discharged. While the NPA is still in its final consultative stage the current draft exhibits some characteristics that had negative consequences on the TBP support project at the district and local level. There seem to be an emphasis – in the TBP support project design and in the NPA - on the establishment of new structures and strengthening individual capacity and less attention paid to activities that will promote the commitment of the resources required for sustainable national and local level efforts to eliminate child labour.

### **Recommendation:**

- 2. To the Government of Ghana: the final version of the NPA should be accompanied by clear estimates of the ongoing recurrent resource requirements for all of the actions required for implementation. These estimates should be in the form of budgetary requirements for ongoing implementation rather than once-off project type estimates.**
  
- 3. Government of Ghana: the final version of the NPA must be based on careful consideration of how structures and strategies for reducing child labour at the district and local level can be integrated and streamlined into relevant existing development structures and strategies rather than creating additional structures that require their own human and financial support.**

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<sup>4</sup> Various District Development Plans examined by the evaluators did contain a variety of proposed expenditures for children. However only one of more than a hundred plans reviewed by the Center for Social Policy Research had an allocation that supported explicitly the activities of the new structures, the District Child Labour Committee.

### **Lesson 3: The objectives or goals of Time Bound Programme support projects have inherent tensions between demands to reach many children and the knowledge generation or learning aspects of the projects.**

A common observation from informants was the very ambitious scope of the TBP support project. TBP support project staff implemented the project design faithfully – notwithstanding some delays resulting from the national election and transition period and some underestimation of the time required to implement support activities at the district and local level. Despite the efforts of the staff it appeared to the evaluators that the support project was chronically spread too thin across this exceedingly ambitious mandate. While the project design is clear, concise and logical it also suffers from an inherent tension between a focus on developing an enabling environment and a mandate to intervene directly with a relatively large number of children across a wide geographical area and in diverse communities. A frequent comment was that the allocation of resources to the district, local and especially the direct intervention with children at the community level were insufficient to make a sustainable impact. One key project collaborator at the national level referred to the allocation for local projects as “disgracefully inadequate” and others referred to the interventions strategies as “touch and go.”

The conflict between the scope of direct interventions that would be required to make an appreciable systemic impact on child labour and the depth and continuity of contact with children and communities needed to refine and validate effective models for replication can also mean that the direct intervention models implemented in a TBP may not be the most relevant choices for a given context. In the case of the TBP support project staff needed to identify and – in some cases provide technical assistance and advice – to providers in 20 districts in Ghana. The need to invest time in the development of providers of direct services and implement the models according to the project timeline required the support project to focus on districts that were willing and able to submit proposals rather than districts chosen on the basis of severity of WFCL. The lack of direct service providers also resulted in providing support to models of intervention that were either generic and/or models based on the particular capacity of the few providers potentially able to provide the direct service component. These models of service may not have been strategies that are the most relevant or effective for addressing the varying dynamics of child labour in Ghana.

The lack of sustainability and questions about the relevance of the local (district, community) direct interventions) in itself is not a criticism of the project design or implementation. From the project design it is clear that external funding for the local level interventions was intended to “develop models of intervention” for addressing child labour and that financial support was short term. However the demands for developing the enabling environment and the struggle to simultaneously develop local partners and implement interventions for meeting targets for withdrawing 5,000 children from WFCL and preventing an additional 9,000 children from entering WFCL left no financial allocation (or time) for the important task of systematically assessing effectiveness/relevance and replicability of the various direct intervention strategies or for formal activities bringing providers together for sharing their experiences with project staff and government partners and documenting and disseminating the promising models of intervention.

As described in the *Constraints* section, the time and resource allocation for the final evaluation were clearly inadequate for any reasonable assessment of these models. Despite the clear achievements of the ILO-IPEC support project, perhaps the most disappointing outcome is that at the end of the support project period the knowledge base is still lacking perhaps its most important component –

well documented successful and implementable strategies for reducing child labour and/or providing immediate support to eliminate WFCL.

**Recommendation:**

- 4. ILO-IPEC should seek resources to undertake an impact evaluation of the direct service strategies and include in that process a national level meeting where providers can share their experience with government officials and promising strategies can be documented and disseminated.**
- 5. For ILO-IPEC: project designs for TBP support projects utilizing funding that requires direct intervention should be much more explicit about the tradeoff between reaching larger numbers of children and the knowledge generation aspect of developing intervention strategies and models. Since the resources for TBP support projects are unlikely to be sufficient to reach a meaningful percentage of children engaged in child labour or WFCL the projects should be encouraged to focus on smaller numbers of children and place more emphasis on monitoring, evaluating and refining models of intervention as well as dissemination and mainstreaming of tested models.**

**Lesson 4: The political and the technical require appropriate levels of attention**

As indicated throughout the evaluation, the TBP support project was very successful in raising the awareness of child labour as a child rights and national development issue. The project worked effectively to integrate child labour into the national political discussion and many informants commented that child labour had a relatively high profile in the most recent national election. Nevertheless, after the initial period most of the TBP support project financial and human resources were dedicated to activities that were technical in nature and focused on establishing or strengthening technical structures and improving individual and institutional capacity.

In both districts visited there was discussion for the need to work with district level political representatives (District Assemblies) on a continuous basis. One district level administrator observed that while technical support to address child labour was needed and welcomed the district budgets and priorities for action were driven by the district political structure while public servants executed those priorities.

**Recommendation:**

- 6. To the Government of Ghana: the Ghana NPA must ensure that adequate emphasis is given to strategies to maintain the needed political support for implementing child labour interventions.**
- 7. ILO-IPEC support for the TBP strategy should consider how ILO-IPEC support can be appropriately used to encourage political support for the reduction of child labour and the elimination of WFCL.**

# I. Background

## Evaluation Purpose, Methods and Constraints

### *Purpose*

ILO-IPEC projects are subject to end of project evaluations as per ILO technical cooperation policies and procedures and in agreement with the donor. In ILO-IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per ILO-IPEC procedures, a participatory consultation process on the nature and specific purposes of the end of project evaluation of the ILO-IPEC support to the National Time Bound Programme (TBP) in Ghana was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders.

The focus of this final evaluation is ILO support provided to the national time bound programme (TBP) for the elimination of child labour in Ghana. The evaluation assesses the impact and contribution of this support to the realisation of the national TBP. The evaluation addresses both the preparatory process for developing the support project and its implementation. Specifically – in accordance with ILO guidelines<sup>5</sup> - the evaluators have attempted to consider the relevance, effectiveness, efficiency and sustainability of the program of support.

The purpose of the evaluation is to offer ILO-IPEC insights and lessons learned from the Ghana experience that can be applied to interventions for the elimination of child labour in other national contexts. The analysis of the ILO-IPEC support project should also serve as a useful reference for stakeholders and decision makers in Ghana as they continue to refine their efforts to eliminate child labour in that country.

The experiences and lessons from Ghana will also provide ILO-IPEC and the United States Department of Labor (USDOL) additional understanding regarding the utilization of the Time Bound Programme approach as a strategy for mobilizing national actions for the elimination of child labour. In the particular case of Ghana, the evaluation will also consider ILO-IPEC support to the development of a National Plan of Action (NPA) as a key component within the overall support to the national TBP.

### *Method*

- A **desk review** of relevant program documents was undertaken before embarking on the field component (some documentation also provided in-country). The documents reviewed included:
  - ✓ The original Project Document
  - ✓ Technical Progress Reports (and annexes) for the entire program period

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<sup>5</sup> Planning and Managing Project Evaluations

- ✓ Action Programme Summary Outlines (APSO) for all direct service (to children and households) and contracted technical assistance and capacity development
  - ✓ The Mid Term Review of the TBP support project
  - ✓ Copies of research products developed through the TBP support project
  - ✓ A copy of the draft External Audit Report: “Support for the Implementation of Time-Bound Measures for the Elimination of the Worst Forms of Child Labour in Ghana”
  - ✓ Current draft of the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana 2009 – 2015
  - ✓ others
- A **Field Visit** consisting of:
    - ✓ Key informant interviews (group and individual) with relevant ILO-IPEC TBP support project staff, other ILO project staff in Ghana, relevant officials in Ghana MDAs, relevant associations and organisations (labour and employers), national and international NGOs, US Embassy, and others (see list in annex 1)
    - ✓ Two focus group discussions i) Institutional Implementing Agencies and ii) Direct service Implementing Agencies
    - ✓ Field visits to two Districts - Ajumako-Enyan-Essiam - and – Sogakope- where the ILO-IPEC support project has provided technical assistance and investments in strengthening institutional responses and in model direct service initiatives implemented through local NGOs. The Districts chosen for the field visits were chosen on the basis of accessibility within the time constraints of the field component of the evaluation and were Districts that did not feature in the fact finding visit by the USDOL delegation. In the opinion of the ILO-IPEC support project staff the districts were considered representative with respect to the achievements and constraints typical of other Districts receiving support. In each District visit time was spent at the District capital meeting with officials and DCLC members combined with a visit to one community where a direct service initiative had been implemented where the team met with CCLC members, other local political and traditional leadership, teachers, implementing NGO staff and beneficiaries (children and or parents).
  - A **Stakeholders Meeting** was held at the end of the in-country period (29 May 2008). The meeting was attended by a selection of national level stakeholders (MDAs, NGOs, labour and employers groups) and representatives of District and Community level stakeholders (government and NGOs). The purpose of the Stakeholders Meeting was provide an opportunity to debate/contest key themes and questions emerging from the evaluation and provide final input into the final evaluation. The presentation used to organize the discussion is included in annex A.

IPEC-TBP SP project staff facilitated evaluation team contacts for individual interviews, focus groups and field visits. TBP SP project staff did not participate in actual interviews and discussions with stakeholders.

### ***Constraints***

It is important to emphasize that this is an evaluation of the support provided by ILO-IPEC to the national TBP rather than an evaluation of the TBP itself. The short duration of the field component (10 days) does not provide sufficient time to systematically assess the impact of the TBP on child labour in the 20 districts where ILO support has been utilized. This is especially true with respect to the action programmes (APs) that provided direct support to children removed from the worst forms of child labour (WFCL) or children prevented from entering child labour.

For the most part the initiatives providing direct support to children - and in some cases to households - had concluded in August of 2008. While local officials and NGO providers arranged for the evaluators to meet with beneficiaries (children and parents/caregivers) in two communities there was no means of assessing whether the experiences of the beneficiaries participating in these arranged meetings was representative of the local projects.

The external auditors<sup>6</sup> did visit a sample of districts and attempt to verify beneficiary status and outcomes. That report provides the only direct validation of individual outcomes. Nonetheless the perspectives of the participants captured in the field visits to communities was an important input into findings concerning the ILO-IPEC TBP support project.

### **Summary of child Labor Context**

The 2001 Ghana Child Labour Survey (GCLS) estimated that nearly 40 percent of Ghana's 6.36 million children were economically active, with about 1.27 million in activities classified as child labour. Over 1 million of these child labourers were younger than 13 years of age. Through previous ILO supported work and other national processes large numbers of children in such activities, including child domestic work, manual handling or heavy loads (kaya and, especially, kayaye activities), commercial sexual exploitation, customary or ritual servitude (trokosi), small-scale mining (galamsey) and quarrying, fishing, and cash crop agriculture were identified as participating in the worst forms of Child Labour (WFCL). The GCLS estimated that more than 242,000 children are engaged in hazardous child labour. Many children are exploited in the large, unregulated traditional apprenticeship schemes.

There is a national consensus that Child labour is generally prevalent in all regions of the country. Poverty is clearly the key determinant of child labour. However other socio-cultural factors such as cultural practices, inadequacies of the education system, and institutional weaknesses in the application of child labour laws are also important causes.

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<sup>6</sup> External Audit Report: "Support for the Implementation of Time-Bound Measures for the Elimination of the Worst Forms of Child Labour in Ghana" National Audit Office 2008

## **Situating Support to the Time Bound Programme**

### ***Legal and Legislative Framework***

In general, Ghana's laws and legislation prohibit child labour. Protection of children from child labour has been expressed variously through different legislative and legal instruments, including:

- The 1992 Ghana Constitution
- Children's Act, 1998, Act 560 Part V
- Ghana Ratification of UN Convention on the Rights of the Child
- Ratification of ILO Convention No. 182
- The Human Trafficking Act, 2005

The 1992 Constitution of Ghana guarantees the child protection from engaging in any work that is considered injurious to his or her health, education and development. The Constitution recognizes the rights and protection of children. Section 28 of the Constitution states that 'Every child has the right to be protected from engaging in work that constitutes a threat to his or her health, education or development.'.

The Children's Act (1998) devotes an entire chapter to the prohibition of child labour and regulation of child work with specific provisions on the nature, time of work and the age of the child. The Children's Act further proscribes the engagement of children in exploitative labour which, in line with article 28 (2) of the Constitution, is defined as any labour which deprives the child of his/her health, education or development. It sets the minimum age for admission to employment at 15 years for general employment, (which coincides with the age of completion of basic education), 13 years for light work, and 18 years for hazardous work. The Act provides an exhaustive list of hazardous work, which includes sea going, mining and quarrying, portage of heavy loads and work in places where there is a risk of exposure to immoral behavior. Furthermore, the Criminal Code Amendment Act 554 (1998) synchronized with the criminal code with The Children's Act to ensure that violations of children's rights are adequately sanctioned.

Ghana has also ratified a number of key international Conventions that protect children from exploitative child work. These include the ILO Convention on the Worst Forms of Child Labour (Convention 182) and the African Charter on the Rights and Welfare of the Child. Ghana ratified the WFCL Convention, 1999, (ILO Convention 182) in June 2000, but has yet to ratify Convention 138, the Minimum Age Convention, although the Children's Act appears to comply with the latter's main provisions.

The Criminal Code, Act 29 (1960), the main statute creating penal offences, contains several provisions prohibiting much of the conduct defined in article 3(a), (b) and (c) of ILO Convention 182 as constituting WFCL. The Criminal Code Amendment Act, 1998 revises provisions on sexual offences, ensures that boys as well as girls are protected, introduces the new offence of indecent assault and abolishes customary or ritual servitude. It also increases the age of criminal responsibility from seven to twelve years. Thus children under 12 years are exempted from all criminal liability.

### ***Relevant Institutional Mandates***

A National Steering Committee on Child Labour has been established as part of the Ghana TBP. This committee includes representation from relevant MDAs (including district and local government), national and international NGOs and research institutions. The key managing partner in the TBP is the Ministry of Employment and Social Welfare. The key implementing entity is the Child Labour Unit within the Department of Labour which is under the MESW. Local level responses are coordinated through Metropolitan and District Assemblies.

### ***Concurrent and recent child labour initiatives***

The ILO-IPEC TBP support project was implemented in a context where other child labour initiatives were being concurrently implemented or had been implemented in the recent past. The Government of Ghana signed a Memorandum of Understanding with the ILO in 2000 to eliminate the WFCL, marking the commencement of the Ghana country programme. The initial two-year phase provided a framework for various interventions to prevent and withdraw children from hazardous and exploitative work, and to strengthen the Government's capacity to effectively combat and prevent child labour. The programme focused on street children, child domestic workers, head porters, and children in prostitution and was supported with funding from USDOL.

In March 2002, the Project on Trafficking of Children for Labour Exploitation (LUTRENA) was inaugurated in Ghana as part of a 9-Country Programme in West and Central Africa. The project was established to withdraw children from fishing in one sending community in the south and another project was set up in one sending community in the north for community monitoring. Through LUTRENA, another action programme has been initiated for monitoring cross-border trafficking between Ghana and Togo. The programme focuses on three aspects of child trafficking: supply, transit and demand points. LUTRENA works mainly with fishery, CDW and vendors.

Two other projects were launched in 2003 by Government with IPEC support and with funding from USDOL. These were the West Africa Cocoa and Commercial Agriculture Project (WACAP) which is a 5-country project in Ghana, Nigeria, Cote d'Ivoire, Guinea and Cameroon and the Capacity Building Project (CBP) which is also a 5-Country Project covering Ghana, Zambia, Kenya, Nigeria and Uganda. In Ghana WACAP was implemented in five districts between 2002 and 2005. The objective of WACAP was the elimination of WFCL in four cocoa and one rice farming districts. WACAP is also providing support for the development of district and community based child labour monitoring system in 5 districts (see Section 2.3). This project provided the impetus for a National Programme for the Elimination of WFCL in cocoa within the MESW. CBP activities have covered CSEC, prevention and withdrawal of children in fishing, prevention of kayaye among fostered girls in northern Ghana and the elimination of child labour in mining and quarrying.

The Ghana Decent Work Pilot Programme (2003 to 2006) was developed by the ILO and its constituents to promote decent work in Ghana. The overall objective was to contribute to poverty reduction through the formulation and implementation of integrated decent work policies and programmes. The Ghana DWPP was composed of two closely linked and mutually supportive components. The first component sought to build the capacity of the social partners to influence the policy environment so that decent work and poverty reduction are addressed through integrated economic policies, especially in the framework of the GPRS. The second component targeted reducing poverty through the promotion of decent work in the informal economy.

Since 2002, most of IPEC's activities in Ghana have been implemented through the sub-regional

projects with CTAs based in different countries (Lusaka, Zambia for CBP, Dakar for LUTRENA, and currently Accra for WACAP). The presence of the CTAs has strengthened IPEC's capacity to deliver good quality technical support to the partners.

SOMOPAC is a network of over 70 social mobilisation partners at both national and local levels, including religious, political and community leaders, traditional rulers, NGOs, children, human rights activists and journalists (plans are underway to finalise the active participation of children). SOMOPAC was founded to strengthen the capacity of agencies working with or on behalf of working and/or at-risk children by strengthening the linkages among social mobilisation agencies for advocacy and awareness raising on the worst forms of child labour.

### **Brief Description of ILO-IPEC Support to the National Time Bound Project**

The cooperative agreement, Support for the Implementation of Time-Bound Measures for the Elimination of the Worst Forms of Child Labour in Ghana, commenced implementation in September 2004. The initial ending date of the agreement was extended from 31 January 2009 until 30 June 2009. The support project was financed through 4.75 million USD in external support provided by the United States Department of Labor and approximately 394 thousand USD of in-kind contribution.

The purpose of the ILO-IPEC support project is to assist the Government of Ghana in developing and implementing a national Time Bound Programme for the elimination of child labour. The national TBP is a strategic framework of integrated and coordinated policies implemented across the relevant administrative levels to eliminate the worst forms of child labour (WFCL) in a given country within a defined period of time. The TBP is owned and implemented by the government and is designed to address the root causes of child labour. The strategic focus is linking action against child labour to the national development processes, with particular emphasis on integrating child labour concerns into national economic and social policies to combat poverty and to promote universal basic education.

The ILO-IPEC TBP support project builds ILO-IPEC and government experience from the previous Ghana programme focusing on the elimination of the WFCL. The previous program initiated in 2000 with USDOL funding supported interventions for street children, child domestic workers, head porters and children in prostitution. The current ILO-IPEC TBP support project also is informed by a number of ILO-IPEC sub-regional initiatives being implemented concurrently with the ILO-IPEC TBP support project (See summary of those projects above).

The ILO-IPEC support project to the national TBP in Ghana is comprised of initiatives characterised in project documents as upstream activities emphasizing the development of a conducive and enabling environment for the progressive elimination of child labour and downstream activities that focus on direct intervention to remove children from WFCL. Upstream activities include refining the legal and legislative framework, awareness raising and social mobilization at various levels, the integration or mainstreaming of child labour concerns into the primary national development processes and developing institutional and organizational capacity for implementation. Financial and technical resources were provided for downstream initiatives identifying and removing children from the WFCL, preventing other at-risk children from engaging in such activities, providing education and skills training alternatives for children withdrawn from WFCL and – in some cases – enhancing household livelihood skills. Targets of 5,000 children withdrawn from WFCL and 9,000 children prevented from entering child labour consistent with the definitions in the programme document were established. Strengthening the technical and logistical capacity of local structures (District and

community) for combating child labour was also an important aspect of support for downstream activities.

In addition, ILO-IPEC technical and financial support was utilized to support the Government of Ghana in developing a National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana 2009 – 2015 (NPA). The purpose of the NPA is to “provide a concrete and coordinated platform for implementing interventions<sup>7</sup>” for the elimination of child labour. The plan is being developed through extensive consultation across the relevant stakeholders at all levels (national, district, local). When finalized the NPA will identify specific actions and responsibilities of these stakeholders and provide a framework for monitoring progress.

ILO-IPEC support has consisted of financial/logistical support to the National Steering Committee on Child Labour as well as technical assistance provided by ILO-IPEC support project staff in Ghana and periodic technical assistance missions from the ILO. The development process for the NPA has directly benefited from the experiences and lessons learned from the upstream and downstream TBP support activities as well as the research/knowledge base products developed through the TBP support project. When completed the NPA will be a standalone document outlining a follow on national initiative for Ghana describing specific activities and responsibilities and an indicator framework for monitoring progress and outcomes. The finalized NPA will also facilitate the integration or mainstreaming of child labour into the next five year government development framework (successor to the GPRS II).

The ILO-IPEC TBP support project pursued the following six immediate objectives (IO):

IO.1. Government MDAs, Social partners, community organisations and NGOs will have the mandate and the capacity to undertake effective action against WFCL with minimal external financial and technical assistance.

IO.2. By the end of the Project, the enforcement of the legal framework on child labour in Ghana will have been improved.

IO.3. By the end of the Project, Ghanaian society will be more aware of child labour and its negative consequences and will increasingly support the fight against it.

IO.4. By the end of the Project, apprenticeship and skills training systems will have been enhanced and expanded to contribute to the elimination of the WFCL.

IO.5. By the end of the Project, the knowledge base for planning, designing, implementing, monitoring and evaluating child labour interventions in Ghana will have been enhanced.

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

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<sup>7</sup> From introduction of current draft of National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana 2009 – 2015

## II. Evaluation Findings

### Summary of TBP support project outcomes by objective

#### **IO.1. Government MDAs, Social partners, community organisations and NGOs will have the mandate and the capacity to undertake effective action against WFCL with minimal external financial and technical assistance**

##### **1.1 An integrated and time bound policy framework for addressing child labour is in place**

Output summary:

A draft NPA has been developed through a consultative process facilitated by technical and financial resources provided by the ILO-IPEC TBP support project. At the time of the final evaluation the NSCCL was organizing a final set of consultations where the draft plan would be taken back for review/input at the district and community level. ILO-IPEC has committed to see that process through to its conclusion.

Child labour concerns had been integrated into the GPRSII and the relevant sectors had all been supported in their development of technical capacity and sectoral strategies and initiatives (Labour, Social Welfare, Education, Local Government). Project support had been provided to assist MDAs incorporate Child labour actions into their Medium-Term Development Plans and M&E systems. The new Social Protection Strategy includes child labour as conditionality for the conditional cash transfer programme- LEAP.

Technical and financial support has also been provided to the other tripartite constituents (employers and workers). This support resulted in a number of trade and business associations strengthening their internal norms or by-laws on child labour and/or improving dissemination and outreach for self monitoring of already existing trade/business association norms or government labour laws concerning child labour. Organised labour – specifically in the education and agricultural sectors were also supported in implementing activities in the area of child labour.

Observations:

While considerable achievements were made the key mechanism for linking child labour actions into a coherent integrated set of actions (the NPA) was still under development at the time of the final evaluation. The incorporation of child

labour concerns into the current government development framework, GPRS II suffered from some limitations and shortcomings. While the GPRS II demonstrates both a clear commitment to combat child labour and comprehensive understanding of the need for a multidimensional response, the monitoring framework for the GPRS provides only a single and not easily measured indicator for monitoring progress - the general incidence of child labour in comprehensive household survey. An effective integration into the next national development framework will require more effort to integrate implementable and useful benchmarks for monitoring performance.

The ongoing development process for the NPA, while not yet complete, has made significant contributions to the development of a national consensus on the importance of addressing child labour – especially WFCL. The consultation and development process has also helped create a cadre of well informed government officials and other stakeholders at the national level and in many districts.

When complete the NPA will present the opportunity to strengthen the new national development strategy by providing a set of more clearly defined roles and responsibilities across the relevant actors and increase specificity with regards to actions and expected outcomes. However, the current version of the NPA makes some of the same assumptions that have created doubts about the sustainability of the TBP support project. There is a tendency to assume that newly established structures and strengthened individual capacity are sufficient for sustainability without consideration of the resource requirements for the new structures and newly trained professionals to effectively execute their mandate. The final version of the NPA was careful identify the ongoing operational costs of implementation.

## 1.2 An integrated child labour monitoring system is in place and functioning in at least 20 districts

### *Output summary:*

Child labour committees were established in 10 communities in each of the 20 Districts. As part of the process of establishing the DCLCs districts received technical training (200 persons) through the CLU supported by project resources and technical backstopping. Additional financial, technical and logistical support was provided to DCLCs to replicate the training and development process for CLCCs in two communities.

The CLMS established at the district and community levels involved an outreach and monitoring function as well as utilization of the adapted DBMR database for tracking children receiving direct assistance through the ILO-IPEC TBP support project.

### *Observations:*

In field visits to districts and communities DCLC and CCLC members were generally well informed about the consequences of child labour and how child labour was typically manifested in the district at large and in the specific communities where direct interventions were supported with assistance from the ILO-IPEC support project.

At the district level there was a clear organizational structure and members of DCLCs were both knowledgeable about child labour and the initiatives in their districts.

The NGOs providing the direct service component also appeared knowledgeable about child labor in general. Local NGO staff, CCLCs, participants/beneficiaries recognized the accomplishments of the activities as well as the limitations. Sustainability was, of course, a major concern.

In one case an NGO working with households on a livelihoods enhancement activity in food processing (cassava) had replenished the working capital and contracted a manager of one of its women's groups when the initial sum was exhausted before a financial return to the women was realized.

The general level of knowledge of child labour issues observed at the district and community level indicates the success of the ILO-IPEC support in developing individual capacity. However serious threats to sustainability and institutionalization were also observed. As one district official stated decentralization was continually giving birth to new entities (like the DCLCs and CCLCs) without the corresponding logistical and budgetary support. CCLC members also expressed concern for how they would address the ongoing needs to support the

The evaluators learned through discussions – and supported by the findings of the external audit report – that the database component of the CLMS (the DBMR) was not being

**1.3 Staff of key partner organizations (MDAs, Workers' and Employers' organizations, NGOs) at the central, regional and district levels equipped technically to implement, monitor and evaluate child labour interventions**

*Output summary:*

Individuals identified as key informants for the evaluation of the TBP support project generally displayed a comprehensive understanding of child labor issues, how those issues manifest themselves in different types of communities in Ghana and the nature of interventions required to reduce and eventually eliminate child labour. This was generally the case for most of the key informants regardless of whether they operated at the national, district or local level and whether they represented government or civil society organisations.

Through assistance provided by the TBP support project the Center for Social Policy Studies – located at the University of Ghana produced a number of relevant research products. Undertaking these research tasks allowed the Center to develop the capacity of junior level researchers and the university eventually was able to add a Masters Degree programme in Social Protection to the University of Ghana School of Social Work programme offerings.

The District and Community level Child Labour Councils were composed of government officials, business sector representatives, representatives from workers associations and unions, and from other community stakeholders like traditional leaders, churches and local NGOs. In the two districts visited the committee members generally displayed a good understanding of the basic child labour concepts and the relevant laws and conventions regarding child labour as well as the primary kinds of child labour in the district/community.

*Observations:*

It would be difficult to unambiguously tease out the impact of the ILO-IPEC support to the TBP from the other recent and concurrent child labour initiatives. Possibly the most direct evidence of the specific impact of the TBP support project was the degree of consensus exhibited by key informants with respect to the optimal of responsibilities for actions across the relevant stakeholders (and also the critical functions requiring additional financial and technical capacity). This degree of consensus suggests that a good deal of the thinking about how to address child labour in Ghana has emerged organically through the engagement of the stakeholders in the TBP support project – including the NSCCL led consultative development process for the NPA.

**IO.2. By the end of the project, the enforcement of the legal framework on child labour in Ghana will have been improved**

**2.1 A comprehensive Legislative Instrument for effectively applying child labour provisions under the Children’s Act drafted and discussed**

*Output summary:*

WFCL list reviewed

*Observations*

Children’s Act still under review.

**2.2 Laws, regulations and legal/judicial procedures relating to child labour translated and communicated to concerned agencies and the public at large**

*Output summary:*

Review and strengthening of the Children’s Act and the Child Right’s Regulations to more fully address the worst forms of Child labour is ongoing. Translation of laws into local languages have been completed in three languages - Akan, Ewe and Ga. Translations for Dagbani and Hausa are in the final stages. NCCE implementing public awareness campaign in 20 target districts.

*Observations:*

Translations completed or in process and public awareness campaign completed.

### **2.3 Law enforcement and human rights organizations better equipped to play an active and effective role in the fight against child labour**

#### *Output summary:*

ILO-IPEC TBBP support project resources allowed CHRAJ to provide training on child labour issues to CHRAJ staff in the 20 TBP districts. The training included general awareness raising on child labour as well as strategies for handling child labour cases through the CHRAJ existing alternative dispute resolution (ADR) methodology and the incorporation of child labour into CHRAJ reporting. CHRAJ also used support project resources to trial the use of ADR in three TBP districts, for facilitating more frequent trips of central level staff leading the process to visit and monitor actions in the TBP districts and for additional public relations and media work on the issue of child labour.

As has been mentioned previously the key stakeholders – in this case the officers directly responsible for designing and implementing the activities - demonstrated a comprehensive understanding of child labour issues. The CHRAJ officers also demonstrated a keen understanding of how CHRAJ can contribute to the progressive elimination of child labour through its existing mandate. This understanding was accompanied by concern about how the systems under development in the 20 TBP districts could be maintained and how they could be rolled out to the rest of Ghana.

A training programme had been developed for delivery through the regular training programme for the GPS. With the elections and lengthy transition period that training program is only now beginning implementation.

#### *Observations*

The key informants in GHRAJ also emphasized that the activities implemented with the assistance of the ILO-IPEC support to the TBP had promoted a higher profile of child labour within CHRAJ and that child labour was now a component of the regular human rights reporting in Ghana.

According to CHRAJ key informants CHRAJ responds to about 10-12 thousand complaints per year. Many of those complaints have to do with children – most often claims for enforcement of maintenance. The implementation of the district and community level actions implemented through the TBP support project has drawn additional attention to CHRAJ as an entity that can receive complaints and concerns concerning children for action or referral.

The evaluators had just one opportunity to speak with a police officer at the community level. This officer was a serving as

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member of a DCLG. While the officer was an active participant in the DCLG since July 2009 particularly well informed about the laws concerning child labour. Supporting local officers with sufficient knowledge to enforce child labour laws and to provide them with sufficient support to be in a position

**IO.2. By the end of the project, Ghanaian society will be more aware of child labour and its negative consequences and will increasingly support the fight against it**

**3.1 Key opinion leaders (journalists, religious, political and community leaders, traditional rulers, NGOs and defenders of children’s and other human rights) trained and networking**

*Output summary:*

The ILO-IPEC TBP support project targeted key media outlets for training and sensitization. Again, it is difficult to make attribution solely to ILO-IPEC TBP support, but during the field work time period there were frequent mentions of child labour issues in television broadcasts and in print media.

*Observations:*

While there was a consensus that the mention of child labour issues in broadcast and print media was a regular occurrence there was some concern expressed by some at the final stakeholder’s workshop about the nature of the coverage. There had been no formal assessment of how much broadcast and print coverage was focused on the travel of politicians or child labour meetings rather than an exploration of the negative outcomes of child labour or reporting on cases of child labor. ILO-IPEC project TBP project support staff did emphasize that the focus of the training for journalists was oriented toward the more substantive coverage. There was a general agreement that there would need to be an effort to encourage journalists to deal with the substantive issues. There was also a general consensus that radio was not being used to maximum effect since it is the media with by far the largest audience – especially in rural areas and that future work with media should concentrate on radio journalism.

**3.2 Nationwide campaign on the WFCL and on child labour in general conducted**

*Output summary:*

The NCEC implemented an awareness raising campaign in the 20 target districts as well as some additional districts.

*Observations:*

The NCEC awareness raising initiative (APSO) was not evaluated by the time of the final evaluation. The evaluators had only the APSO document to refer to regarding the campaign. The project document originally called for a nationwide campaign.

**3.3 Children’s and teachers’ awareness of child labour issues enhanced through SCREAM and other participative approaches**

*Output summary:*

A central level GES team trained more than 200 teachers in implementing the Supporting Child Rights through Education the Arts and Media (SCREAM) method. At each of the 41 schools where SCREAM was implemented a “club” was established.

*Observations:*

GES staff involved in training of trainers for implementing SCREAM were knowledgeable and enthusiastic supporters of SCREAM both as a method for empowering children and as a pedagogical approach that could be applied to other life skills development on the part of schools – even as a means to improve literacy and numeracy.

While The central level MOE trainers provided anecdotal information about some clubs continuing to be active recently there is a recognition that sustainability has been mixed at best. In one community visited the club was still quite active but that was due in large part to a pair of German volunteers who took on the task of working with the club as part of their volunteer experience. When clubs were left without follow up training and support for teachers and without resources for activities the clubs tended to become inactive over time.

**IO.4. By the end of the project, apprenticeship and skills training systems will have been enhanced and expanded to contribute to the elimination of the WFCL**

**4.1 A comprehensive and relevant apprenticeship system that can serve as an alternative to child labour developed**

*Output summary:*

The TBP support project provided technical and financial assistance to the MESW to conduct a study on regulatory frameworks for apprenticeship. A labour market survey was also carried out with respect to placement of children to withdrawn from WFCL. This was to ensure the children withdrawn were profitably engaged. A Trainer of Trainers was conducted to formalize training for selected Trade associations in all 20 participating districts. The Trade associations were selected by stakeholders in the concerned districts.

*Observations:*

Some trade associations have been sensitized to child labour issues. The regulatory framework for apprenticeships is not yet in place. It is unclear whether the labour market study was completed in a time frame that allowed it to influence apprenticeship choices in the target districts where apprenticeships we included in the local interventions.

**4.2 Technical inputs for the expansion of the STEP programme and its promotion as an alternative to child labour provided**

*Output summary:*

STEP ended before TBP and was replaced by Youth in Trade and Vocation component (which concentrated on teaching assistants, nursing assistants and community protection) of the National Youth Empowerment Programme.

*Observations:*

none

**4.3 Technical inputs for the development of Technical and Vocational Education and Training (TVET) provided**

*Output summary:*

The TVET council still not in place till last quarter 2008 due to delay by Parliament. The TVET secretariat established in December 2008 and the Executive Secretary started work in January 2009

*Observations:*

The TBP support project used existing vocational trades in the informal sector for child labour victims who were over 15 years of age. This was done by collaborating with master craftsmen to systematize their training through the development of registers for the apprentices and then signing contracts with them.

**I0.5. By the end of the project, the knowledge base for planning, designing, implementing, monitoring and evaluating child labour interventions in Ghana will have been enhanced**

**5.1 Support for the integration of child labour factors/indicators into socio-economic and demographic surveys provided**

*Output summary:*

Technical support provided through the ILO-IPEC support project assisted the GSS in incorporating items for measuring child labour as part of the regular, periodic household survey.

*Observations:*

The incorporation of child labour items into the household survey will support a general national level monitoring of the level of child labour. While the use of periodic household surveys is useful for monitoring progress over the long term it does not replace the need for a child labour monitoring strategy that supports the community level identification of child labour or WFCL and the targeting of individual or community level responses and interventions.

**5.2 Baseline studies carried out on WFCL in up to 5 of the districts participating in the integrated monitoring system**

*Output summary:*

A baseline study was carried out in Kumasi Metropolitan Assembly (KMA), Bolgatanga Municipality, Kwabiriem, North Tongu, Wasa West and Accra Metropolitan Assembly (AMA).

**5.3 Study on child domestic workers conducted**

*Output summary:*

Individual studies on Child Domestic Workers and Girls in Mining and Quarrying in Ghana (Center for Social Policy Studies – University of Accra) completed. The studies were widely disseminated and often cited by key informants in interviews.

*Observations:* (see 5.4)

#### **5.4 Research on child labour promoted**

##### *Output summary:*

Team of child labour researchers developed through participation in Center for Social Policy research.

##### *Observations:*

Through the research tasks contracted by the ILO-IPEC TBP support project the Center for Social Policy Studies was able to provide hands on research training for Social Work students at the University of Ghana as well as the opportunity for younger junior researchers at the university to work with more experienced professionals. The interest in the child labour research encouraged the University of Ghana to offer a Masters Degree elective in child rights protection. During the TBP support project period the University also initiated a Masters Degree programme in Social Policy. The new elective as well as the new Masters Degree programme will strengthen Ghana's child labour (as well as child rights and child protection) research capacity.

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

##### **6.1 Strategies for addressing WFCL developed and agreed on by major national and local stakeholders**

##### *Output summary:*

See 6.2

##### *Observations:*

See 6.2

The incorporation a child labour conditionality into the Livelihood Empowerment Against Poverty initiative is likely to reduce child labour in areas where LEAP is implemented.

**6.2 Support provided to District Assemblies and implementing agencies for the execution of the integrated intervention models (prevention, withdrawal, monitoring)**

*Output summary:*

Financial support was provided to local NGOs for delivering direct services to children withdrawn from WFCL in all 20 of the districts involved in the Ghana TBP. About 20 percent of the projects provided livelihood skills support to households.

TBP support project resources also were utilized to assist the CLU in helping to establish DCLCs and in monitoring project activities. The TBP support project provided assistance in tracking and reporting on children withdrawn from WFCL using the DBMR.

Consistent with definitions described in the Programme Document targets of 5,000 children withdrawn from child labour and 9,000 children prevented from entering child labour were established. The data captured from the local projects indicated that 6,094 children were withdrawn from child labour through the provision of educational services or training opportunities or through other non-education related services. The same data sources reported 15,770 children prevented from child labour through educational services or training opportunities or through other non-education related services.

*Observations:*

Even with support to the DCLCs only 1 of more than 100 District Development Plans reviewed by the Center for Social Policy Studies had an allocation from the Common Fund for supporting the DCLC. There was some concern expressed at the district level in the two districts visited that adding another structure, the DCLC, to a growing number of structures districts are being asked to support across all the sectors is likely to make sustainability a significant challenge – especially when resources are not allocated for the tasks that the DCLC is asked to perform.

While the local NGOs reported on the status of children withdrawn from WFCL the internal audit report found that those systems (for reporting on specific children) had significant accuracy problems due to the lack of capacity and resources allocated at the local level. There were no formal opportunities for sharing of experiences among the implementing agencies and formalizing models of interventions. The direct service projects themselves were not evaluated from the perspective of determining which models or approaches were most effective and feasible. At the end of the project little is known about those projects.

### **III. Lessons learned and Recommendations**

The ILO-IPEC TBP support project was implemented over a fifty-six month time period. The strategic focus of the project encompassed actions in social and development policy, institutional capacity, the legal framework and enforcement, awareness raising and public information, educational and training systems development, enhancing the knowledge base to inform planning child labour interventions and directly supporting specific actions to withdraw children from WFCL.

Given the wide scope of actions of the TBP support project it is not surprising that some actions would be more successful than others and that the degree of success was sometimes dependent on factors completely beyond the control of the project staff or collaborators. Rather than make a superficial attempt to assess the relative effectiveness of all of these discrete actions based on a very short visit to Ghana we have briefly described important outcomes from the project in the previous section, “Summary of Program Outcomes by Objective.” This final section of the evaluation is a more focused analysis of the impact of the TBP support project and the lessons learned that may provide useful guidance to continued child labour work in Ghana and for ILO-IPEC/USDOL with respect to the use of the TBP as a strategy to promote the elimination of child labour.

#### **Lesson 1: A Time Bound Programme is very effective in creating awareness and initial momentum for national efforts to eliminate child labour.**

National governments are engaged with a multitude of new initiatives responding to ever changing demands and crises. This tends to be even more so the case in countries that have characteristics associated with greater amounts of child labour and WFCL. The ILO-IPEC support to the TBP in Ghana significantly contributed to the visibility of child labour – and especially WFCL – in an environment where the specific child labour focused actions strengthening legal instruments, government mandates, institutional capacity and public awareness could have been given inadequate attention if they had been integrated into more general government initiatives for poverty reduction, social welfare or child rights.

As a result of the TBP support project technical and financial assistance (as well as other actions on the part of other stakeholders) Child labour as a specific area of mobilization and action for government and civil society achieved a high profile in Ghana. Child labour features frequently in broadcast and print media and government officials across the relevant MDAs and at various levels of the decentralized system exhibit a consensus on the seriousness of child labour as a development issue and the need to implement actions specifically focused on child labour (at least those in participating districts). ILO-IPEC support to the development of the NPA as a component of support to the TBP provided a mechanism to mainstream key TBP actions into a follow on national initiative (the NPA). By project design, the models of direct action intervening with children and households supported by ILO-IPEC TBP resources were intended to provide visibility for potential interventions to accompany the greater public awareness of the problem of child labour.

## **Recommendation:**

- 1. ILO-IPEC should expand the use of the TBP strategy as a means to accelerate progress towards the progress toward the elimination of child labour in priority countries.**

## **Lesson 2: The transition from a Time Bound Programme to a systematic mainstreamed response must be more explicitly planned from the inception of the TBP support.**

During the abbreviated time period for the final evaluation both evaluators had been favorably impressed by the number of activities implemented and the impact ILO-IPEC TBP support project on public awareness and individual level capacity. What was more problematic from the evaluators' observations and from the impression of stakeholders was the issue of sustainability. The ILO-IPEC financial support to the TBP had only been minimally adequate for reaching well under half of the districts in Ghana and there is general consensus that child labour and WFCL is prevalent in most areas of the country.

In addition, the districts that did receive financial and technical assistance through the TBP support project had established structures and strengthened individual capacity but there was insufficient systematic ongoing support. DLCs and CLCs had continued to meet but they had few resources to address their mandate. The CLU in the MESW did not have access to the financial or human resources necessary to provide regular support after the initial establishment and training of the district and local committees. While the TBP support project did result in the integration of child labour into the GPRS II a 2008 evaluation of District Development Plans (Center for Social Policy Studies) found only one district development plan of more than a hundred district plans assessed had budgeted resources from the common fund to support the new child labour structures<sup>8</sup>. The experience in one district visited illustrated the problems of transitioning to a sustainable system as many months had elapsed without a district level allocation to make a relatively small repair to the motorcycle used by the DLC coordinator to monitor and meet with the CLCs.

Fortunately the NPA is currently being developed to address the sustainability issues directly. Through a consultative process the stakeholders have attempted to elaborate a consensus plan that is fairly specific in how responsibilities for addressing child labour are allocated among the relevant parties and at the different levels of the decentralized system. The process has asked stakeholders that have been assumed these specific responsibilities to develop and present concrete plans for how those responsibilities will be discharged. While the NPA is still in its final consultative stage the current draft exhibits some characteristics that had negative consequences on the TBP support project at the district and local level. There seem to be assumptions – in the TBP support project design and in the NPA - that a system can function on the basis of establishing new structures and strengthening individual capacity. Without a reasonable effort to also identify the resources required to execute these functions the NPA will also not result in sustainable momentum to reduce child labour or address the urgent cases of WFCL.

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<sup>8</sup> Various District Development Plans examined by the evaluators did contain a variety of proposed expenditures for children. However only one of more than a hundred plans reviewed by the Center for Social Policy Research had an allocation that supported explicitly the activities of the new structures, the District Child Labour Committee.

## **Recommendation:**

- 2. The Government of Ghana: The final version of the NPA should be accompanied by clear estimates of the ongoing recurrent resource requirements for all of the actions required for implementation. These estimates should be in the form of budgetary requirements for ongoing implementation rather than once-off project type estimates.**
- 3. The Government of Ghana: The final version of the NPA must be based on careful consideration of how structures and strategies for reducing child labour at the district and local level can be integrated and streamlined into relevant existing development structures and strategies rather than creating additional structures that require their own human and financial support.**

## **Lesson 3: The objectives or goals of Time Bound Programme support projects have inherent tensions between demands to reach many children and the knowledge generation or learning aspects of the projects.**

A common observation from informants was the very ambitious scope of the TBP support project. TBP support project staff implemented the project design faithfully – notwithstanding some delays resulting from the national election and transition period and some underestimation of the time required to implement support activities at the district and local level. Despite the efforts of the staff it appeared to the evaluators that the support project was chronically spread too thin across this exceedingly ambitious mandate. While the project design is clear, concise and logical it also suffers from an inherent tension between a focus on developing an enabling environment and a mandate to intervene directly with a relatively large number of children across a wide geographical area and in diverse communities. A frequent comment was that the allocation of resources to the district, local and especially the direct intervention with children at the community level were insufficient to make a sustainable impact. One key project collaborator at the national level referred to the allocation for local projects as “disgracefully inadequate” and others referred to the interventions strategies as “touch and go.”

The conflict between the scope of direct interventions that would be required to make an appreciable systemic impact on child labour and the depth and continuity of contact with children and communities needed to refine and validate effective models for replication can also mean that the direct intervention models implemented in a TBP may not be the most relevant choices for a given context. In the case of the TBP support project staff needed to identify and – in some cases provide technical assistance and advice – to providers in 20 districts in Ghana. The need to invest time in the development of providers of direct services and implement the models according to the project timeline required the support project to focus on districts that were willing and able to submit proposals rather than districts chosen on the basis of severity of WFCL. The lack of direct service providers also resulted in providing support to models of intervention that were either generic and/or models based on the particular capacity of the few providers potentially able to provide the direct service component. These models of service may not have been strategies that are the most relevant or effective for addressing the varying dynamics of child labour in Ghana.

The lack of sustainability and questions about the relevance of the local (district, community) direct interventions) in itself is not a criticism of the project design or implementation. From the project design it is clear that external funding for the local level interventions was intended to “develop

models of intervention” for addressing child labour and that financial support was short term. However the demands for developing the enabling environment and the struggle to simultaneously develop local partners and implement interventions for meeting targets for withdrawing 5,000 children from WFCL and preventing an additional 9,000 children from entering WFCL left no financial allocation (or time) for the important task of systematically assessing effectiveness/relevance and replicability of the various direct intervention strategies or for formal activities bringing providers together for sharing their experiences with project staff and government partners and documenting and disseminating the promising models of intervention.

As described in the *Constraints* section, the time and resource allocation for the final evaluation were clearly inadequate for any reasonable assessment of these models. Despite the clear achievements of the ILO-IPEC support project, perhaps the most disappointing outcome is that at the end of the support project period the knowledge base is still lacking perhaps its most important component – well documented successful and implementable strategies for reducing child labour and/or providing immediate support to eliminate WFCL.

#### **Recommendation:**

- 4. ILO-IPEC should seek resources to undertake an impact evaluation of the direct service strategies and include in that process a national level meeting where providers can share their experience with government officials and promising strategies can be documented and disseminated.**
  
- 5. For ILO-IPEC: Project designs for TBP support projects utilizing funding that requires direct intervention should be much more explicit about the tradeoff between reaching larger numbers of children and the knowledge generation aspect of developing intervention strategies and models. Since the resources for TBP support projects are unlikely to be sufficient to reach a meaningful percentage of children engaged in child labour or WFCL the projects should be encouraged to focus on smaller numbers of children and place more emphasis on monitoring, evaluating and refining models of intervention as well as dissemination and mainstreaming of tested models.**

#### **Lesson 4: The political and the technical require appropriate levels of attention**

As indicated throughout the evaluation, the TBP support project was very successful in raising the awareness of child labour as a child rights and national development issue. The project worked effectively to integrate child labour into the national political discussion and many informants commented that child labour had a relatively high profile in the most recent national election. Nevertheless, after the initial period most of the TBP support project financial and human resources were dedicated to activities that were technical in nature and focused on establishing or strengthening technical structures and improving individual and institutional capacity.

In both districts visited there was discussion for the need to work with district level political representatives (District Assemblies) on a continuous basis. One district level administrator observed that while technical support to address child labour was needed and welcomed the district budgets and priorities for action were driven by the district political structure while public servants executed those priorities.

**Recommendation:**

- 6. Government of Ghana: the Ghana NPA should incorporate strategies and actions to maintain political momentum for addressing child labour rather than focus exclusively on technical interventions**
- 7. ILO-IPEC support for the TBP strategy should consider how ILO-IPEC support can be appropriately used to encourage political support for the reduction of child labour and the elimination of WFCL.**

## Annex 2: Terms of Reference



International Programme on the Elimination of Child Labour

### ILO/IPEC Terms of Reference

For

### Independent Final Evaluation

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

Final version – Basis for  
contract, April 2009

Donor contribution	USDOL: US \$4,750,000
ILO Project Code	GHA/04/51/USA
ILO Project Number	P.250.09.127.051
ILO Iris Code	12481
Country	Ghana
Duration	57 months
Starting Date	September, 2004
Ending Date	30 June, 2009
Project Locations	National level and selected districts
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	USDOL

## I. Background and Justification

1. The aim of ILO-IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society - is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
3. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent's partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
4. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced in various countries planning and implementing frameworks and in Ghana the DWCP 2006-2009 is already in its final version and being implemented (Please see: <http://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/ghana.htm>).
5. A Time-Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified worst forms of child labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified Convention 182 to implement comprehensive measures against WFCL.<sup>9</sup>

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<sup>9</sup> More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

6. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Ghana is one of approximately 20 programme frameworks of such nature that are being supported by ILO-IPEC at the global level.<sup>10</sup>
7. According to the 2001 Ghana Child Labour Survey (GCLS), 2.47 million Ghanaian children aged 5 – 17 years (nearly 40 % of the age group) were economically active, with about 1.27 million in activities classified as child labour. Large numbers of children are in activities regarded as WFCL, including child domestic work, fishing, head porters, commercial sexual exploitation, customary or ritual servitude, small-scale mining and quarrying, and commercial agriculture. Significant numbers are found in the urban informal economy, in transportation, traditional restaurants, begging and, especially, petty trading, with street children becoming an increasingly visible phenomenon in the main cities. The GCLS estimated that more than 242,000 children are engaged in hazardous child labour.
8. Ghana's labour laws and regulations prohibit child labour, putting the minimum age for employment at 15 years. The 1992 Ghanaian Constitution guarantees the child protection from engaging in any work that is considered injurious to his or her health, education and development. In December 1998, the Government enacted a comprehensive Children's Act which seeks to protect the rights of children, including the right to education, health and shelter. Ghana ratified ILO Convention 182 (Worst Forms of Child Labour Convention) in June 2000, but has yet to ratify Convention 138 (Minimum Age Convention), although the Children's Act appears to comply with the latter's main provisions. Ghana has also ratified the OAU Charter on the Rights of the Child.
9. The Ghana Poverty Reduction Strategy (GPRS II, 2006-09) explicitly includes child labour in the problems to be addressed and states the Government's intention to design and implement interventions to tackle it. Within the GPRS, Ghana, with the support of ILO-IPEC, developed a set of time-bound measures aimed at eliminating the worst forms of child labour in the country.
10. The ILO/IPEC Project of Support to the Ghana TBP built on experiences gained through a first Country Programme and several IPEC sub-regional projects implemented in Ghana, among them the West Africa Cocoa and Commercial Agriculture Project (WACAP), the Anglophone Africa Capacity Building Project (CBP) and the Trafficking project LUTRENA, all funded by USDOL.

### **Project approach and strategy**

11. The Ghana TBP is composed of upstream strategies relating to legislation and enforcement, education and vocational/skills training, economic development and poverty reduction, and awareness raising and social mobilization, along with measures for developing national institutional and organizational capacity for addressing child labour issues. They are complemented by a set of downstream interventions aimed at identifying and removing children from the WFCL, preventing other at-risk children from engaging in such activities, providing them with education and skills training alternatives, and assisting their families to access and make good use of available opportunities for income-generating activities

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<sup>10</sup> The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

12. In order to support the implementation of the Ghana TBP, the ILO-IPEC project pursues the following six immediate objectives (IO):

**IO.1.** Government MDAs, Social partners, community organisations and NGOs will have the mandate and the capacity to undertake effective action against WFCL with minimal external financial and technical assistance.

**IO.2.** By the end of the Project, the enforcement of the legal framework on child labour in Ghana will have been improved.

**IO.3.** By the end of the Project, Ghanaian society will be more aware of child labour and its negative consequences and will increasingly support the fight against it.

**IO.4.** By the end of the Project, apprenticeship and skills training systems will have been enhanced and expanded to contribute to the elimination of the WFCL.

**IO.5.** By the end of the Project, the knowledge base for planning, designing, implementing, monitoring and evaluating child labour interventions in Ghana will have been enhanced.

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

### **Mid-Term Evaluation**

13. In line with ILO-IPEC policies and procedures and as outlined in the project document, a mid-term evaluation was undertaken in June 2007. The mid-term evaluation found that the project was overall operating in accordance with the project document, but that for several reasons it had experienced delays in implementation. It was found that the project had been very active at the upstream level of creating an enabling environment. It had equally started up a number of action programmes to prevent and withdraw children from child labour, but it was found that these action programmes so far had failed to address some of the root causes of child labour. For example, the evaluation found that many parents were ignorant of how to utilize and manage existing assets in an optimal way. The parents do not know, how they can support child development, and many men will marry another wife, if having increased income, thus establishing another poor family instead of taking care of existing children. The lack of the wider parental skills was regarded by the evaluation team as the root cause to poverty, and it was proposed to address this problem in all CL projects.

14. Based on the findings, the mid-term evaluation, among others, recommended that:

- A. The project develops/simplifies the organisational structure and makes it known among all parties;
- B. The project makes solid networking with other agencies in order to generate synergies;
- C. The project coordinates an experience sharing meeting between enabling environment and direct action stakeholders to define, exchange and further develop good practices;
- D. More emphasis is put on developing structures, protocols and procedures to make sure that child labour issues and cases are adequately dealt with by Ghanaian authorities and other actors involved.

### **Recent Activities and Outcomes**

15. In 2008, the NSC has decided to define fishing and quarrying as priority sectors. With the support from the ILO-IPEC project, two task forces were set up to initiate child labour elimination

proposals in the two sectors. The project is on track for reaching the set targets for withdrawal and prevention of children from child labour. The effectiveness of awareness raising and social mobilization efforts have been given credence by various celebrations of the World Day of Child Labour 2008, organized independently by social partners and ILO constituents at various institutional, regional, district and community levels.

## **Background to the Final Evaluation**

16. ILO-IPEC projects are subject to end of project evaluations as per ILO technical cooperation policies and procedures and in agreement with the donor. In ILO-IPEC evaluations of its projects are carried out to enhance organisational learning and demonstrate achievement. As per ILO-IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders. The present Terms of Reference are based on the outcome of this process and inputs received in the course of the consultative process.

## **II. Scope and Purpose**

### **Scope**

17. The final evaluation will cover the ILO-IPEC project of support in Ghana. It will focus on the project's achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the project to the moment of the field visits.
18. The scope of the present ILO-IPEC evaluation includes all project activities to date including Action Programmes. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects.
19. The contribution of ILO-IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the ILO-IPEC project in support of the Ghana Time-Bound Programme.
20. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

## Purpose

21. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in other planned ILO-IPEC interventions in the broader terms of action against child labour in the context of the Time-Bound Programme process.
22. In addition, the evaluation will serve to document potential good practices, lessons learned, and models of interventions developed in this cycle of the project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.
23. The evaluation will also involve a review of the role of the ILO-IPEC project in promoting the development of a National Plan of Action (NPA) as an overall TBP framework in Ghana to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the ILO-IPEC project's role within the development of a NPA as a national TBP framework.
24. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
25. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by ILO-IPEC to design future programmes and allocate resources.
26. The evaluation will provide recommendations to the Government on taking forward and developing/finalizing the National TBP (contents of NPA, possible modus operandi etc) and it will make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

### **III. Suggested Aspects to be Addressed**

27. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: "ILO Evaluation Guidance: Considering Gender in Monitoring and Evaluation of Projects", September 2007.
28. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standards.
29. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
30. The suggested aspects to address (detailed in Annex 1) were identified during the process of

formulating the current terms of reference. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO-IPEC Geneva's Design, Evaluation and Documentation Section (DED). It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

The following are the main categories that need to be addressed:

- Design and planning
- Achievements (Implementation and Effectiveness) of Objectives
- Relevance of the project
- Sustainability
- Special Aspects to be Addressed

31. The current list of core aspects and questions to be addressed as part of the Standard Framework for evaluation of TBP Projects of Support provides key suggested questions/aspects to be examined by the evaluation. The focus will be on the contribution of the ILO-IPEC Project of Support to the national TBP framework.

32. Particularly in TBP evaluations, questions of levels of analysis in IPEC evaluations, namely at the project and country levels, should be specifically addressed by evaluations. In the localities in which IPEC projects operate, policy changes can be analyzed by understanding the nature of local political support for projects or programmes, and the specific actions taken by mayors or other community leaders to support, integrate, or replicate activities advocated by the project or programme. In the case of sectoral studies, the evaluator should explicitly document changes in policy or practice that occurred within targeted sectors.

33. These results are also intended to contribute to the understanding of ILO-IPEC contributions at the global level. In projects of support for time bound programmes or other broad-based national projects, effects can include institutional strengthening, the development of sustainable organizations, and partnering networks.

## IV. Expected Outputs of the Evaluation

34. The expected outputs to be delivered by the **International Evaluation Team Leader** are as follows:

- Desk review
- Evaluation field visits including interviews and consultations with key stakeholders in Ghana
- Preparation and facilitation of national stakeholder evaluation workshop, including workshop programme and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

35. The expected outputs to be delivered by the **National Evaluation Consultant** are as follows:

- Desk review
- Background report of relevant information after discussion with evaluation team leader

- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshop
- Input and support to the preparation of the final evaluation report

36. The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings
- Clearly identified conclusions and recommendations
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix

37. It is recommended to structure the final report along the lines of the elements in the core questions that will be provided and at minimum with the following headings:

- TBP and Project of Support preparatory process
- Process of development and design of
  - National TBP
  - Project of Support
  - Action Programmes
- Implementation Process
- Performance and Achievement
  - Support to National TBP process
  - Enabling environment
  - Targeted Interventions
  - Networking and Linkage
  - Evidence of sustainability and mobilisation of resources

38. The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

39. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

40. The final report will be circulated to key stakeholders (project management, ILO-IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO-IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

41. The following is the proposed methodology for the final evaluation. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

### Desk Review

42. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a document indicating the methodological approach to the evaluation in the form of the inception report and evaluation instrument, to be discussed and approved by DED.

### Field visits by evaluation team

43. The evaluation team leader, assisted by the national evaluation consultant, will conduct an evaluation mission in-country that will consist of the following:

- Interviews with ILO-IPEC officials and project staff, key national stakeholders and informants
- Field visit to selected project sites
- A stakeholder evaluation workshop

44. The international consultant and national consultant will work together as a team, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.

45. The evaluation team leader will interview the donor representatives, ILO-IPEC HQ, and ILO-IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.

46. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO-IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

47. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Ghana and ILO-IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.

48. The evaluation methodology includes a one day stakeholder workshop at the national level. The workshop will be attended by ILO-IPEC staff and key partners, including the donor as appropriate, in order to gather further data, as appropriate present the preliminary findings, conclusions and recommendations and obtain feedback. The workshop will take place towards the end of the fieldwork. The results of the workshop should be taken into consideration for the preparation of the draft report. The evaluation team leader will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop. The project will propose a list of participants.

## Composition of the evaluation team

49. The evaluation will be carried out by an international evaluation team leader and a national evaluation consultant who previously have not been involved in the project. The evaluation team leader is responsible for drafting and finalizing the evaluation report. The national evaluation consultant will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

50. The background, responsibilities and profile of the evaluation team leader and the national evaluation consultant should include:

<i>International Team Leader</i>	
Responsibility	Profile
<ul style="list-style-type: none"> <li>• Briefing with IPEC DED</li> <li>• Telephone Interviews with donor and IPEC HQ</li> <li>• Desk review</li> <li>• Prepare evaluation instrument</li> <li>• Conduct field visits in selected project sites in Ghana</li> <li>• Facilitate a stakeholder workshop with the support of the national consultant</li> <li>• Draft the evaluation report</li> <li>• Finalize the evaluation report taking into consideration comments from key stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant background in social and/or economic development.</li> <li>• Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.</li> <li>• Experience in evaluations in the UN system or other international context as team leader</li> <li>• Relevant regional experience preferably prior working experience in Ghana.</li> <li>• Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.</li> <li>• Experience at policy level and in the area of education and legal issues would also be appreciated.</li> <li>• Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.</li> <li>• Knowledge of strategic planning approaches</li> <li>• Familiarity with and knowledge of specific thematic areas.</li> <li>• Fluency in English;</li> <li>• Experience facilitating workshops for evaluation findings.</li> </ul>

<i>National Consultant: Evaluation team member</i>	
Responsibility	Profile
<ul style="list-style-type: none"> <li>• Prepare desk review in coordination with the team leader</li> <li>• Conduct site visits with the team leader</li> <li>• Support the team leader in facilitating the stakeholder workshops</li> <li>• Provide inputs to the team leader in drafting the evaluation report</li> <li>• Provide inputs and clarification for the team leader in finalizing the evaluation report.</li> </ul>	<ul style="list-style-type: none"> <li>• Extensive knowledge of development in Ghana, preferably on child labour issues</li> <li>• Experience in evaluations conducted at the multi-bilateral level in development</li> <li>• Experience in facilitating stakeholder workshops and preparation of background reports</li> <li>• Fluency in English</li> </ul>

51. The team leader will undertake a **desk review** of the project files and documents, undertake **field visits** to selected project locations, **and facilitate the stakeholder workshop.**

52. The evaluation team leader will be responsible for **drafting** the evaluation report with support from the national evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.

53. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Accra with the administrative support of the ILO sub-regional office in Addis Ababa. DED will be responsible for consolidating the comments of stakeholders and submitting them to the team leader.

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

### ***Timetable***

55. The tentative timetable is as follows.

<b>Expanded Final Evaluation</b>		
<b>Responsible Person</b>	<b>Tasks</b>	<b>Duration and Dates</b>
Team leader & team member	<ul style="list-style-type: none"> <li>○ Telephone briefing with IPEC DED</li> <li>○ Desk Review of project related documents</li> </ul>	May 11-15, 2009
	<ul style="list-style-type: none"> <li>○ Evaluation instrument based on desk review</li> </ul>	T. leader

		5 days
		T. member 5 days
Evaluation team with logistical support by project	<ul style="list-style-type: none"> <li>○ In-country to Ghana for consultations with project staff</li> <li>○ Consultations with project staff /management</li> <li>○ Field visits</li> <li>○ Consultations with girls and boys, parents and other beneficiaries</li> <li>○ Workshop with key stakeholders</li> </ul>	<p>May 18-29, 2009</p> <p>for evaluation field visits</p>
		T. Leader: 14 days
		T. Member: 12 days
Evaluation team leader with team member	<ul style="list-style-type: none"> <li>○ Draft report based on consultations from field visits and desk review and workshop in Ghana</li> </ul>	<p>June 1-5, 2009</p>
		T. Leader
		5 days
		T. Member:
		2 days
DED	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> <li>○ Consolidate comments of stakeholders and send to team leader</li> </ul>	Two weeks in June 2009
Evaluation team leader	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> </ul>	<p>By June 30th, 2009</p> <p>T. leader 5 days</p>
		T. member 1 day
<b>TOTAL number of days</b>		<b>T. leader 30 days</b>
		<b>T. member 20 days</b>

## Sources of Information and Consultations/Meetings

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

### Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners employers' and workers' groups
- Children, including boys and girls, who have received project services and those who have not and their parents
- Community members
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- Relevant officials from the Ministry of Manpower, Youth, and Employment's Child Labour Unit; the Department of Social Welfare; the Ministry of Women's and Children's Affairs; the Ministry of Education and Sports etc.
- Members of the National Steering Committee
- International organizations, NGOs or multi- and bilateral donors
- Telephone discussion with USDOL

### 56. Final Report Submission Procedure

For independent evaluations, the following procedure is used:

The evaluator will submit a draft report to **IPEC DED in Geneva**

IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications

IPEC DED will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.

The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## VI. Resources and Management

### Resources

57. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for an international consultant for 30 work days
- Local DSA in project locations for maximum 14 nights in various locations in Ghana.
- Travel from consultant's home residence to Ghana in line with ILO regulations and rules

For the national evaluation consultant (evaluation team member):

- Fees for a national evaluation consultant for 20 days
- Local DSA in project locations for a maximum 12 nights in various locations in Ghana in line with ILO regulations and rules

Other costs:

- Fees for local travel in-country
- Stakeholder workshop expenditures in Ghana
- Any other miscellaneous costs.

A detailed budget is available separately.

### Management

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

## **Annex I: Suggested Aspects to be Addressed**

### **Design and Planning (Validity of design)**

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from past ILO-IPEC interventions such as the first country programme in Ghana, and sub-regional ILO-IPEC projects (WACAP, the Anglophone Africa CBP and LUTRENA) successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Ghana was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- To what extent were external factors and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if so, how did this impact project implementation and the achievement of objectives?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?
- Was the strategy for sustainability of achievements defined clearly at the design stage of the project?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?

### **Achievements (Implementation and Effectiveness)**

- Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services. Please also distinguish by sector or worst forms of child labour.
- Assess the process of NPA formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the NPA/TBP.
- How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with other child labour-focused initiatives and organizations in the country?

- Were the selected implementing agencies the most relevant and appropriate for carrying out the activities?
- Assess the effectiveness of the education and non-education services being provided to beneficiaries.
- What was the quality and how effective were the APs, and how did they contribute to the project meeting its immediate objectives? Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. Consider the particular role of Government as Implementing Agency.
- What lessons have been learned from the APs? What possibilities are there for effective replication of efforts?
- Are there sector specific lessons regarding the types and effectiveness of the services provided?
- How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Ghana been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Were the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Assess the efficiency of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration? How did this contribute to progress toward project's objectives?)
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting (DBMR) processes or systems.
- How were recommendations from the mid-term evaluation acted upon by the project and to what effect?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- How were the strategies for monitoring of direct child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, discussing whether or not the system was appropriate and efficient in monitoring each child to ensure that he/she was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners understand and use the DBMR forms and database.
- How effective was the project in raising awareness about child labour and in promoting social mobilization to address this issue? Please assess the effectiveness of the project's strategies to raise awareness, including the SCREAM methodology.
- Identify unexpected and multiplier effects of the project.
- How successful was the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction, and data collection? Assess the progress of the project's gender mainstreaming activities.

- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NPA/TBP and by other partners.

### **Relevance of the Project**

- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- Were the Action Programs well-rooted within the communities in which they operated?
- How does the strategy used in this project fit in with the NPA under development and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Did the service package promoted by the project respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

### **Sustainability**

- Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Was the project's unique model of partnering with the District/Municipal Assemblies as implementing partners effective in building capacity and increasing the likelihood of sustainability of local government efforts to combat child labour in the long term?
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups as a result of the project.
- Assess the effectiveness of the National Steering Committee, the MMYE's Child Labour Unit, and the District Assemblies/Child Labour Committees in building national and local capacity to combat child labour. How did these bodies contribute to local ownership of the national programme?
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Is the Child Labour Monitoring System likely to continue to function in Ghana and have national/local governments allocated resources specifically for this purpose?
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NPA. Based on the project's experience: which are some of the factors that might impact on the likelihood of the NPA being taken further?
- What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?