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MINISTRY OF EMPLOYMENT & SOCIAL WELFARE (MESW)

GHANA CHILD LABOUR MONITORING SYSTEM (GCLMS)  
MAIN DOCUMENT



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**LIST OF ABBREVIATIONS**

|       |  |
|-------|--|
| ADR   | Alternative Dispute Resolution                         |
| APSO  | Action Programme Summary Outline                       |
| CCLC  | Community Child Labour Committee                       |
| CCLMS | Community Child Labour Monitoring System               |
| CCPC  | Community Child Protection Committee                   |
| CHRAJ | Commission for Human Rights and Administrative Justice |
| CLC   | Child Labour Committee                                 |
| CLM   | Child Labour Monitoring                                |
| CLMS  | Child Labour Monitoring System                         |
| CLU   | Child Labour Unit                                      |
| DCLC  | District Child Labour Committee                        |
| DCPC  | District Child Protection Committee                    |
| DLO   | District Labour Office(r)                              |
| DSWO  | District Social Welfare Office(r)                      |
| EIB   | Employment Information Bureau                          |
| FAL   | Forced Adult Labour                                    |
| GAWU  | Ghana Agricultural Workers Union                       |
| GCLMS | Ghana Child Labour Monitoring System                   |
| GNAT  | Ghana National Association of Teachers                 |
| GSS   | Ghana Statistical Service                              |
| IAs   | Implementing Agencies                                  |

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|          |   |
|----------|---|
| I-CLMS   | Integrated Child Labour Monitoring System   |
| ILO      | International Labour Organisation   |
| ILO/IPEC | International Labour Organisation /International Programme on the Elimination of Child Labour |
| IPEC     | International Programme on the Elimination of Child Labour                                    |
| MMYE     | Ministry of Manpower, Youth and Employment  |
| MESW     | Ministry of Employment and Social Welfare   |
| MOU      | Memorandum of Understanding   |
| NPA      | National Plan of Action   |
| NGOs     | Non- Governmental Organisation  |
| NMTDP    | National Medium Term Development Plan   |
| NPECLC   | National Programme for the Elimination of Child Labour in Cocoa                               |
| NSCCL    | National Steering Committee on Child Labour   |
| TWG      | Technical Working Group   |
| UG       | University of Ghana   |
| WACAP    | West African Cocoa/Commercial Agriculture Project   |
| WFCL     | Worst Forms of Child Labour   |

# SECTION ONE:

## OVERVIEW OF CHILD LABOUR IN GHANA

### 1.0 Background

According to the 2003 Ghana Child Labour Survey (GCLS 2003), of the estimated population of 6.36 million children aged 5 – 17 years, 2.47 million (nearly 40 %) 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. Although the GCLS was limited in scope, it was estimated that more than 242,000 children were engaged in hazardous child labour. Stakeholders at a national stakeholders workshop held in Ho in 2004 agreed that there was a prevalence of WFCL in the following instances, which called for immediate attention: child trafficking, customary or ritual servitude, fisheries, small-scale mining and quarrying, commercial sexual exploitation of children, agriculture, child domestic servitude, carriage and manual handling of heavy loads and street hawking, including begging.

Ghana was the first country to ratify the United Nations Convention on the Rights of the Child, in 1990 - evidence of the country's recognition of children's right "to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health, physical, mental, spiritual, moral or social development."<sup>1</sup>

The prompt ratification of the WFCL Convention and signing unto the ILO/IPEC Programme in 2000 further affirmed Ghana's recognition of the problem and commitment to addressing it, marking the beginning of a concerted action against child labour.

Indeed, before 2000, the country had taken significant steps in promoting the rights and welfare of its children by ratifying the ILO Forced Labour Convention, 1930 (No.29) in 1957 and the Abolition of Forced Labour Convention, 1957 (No. 105) in 1958. The Labour Decree, (NLCD 157) of 1967 also had provisions for the protection of children from labour exploitation. All these and the enactment of the Children's Act, 1998 (Act 560) and its Legislative Instrument, the Child Rights Regulation, (LI 1705) provided a good platform for the momentum that was initiated with technical support from the ILO's International Programme for the Elimination of Child Labour (IPEC).

Since then, several Government institutions, Employers' and Workers' Organisations, local and international NGOs, the ILO and other international agencies such as UNICEF and the International Organisation for Migration (IOM) have contributed significantly towards addressing the problem. This has resulted in the development of policy and legislation and the implementation of small-scale direct actions in identifying, withdrawing and rehabilitating children in various WFCL.

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<sup>1</sup> UN Convention on the rights of the child: Article 32

To ensure that the child labour challenge is confronted head-on in a holistic manner, the Ministry of Employment and Social Welfare, in partnership with its social partners - ILO/IPEC, UNICEF and others - developed a comprehensive National Plan of Action (NPA) for the Elimination of the Worst Forms of Child Labour by 2015. The following are the specific WFCL identified by the national stakeholders to be prioritized under the NPA:

1. Child trafficking,
2. Customary or ritual servitude
3. Fisheries
4. Small Scale mining and quarrying
5. Commercial Sexual Exploitation
6. Agriculture
7. Child domestic servitude
8. Carriage and manual handling of heavy loads
9. Street Hawking and begging

The National Plan of Action is an integrated framework that seeks to bring together the various sector-oriented activities under a multi-faceted design to address the issue in a more coordinated and sustainable fashion. This will contribute to the achievement of important national and international goals, including the Millennium Development Goals, Education for All by 2015, and the Child Labour targets in the ILO Decent Work Agenda for Africa 2007 – 2015.

According to Article 5 of the ILO Convention on the Worst Forms of Child Labour (ILO C182<sup>2</sup>, 1999), each ratifying country, in consultation with employers' and workers' organisations, shall establish or designate appropriate mechanisms to monitor the implementation of child labour interventions in the country. To this end, Ghana since 2000, has developed and implemented various Child Labour Monitoring Systems (CLMS) that aimed at monitoring children at risk or in child labour and the impact of interventions.

In 2001, the Labour Department of the Ministry of Employment and Social Welfare (MESW) set up a tracking database of ex-child-labourers, with support from ILO-IPEC, to monitor about 2000 children identified and withdrawn/prevented from child labour.

In 2004, under the ILO-IPEC sub-regional project on commercial agriculture, the West Africa Cocoa and Commercial Agriculture Project (WACAP), a district-based, sector-specific CLMS was created and operated in 5 districts to capture data on over 1000 children. It also included aspects of community surveillance, awareness raising and other preventive strategies.

Following the WACAP experience, an Integrated-Child Labour Monitoring System (I-CLMS) covering 20 districts and over 14,000 children in eight (8) kinds of the WFCL was implemented from 2006 to 2009.

A Community Child Labour Monitoring System (CCLMS) was also conceptualised under the National Programme for the Elimination of the Worst Forms of Child Labour in Cocoa (NPECLC) in 2008, focusing on the cocoa sector. The introduction of a variant concept for CLM under the NPECLC initiated a dual CLMS model for Ghana. Given the central role CLM plays in child labour interventions, and the possible administrative and technical inconsistencies that can arise from operating dual Systems in one country, it was deemed critically important to reconcile the I-CLMS and CCLMS and thereby standardize child labour monitoring in a manner that would

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<sup>2</sup> Paragraphs 5,6, 8,9 of ILO recommendation No. 190, provide further elaboration on the provisions of this article of Convention 182

enhance the country's ability to effectively deal with child labour and meet her international obligations in that respect.

The National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana provides the framework for the harmonization of child labour interventions. The NPA provides for the implementation of a CLMS that draws on best practices and lessons learnt from similar work under IPEC supported programmes and the NPECLC.

## SECTION TWO:

### SECTION TWO

#### CHILD LABOUR MONITORING

##### 2.0. Generic Concept of Child Labour Monitoring

The idea of Child Labour Monitoring (CLM) began in the 1990s through the work of the International Programme on the Elimination of Child Labour (IPEC) of the ILO. The Concept is clearly explained in the *Overview of Child Labour Monitoring and Guidelines for Developing Child Labour Monitoring Process* published by the ILO in 2005. Box 1, below, is an excerpt from these publications and describes the meaning of CLM, its framework, purpose and design.

##### *Box 1: Description of the CLM Concept*

One of the most potent means of addressing child labour is to regularly check the places where girls and boys may be working. Child labour monitoring (CLM) is the active process that ensures that such observation is put in place and is coordinated in an appropriate manner. Its overall objective is to ensure that as a consequence of monitoring, children and young legally employed workers are safe from exploitation and hazards at work. The active scrutiny of child labour at the local level is supported by a referral system which establishes a link between appropriate services and ex-child labourers. CLM's principal activities include regularly repeated direct observations to identify child labourers and to determine risks to which they are exposed, referral of these children to services, verification that they have been removed and tracking them afterwards to ensure that their situation has improved. CLM is a way of mainstreaming child labour work into all levels of government. It is an active process to regularly check workplaces in order to ensure that children are not working there and that young workers are adequately protected. This is particularly effective at the local level where child labour occurs as it combines continuing identification of child labourers with their referral to available services. The information gathered from CLM is immediately used to provide assistance to children, but it also allows systematizing and analyzing information about the dynamics of child labour at local and national levels. The main activity used by CLM is direct observation by monitoring teams. At the local level, CLM generally links information between work sites and schools/services to enable checking that children are provided with alternatives to work and as a consequence of monitoring are better off and have not instead fallen into something worse.

##### 2.1. The CLM Framework

An effective and sustainable monitoring of child labour occurs in the context of an institutionalized structure. The CLM Framework is the association of partners (and agreements among them) that operates and maintains the child labour monitoring process. Although child labour monitoring takes place at the local level, it should be part of a larger inspection and enforcement policy to be sustainable and make real impact. The CLM framework should, therefore, include government

structures, such as the inspectorates (labour, health/safety, and school), and take direction from a multi-sector national policy body. In principle, the CLM process should always be part of the local government system and operate under its supervision and authority. It should also connect existing social planning and monitoring mechanisms of local government, wherever they occur. Ideally, the framework should be nationwide and based on a set of agreements about the information to be collected and how the CLM process will be managed. This would imply the use of common monitoring tools and a common database or repository for the information. CLM activities at the local levels should feed into a coordinated information management mechanism at the national level. This may require changes in existing information management systems. Developing and agreeing to a CLM framework requires political will, adequate national resources and a vision on mainstreaming child labour monitoring into existing systems of governance.

## 2.2 The CLM Process

The CLM process comprises the procedures, documents and forms that enable monitoring to be correctly implemented. While each situation is unique, experience has shown that effective child labour monitoring notably has the following characteristics:

- It is linked to national child labour policy and action.
- It has a legal mandate and operates under the authority and the supervision of the local government or labour inspectorates.
- It operates at the local level, covers work and service sites, and includes a referral system.
- It is area-based and applicable to all types of child labour (formal and informal economies, agriculture, illicit work, etc.).
- It is sustainable in terms of technical complexity, human resource requirement and cost.
- It is replicable and may be scaled up.
- It builds upon existing information collection systems.
- It is transparent.
- The information gathered may readily be verified and there is a process of accountability.

Developing a Child Labour Monitoring System (CLMS) involves two principal stages:

- (I) Preparation, and
- (II) Design, testing and training.

These two stages result in the actual CLM model which also consists of two distinct phases:

- Monitoring, and
- Follow-up.

### 2.2.1 Activities in the Monitoring and Follow-up Phases

The monitoring and follow-up activities are ongoing and are repeated on a regular basis. There is also a corresponding relationship between child labour and CLM: As child labour decreases,

CLM is expected to decrease in intensity as well and be gradually incorporated into government social protection functions.

### 2.2.2 The Principal Activities Of The Monitoring Phase are:

- **Identification and Assessment:** Girls and boys at work or in transit to work are identified. A team of child labour monitors who have been trained in monitoring techniques conduct the monitoring to identify such children.
- **Referral:** If children are found, identified as child labourers and assessed to be at serious risk, they are removed and referred to services appropriate to their needs and aspirations via a network of service providers and agreed procedures.
- **Protection and Prevention:** using a common set of tools, the workplace is checked to verify what types of work-related hazards exist and to which child labourers may be exposed.
- **Immediate Data Management and Analysis:** After the monitoring visit, information is recorded and reported on for appropriate action.

### 2.2.3 The Principal Activities In The Follow-Up Phase include:

- **Tracking:** Girls and boys covered by CLM are tracked to make sure that they attend school or have been provided other suitable alternatives.
- **Quality Control and Verification:** The information from CLM is checked to make sure that it is credible and accurate.
- **Provision of Information for Enforcement of Laws:** Information about violations of laws related to child labour is made available to law enforcement officials and the judiciary.
- **Information Dissemination and Analysis:** Information is actively disseminated to the district, regional and national levels.
- **Inputs to Laws, Policies and Social Planning:** Information is used to promote and review anti- child labour laws and policies.

The tracking and verification of information are part of the overall monitoring process and are intended to ensure that there is a regular check on the quality and accuracy of the information that the CLM process provides. This is important in order to ensure that:

- the services provided the child labourers, indeed, improve their situation, that is, they are better off, and
- they do not instead just transfer to another sector of work with similar or worse conditions.

For this reason, the CLM must be able to link labour and education data and to cross-check information on school attendance with that from monitoring visits conducted at the workplace.

The characteristics of a comprehensive and credible CLMS may include the following:

- It involves all relevant partners in the field, including labour inspectors, if appropriate
- It is focused on the child at work and/or in school
- It uses regular observation to identify children in the workplace
- It refers identified children to the most appropriate alternative to ensure that they are withdrawn from hazardous work

- It verifies whether the children have actually shifted from hazardous work to an appropriate situation (school or other)
- It keeps records on the extent and nature of child labour and the schooling of identified child workers

## SECTION 3:

### EVOLUTION OF THE CHILD LABOUR MONITORING SYSTEM (CLMS) IN GHANA

#### 3.0 Introduction

This section reviews the development of child labour monitoring in Ghana. It analyses past and current efforts to establish a functional and credible CLMS that enhances the elimination of the Worst Forms of Child Labour (WFCL) and effectively contributes towards the abolition of all child labour, in fulfilment of national development aspirations and obligations under international law. The assessment looks at the concepts, features, strengths and weaknesses of the various past and present CLMS, and draws conclusions to inform the development of an improved system that effectively deals with child labour at all levels. The review focuses on work done in the past decade (2000-2010), as specifically listed below:

- i. The Central Tracking Database of Ex-Working Children (2001-2003);
- ii. A Mono-sector Decentralised CLMS (2003-2006)
- iii. Integrated-Child Labour Monitoring System (2006-2009)
- iv. Community Child Labour Monitoring System (2008-2010)

#### 3.1 The Central Tracking Database (CTD) of Ex-Working Children [Under the ILO-IPEC Ghana Country Programme (GCP): 2001-2003]

Organised Child Labour Monitoring in Ghana started in 2001 when the Ministry of Employment and Social Welfare<sup>3</sup> (MESW) implemented a project entitled “Establishment of the Central Tracking Database of Ex-working Children”. This Action Programme was under the ILO-IPEC Ghana Country Programme (GCP). It was carried out by the Employment Information Branch (EIB) of the Labour Department and focused on 4 working sectors:

- Ritual Servitude (For example, *Trokosi*)
- Child Domestic Servitude
- Manual Handling and Transportation of Heavy Loads (For example, *Kayaye*) and
- Children in Tourism (Commercial Sexual Exploitation of Children-CSEC).

The selected locations were:

- Akatsi District (Volta Region)
- Kumasi (Ashanti Region)
- Tolon Kunbungu (Northern Region) and
- Cape Coast and Elmina (Central Region).

The data was collected by the NGOs<sup>4</sup> serving as Implementing Agencies of the GCP. In all, 2128<sup>5</sup> withdrawn children were reported as covered by the System.

<sup>3</sup> In 2001, this Ministry was known as “Ministry of Manpower Development and Employment (MMDE)

<sup>4</sup> International Needs, Youth Development Foundation, RAINS, Ghana National Coalition on the Rights of Children (GNCRC)

<sup>5</sup> Due to limited time the analysis of data only covered 1824 children out of the total of 2128

### 3.1.1. The Concept

The notion of the CLMS under the Ghana Country Programme was incomprehensive; this was deliberate: The Central Tracking Database (CTD) was not meant to be a fully fledged CLMS but rather a precursor to lay the foundation for a more extensive work in the future. Accordingly, the CTD only focused on former child labourers and was central-based. The System was set up to serve as a source of national information on withdrawn children for the provision of support in school or for vocational training.

### 3.1.2. The Framework

The partners involved were IPEC, EIB and the NGOs serving as implementing agencies of the GCP. Apart from the contractual agreements under the implementation of IPEC Action Programmes, it is not clear if there were any commitments made particularly for operation and maintenance of the CTD.

At the national level, there was the IPEC National Steering Committee that was overseeing all IPEC interventions, including the CTD. At the regional level, there were neither District nor Community Child Labour Committees (D/CLC). Thus, structurally, neither the communities nor the district assemblies were involved in the administration of this pioneering CLMS at the district level; it was entirely the responsibility of the IPEC Implementing Agency.

### 3.1.3. The Process

For the CTD, the child labour monitoring process consisted of the identification of affected children through the use of a questionnaire. The questionnaire had two parts:

- **Part One** was for the collection of personal, employment, withdrawal or rehabilitation, as well as parental or family data on ex-child workers.
- **Part Two** focused on the status of withdrawn children.

There was also a computerised database hosted at the Employment Information Branch (EIB) of the Labour Department.

The data generated by the IAs were sent to the EIB for processing and production of reports. However, the process of observing work places to identify, assess and refer affected children to alternative appropriate services was not done repeatedly, but as a one-time activity to fulfil project demands. It was expected that the children who benefited from the withdrawal interventions in the project would be tracked thereafter, but this did not happen after the project life.

### 3.1.4 Features

The notable features of the Central Tracking Database of Ex-Working Children were that:

- It was only based at the national/central level.
- It only consisted of a database component
- It only captured ex-working children
- It was essentially project-based
- It covered only four sectors
- It only focused on the direct beneficiaries of the project (withdrawn children)
- It collected data through the Implementing Agencies (IAs) of the ILO-IPEC projects
- It had no community-based monitors
- It had no connection with local government (the District Assemblies)
- It involved very little partnership or collaboration at the national level

### 3.1.5. Outputs

The System computerised data on 2000 girls and boys removed from child labour, generated information on them and provided them with appropriate social services.

### 3.1.6 Strengths

The strengths of the Central Tracking Database were that:

- It was child-centered
- It connected to data on national employment
- It had a computerized database
- It laid the foundation for CLM in Ghana

### 3.1.7 Weaknesses

The weaknesses of the System were that:

- It was not decentralized
- It was only project-based
- It was very limited; it only focused on specific data, i.e ex-working children
- The involvement of the communities and District Assemblies was limited
- It forged little partnerships and collaboration

## 3.2. A Mono-sector Decentralised CLMS

[Under the ILO-IPEC West Africa Cocoa/Commercial Agriculture Project (WACAP) 2003-2006]

In 2003, the ILO-IPEC-WACAP project set up a CLMS that focused on commercial agriculture, especially cocoa. The System was piloted in five (5) districts and fifty-two (52) communities.

Four of the districts focused on cocoa. These were:

- Suhum-Krabo-Coaltar District (Eastern Region)
- Amansie West District (Ashanti Region)
- Atwima-Mponua Districts (Ashanti Region), and
- Sefwi-Wiawso District (Western Region)

The Kassena-Nankana District (Upper East Region) focused on rice production.

### The Concept

The WACAP CLMS was a mono-sector, district-based mechanism to facilitate the identification, withdrawal, prevention and protection of children in, or at risk of the WFCL in commercial agriculture (cocoa and rice).

### The Framework

The WACAP CLMS was run by a hierarchical administrative system of Child Labour Committees (CLCs) from the community through the district to the national level. The CLCs consisted of identified agencies with a mandate, capacity and relevant experience. Thus, members of the CLCs became partners in the operation and maintenance of the CLMS at their various levels. Each Committee had Terms of Reference that described or explained its work in detail. But no formal obligation on the individual agencies that required them to carry out specific responsibilities in the CLMS process was agreed.

### The Process

Trained community-based monitors carried out community observations to identify children involved in commercial agriculture (cocoa and rice farming) and those at risk. These children were further assessed and some were selected to be supported by the project. The selected children were linked to referral agencies and thus provided with the appropriate social services (education or skills training).

The data was collected using a set of eight questionnaires. The completed questionnaires were verified by supervisors before submission to the District Child Labour Committee through the focal agency, the District Labour Office, where the data was entered into the computerized software database and cleaned.

Afterwards, a hired private consultant in the district provided technical expertise for the analysis of the data. The process also included awareness raising, community surveillance and the utilization of the CLM information in district social development planning and law enforcement. The district consultant also facilitated the preparation of a district Child Labour Monitoring report which was submitted to the Employment Information Branch (EIB) and the Child Labour Unit (CLU) at the national level.

The EIB and CLU compiled all district CLM reports and did further analysis of the data to generate a National Child Labour Monitoring Report which was presented to the National Steering Committee (NSC).

The ILO-IPEC provided technical assistance at all levels of the CLM process.

### 3.2.1 Features

The notable features of the Decentralized CLMS were that:

- It focused on one sector (agriculture)
- It was decentralised and district-based; the District Assembly was the central management agency
- It had the administrative and data management components
- It mainly emphasised data
- It was only project-based
- It used private national and district consultants as support to the implementing agencies
- It had District and Community Child Labour Committees linked to the National Steering Committee on Child Labour, and
- It engaged both the CLU and EIB.

### Outputs

The outputs of the System were the establishment of:

- The administrative component of the CLMS, comprising Community and District Child Labour Committees (CCLCs and DCLCs)
- A computerised CLM database software and hardware installed at the national and district levels
- A database of 1000 children involved in, or at risk of child labour in agriculture or withdrawn from child labour and provided with alternative social services.

### 3.2.2 Strengths

The strengths of the System were that:

- It was decentralized

- It had both administrative and database components
- It got the active involvement of the communities and District Assemblies
- It established a collaboration between the CLU and EIB

### 3.2.3 Weaknesses

The weaknesses of the System were that it was:

- Mono-sectored
- Project-based and, therefore, limited in scope
- Data-heavy
- Only reliant on local private consultants?
- Limited in engagement of other agencies

### 3.3 Multi-Sector Decentralised Integrated Child Labour Monitoring System [(I-CLMS)]

Under the ILO-IPEC Support for the Implementation of Time-Bound Measures for the Elimination of the Worst Forms of Child Labour in Ghana (2006-2009)

In June 2005, work on an Integrated-Child Labour Monitoring System (I-CLMS) started in Ghana with the support of the International Labour Organisation (ILO). It built on previous work under the ILO-Ghana Country Programme (2000) and the West Africa Cocoa and Commercial Agriculture Project (WACAP-2003). The purpose was to enhance the technical capacity of existing relevant national and local institutions to monitor the incidence of the WFCL. Under this CLMS, eight WFCL (child trafficking, ritual servitude, fisheries, mining and quarrying, commercial sexual exploitation of children, manual handling and carriage of heavy loads, child domestic servitude and agriculture) were covered.

#### The Concept

The System aimed at the design and implementation of a decentralised, multi-sectored and integrated child labour monitoring regime to promote the application of child labour laws, ensure effective and coordinated implementation of child labour interventions and enhance the sustainability of outputs and outcomes of interventions.

#### The Framework

About fifteen (15) central agencies, including Government Ministries, Departments and Agencies (MDAs); the Ghana Employers' Association; Organised Labour; twenty (20) District Assemblies and two hundred (200) communities participated in the I-CLMS. There was a contractual agreement for the District Assemblies to set up, operate and maintain the I-CLMS in the respective local government areas. Community and District Child Labour Committees were also established for the management of the I-CLMS at the local government (District Assembly) level and linked to the national level.

#### The Process

At the local level, community monitors visited and observed workplaces to identify and assess children affected by the WFCL. The children were then referred to social service providers for support. There was active community/district participation in awareness raising, surveillance and self-monitoring. Many individuals took personal initiatives to help get the children identified out of

work and put into school. At the national level, CLM capacity building workshops were held for central agencies, including law enforcement and human rights agencies. This strengthened their capacity to exercise the mandate in carrying out child labour monitoring within their jurisdiction. Under the Data-base Component of the I-CLMS, an Administrative Census was carried out to establish baseline data for children in or at risk of the prevalent WFCL in the respective districts. From this baseline data, project beneficiary children were selected. Five monitoring questionnaires (on Child Workers, Children at Risk, Workplace, Supported Children, Training Institutions and Stakeholders (Central Agencies) were developed for the monitoring of children in/at risk of the WFCL.

### **The Outputs**

The System resulted in:

- An elaborate inclusion of child labour in the National Medium Term Development Plan (GPRS 2: 2006-2009)
- The inclusion of child labour monitoring as an indicator of progress in the implementation of the National Medium Term Development Plan (2007 Annual Progress Report on GPRS2)
- A heightened awareness and engagement of national level stakeholders in I-CLMS operations
- A comprehensive I-CLMS database covering all the identified WFCL in Ghana, and
- The setting up of the CLMS framework at the national and district levels

### **3.3.1 Features**

The main features of the System were that:

- It used an area-based approach to CLM
- It had both data management and administrative components
- It emphasised mainstreaming
- It promoted institutional and technical capacity building
- It emphasised national (central), district, community participation and ownership
- It promoted partnerships, collaboration and coordination
- It was multi-sectored and decentralised, and
- It emphasised prevention.

### **3.3.2 Strengths**

The strengths of the System were that:

- It was multi-sectored and decentralized
- It emphasized mainstreaming and capacity building of local agencies, and
- It had extensive collaboration at the national and district levels

### **3.3.3 Weaknesses**

The main weakness of the System was that its performance was affected by the challenges of collaborating institutions

## **3.4 The Community-based Child Labour Monitoring System (CCLMS)**

**[Under the National Programme for the Elimination of the Worst Forms of Child Labour in Cocoa (NPECLC) : 2008]**

Under the auspices of the National Programme for the Elimination of the Worst Forms of Child Labour in Cocoa (NPECLC), the notion of a variant CLMS, called the Community-based Child Labour Monitoring System (CCLMS), was conceptualized. The purpose of the CCLMS was to contribute to the elimination of the Worst Forms of Child Labour in cocoa through a community-based bottom-up, cocoa sector-wide data collection system with monitoring and remediation components built in.

**The Concept**

The CCLMS is an on-going system to collect and analyze data on working and vulnerable children in the community, based on a defined set of indicators. The CCLMS is both a monitoring and a remediation tool, expected to mobilize the local communities to bring about change in attitudes and behaviors with regard to the WFCL, and also to promote an integrated approach to child development at the district and community levels.

**Framework**

At the district and community levels, identified CCLMS partners were organized into District Child Protection Committees (DCPCs) and Community Child Protection Committees (CCPCs) with agreed terms of reference for each Committee.

**The Process**

The CCLMS operates at different levels - community, district and national - with the involvement of community groups and relevant public and private players at each level. The process was implemented through bottom-up data gathering on basic information such as school enrolment and attendance, in and out movement of children, and their involvement in hazardous activities.

The remediation component is mainly that of awareness creation on the WFCL and support for children in critical need. The System which was still under development prior to the harmonization, had established the Framework (administrative structures) at the local authority level through the District Child Protection Committees (DCPCs) and at the community level through the Community Child Protection Committees (CCPCs) in 47 cocoa districts and a number of communities.

**3.4.1 Features:**

The main features of the CCLMS are that:

- It is community-based and managed;
- It is institutionally-anchored; and
- It is driven by the concept of Public-Private Partnership (PPP).

**3.4.2 The Output**

The CCLMS has not been fully implemented. Thus, there are no outputs yet to show.

**3.4.3 Strengths**

Not identified

**3.4.4 Weaknesses:**

Not identified

## **SECTION FOUR:**

### **THE GHANA CHILD LABOUR MONITORING SYSTEM (GCLMS)**

#### **4.0 Introduction**

As discussed in the previous section, child labour monitoring has evolved since 2001 through upgrading and scaling-up of successive versions. The CCLMS by NPECLC and the I-CLMS under the TBP Support Project to the National Time Bound Programme operated simultaneously. Given the central role CLMS plays in the mix of child labour interventions and the possible administrative and technical inconsistencies that could arise from a dual model CLMS in one country, it was critically important to reconcile the I-CLMS and CCLMS and standardize the operation of child labour monitoring in a manner that would enhance the country's ability to deal effectively with child labour and meet its international obligations in that respect.

This was consistent with the proposal made in the National Plan of Action (NPA) for the elimination of the Worst Forms of Child Labour in Ghana for the establishment of an effective child labour monitoring regime. The NPA indicated the need to rationalize all existing child labour monitoring mechanisms into a single system.

Also, in August 2010, an international conference held in Washington D.C to establish a broad framework for the elimination of the Worst Forms of Child Labour in the West Africa cocoa sector, discussed the central role of the CLMS in the fight against child labour in Ghana. It was agreed that it was necessary to refine and standardize the different CLMS that had been established in Ghana

Accordingly, in August 2010 a national conference on child labour monitoring for all stakeholders was organized to review, harmonize and standardize the design, operations and management of the CLMS in Ghana. The output of that conference is the Ghana Child Labour Monitoring System which draws on the best practices and lessons from previous systems.

#### **4.1. A Description of the Ghana Child Labour Monitoring System (GCLMS) Concept**

The Ghana Child Labour Monitoring System is a holistic and dynamic process for eliminating the Worst Forms of Child Labour. It involves direct observations, repeated regularly, to:

- identify child labourers and to determine the risks to which they are exposed
- refer them to appropriate remediation services
- verify that they have, indeed, been removed, and

- track them to ensure that they have satisfactory and sustainable alternatives in life.

It involves direct action aimed at:

- protecting boys and girls
- enhancing better socio-economic planning of child labour-related activities at the community, district, regional and national levels
- a more effective national policy on child labour, and
- a better monitoring of national and international laws and conventions on child labour

By and large, the GCLMS is designed to be consistent with the Children's Act, 1998 (Act 560) and ILO Convention 182.

## 4.2 Objectives of the GCLMS

The goal of the GCLMS is to contribute towards a 70% reduction, in aggregate, of the Worst Forms of Child Labour in the cocoa sector of Ghana by 2020, while laying strong social policy and institutional foundations for the prevention and elimination of all other forms of child labour in the longer term.

Specifically, the GCLMS will:

- obtain comprehensive information on all children in or at risk of the WFCL;
- institute timely, adequate, sustainable and appropriate response at all levels to eliminate the WFCL;
- secure ownership and mainstream the elimination of the worst forms of child labour into national policies and structures; and
- support national efforts to meet its obligations under ILO C.182.

## 4.3 Stages of the GCLMS

There are two main stages of the GCLMS. These are:

### 4.3.1. The Monitoring phase

This phase comprises of:

- **Identification and assessment:** A team of community child labour monitors/data collectors trained in child labour monitoring techniques will conduct monitoring using a set of agreed tools (questionnaires) to identify girls and boys assessed to be in, or at risk of the WFCL.
- **Referral:** Refer children identified to be involved or at risk of the WFCL to social services corresponding to their needs (prevention, removal, protection) through a network of service providers and standard operating procedures and guidelines.
- **Protection and prevention:** Use the monitoring information to provide protection for legally employed children and put in place interventions to protect those of them at risk of the WFCL.

- **Immediate data management and analysis:** Analyze data collected, immediately record information derived from it and forward same for appropriate action.

#### 4.3.2. Follow-up phase

The follow-up phase involves:

- **Tracking:** Continuous monitoring of workplaces, schools, training centres to track girls and boys covered in the exercise to make sure that they are attending school or have been provided other suitable alternatives and that other vulnerable children do not take the place of those previously withdrawn.
- **Quality control and verification:** The information from monitoring is checked to ensure that it is credible and accurate.
- **Providing information for enforcement of laws:** Information about violation of laws related to the WFCL is made available to the law enforcement agencies for appropriate action.
- **Information dissemination and analysis:** Information emanating from the GCLMS is disseminated to all partners and stakeholders at all levels.
- **Inputs to laws, policies and social planning:** Monitoring information is used to review and enhance the design and implementation of anti-child labour laws and policies.

### 4.4. Operational Structures of the Ghana Child Labour Monitoring System (GCLMS)

#### 4.4.1 Components of the GCLMS

The implementation of the GCLMS is done through two operational components. These are:

- The Administrative Component, and
- The Database Component.

##### 4.4.1.1 The Administrative Component

The Administrative Component of the GCLMS is the hierarchical system of Child Protection/Labour Committees (CP/LCs) in the community through the district to the national level.

At the national level, there is the National Steering Committee on Child Labour (NSCCL), while the District Child Protection Committees (DCPCs) and the Community Child Protection Committees (CCPCs) exist at the district and community levels respectively.

Generally, the role of these Committees is to provide supervision, coordination and management of the GCLMS operations at their respective levels.

## **i. National Level**

### **National Steering Committee on Child Labour (NSCCL)**

The National Steering Committee on Child Labour (NSCCL) is the highest policy advisory body on child labour issues in Ghana. It is a multi-stakeholder national level institution that oversees and provides guidance and overall coordination of the National Plan of Action (NPA) for the elimination of the Worst Forms of Child Labour in Ghana, including the implementation of the Ghana Child Labour Monitoring System.

The NSCCL facilitates effective inter-ministerial and institutional cooperation among the institutions with the mandate for the elimination of child labour. The NSCCL also reviews and advises on the implementation of all child labour interventions by the development partners, including the ILO-IPEC support projects.

### **Composition of the National Steering Committee on Child Labour (NSCCL)**

The NSCCL is chaired by the Minister of Employment and Social Welfare, with the Child Labour Unit of the Labour Department as its secretariat. Membership of the Committee comprises the following institutions, categorized as below, and represented by officers of the Director or analogous grades:

#### **a) MDAs Concerned With The Welfare Of Children And The Elimination Child Labour:**

1. Ministry of Employment and Social Welfare (Chairperson)
2. Parliamentary Select Committee on State Enterprises and Social Welfare
3. National Development Planning Commission
4. Ministry of Education
5. Ministry of the Interior
6. Ministry of Women and Children Affairs
7. Ministry of Local Government and Rural development
8. Ministry of Food and Agriculture
9. Attorney General's Department
10. Ghana Statistical Service
11. Ghana Cocoa Board
12. Labour Department
13. Department of Social Welfare
14. Projects Management Unit of the Ministry of Employment and Social Welfare
15. Child Labour Unit of the Labour Department
16. National Programme for the Elimination of the WFCL in Cocoa
17. Minerals Commission
18. Commission on Human Rights and Administrative Justice

#### **b) Social Partners:**

19. Ghana Employers' Association
20. Organized Labour

**c) Research And Training Institutions:**

21. Department of Social Work, University of Ghana

**d) Civil Society Organizations Active In The Field Of Child Labour:**

22. National House of Chiefs

23. Ghana NGO Coalition on the Rights of the Child

24. Future Resources Development (NGO)

25. Ghana Journalists Association

26. Christian Council of Ghana

27. Federation of Muslim Council

**e) International Development Partners/Advisers**

28. United Nations Development Programme (UNDP)

29. International Labour Organisation /International Programme on the Elimination of Child Labour (ILO/IPEC)

30. United Nations Children and Education Fund (UNICEF)

31. International Organisation for Migration (IOM)

32. United States Agency for International Development (USAID)

33. Canadian International Development Agency (CIDA)

34. Japan International Cooperation Agency (JICA)

35. Danish International Development Agency (DANIDA)

36. Food and Agriculture Organization (FAO)

37. World Vision

38. Plan International (Ghana Office)

**The Functions of the NSCCL**

Functions of the Committee include:

- Providing *policy guidance* for activities aimed at eliminating child labour in the country and integrating IPEC activities into other national efforts to combat child labour;
- ensuring the achievement by Government and the various agencies responsible for the objectives and targets set under the National Plan of Action for the elimination of the Worst Forms of Child Labour in Ghana;
- playing a leading role in advocacy for the elimination of child labour;
- monitoring and periodically reviewing and evaluating the implementation of the National Plan of Action to ensure the achievement of targets set under the NPA;
- reviewing and endorsing of Action Programmes aimed at addressing child labour in Ghana;
- advising on human resource and technical needs of key institutions dealing with child labour;
- providing leadership in resource mobilization to support national efforts to eliminate child labour.
- reviewing national GCLMS and Child Labour Progress Reports; and
- making recommendations for national social policy planning and international reporting

The NSCCL works through three (3) Sub-Committees whose key responsibilities are:

- to oversee and monitor the progress in the strategic areas of the national child labour elimination programme in addressing the worst forms of child labour in the respective sectors, and
- to identify policy options and measures required to sustain impact and expand coverage.

The sub-committees are:

1. The Policy Advisory, Education and Skills Sub-Committee;
2. The Advocacy, Social Mobilization and Child Labour Monitoring Sub-Committee; Sub-Committee; and
3. The Cocoa, Fisheries, Mining and Quarrying Sub-Committee.

## ii. Regional Level

### Regional Coordinating Council (RCC)

There will be no formal GCLMS structures at the regional level. However, the Regional Coordinating Council (RCC) will have general oversight responsibility over the DCPCs. The Regional Labour Office will be the key actor to receive copies of the GCLMS reports from the District Assemblies within its area of jurisdiction and collate them into the regional reports for the information and use of the RCC.

## iii. District Level

### District Child Protection Committee (DCPC)

At the district level District Assemblies will be the implementing agencies for the GCLMS. The possibility of institutionalizing the DCPCs as a special committee of the District Assemblies will be explored. The GCLMS will be located within the District Labour Office (DLO) which will be responsible for the day-to-day management of the System. In the absence of a Labour Office, the District Social Welfare Office (DSWO) of the District Assembly (DA) will serve as the focal point.

### Composition of the District Child Protection Committee (DCPC)

The District Child Protection Committee (DCPC) is chaired by the District Chief Executive (DCE) and is composed from the following:

#### a) *Central District Assembly:*

1. District Chief Executive(DCE)
2. District Coordinating Director
3. District Planning Coordinating Unit (DPCU)
4. Planning and Budget Officers
5. Presiding Member
6. Conveners of the Social Services Justice and Security and Women and Children Sub-Committees

#### b) *Relevant Government Line Agencies:*

1. Labour Department, District Office
2. Social Welfare Department, District Office
3. Ghana Education Service, District Office

4. Commission on Human Rights and Administrative Justice, District Office
5. National Commission for Civic Education, District Office
6. District Police Command
7. Ghana Immigration Service, District Office
8. Customs Excise and Preventive Service, District Office
9. Ghana Statistical Service, District Office
10. Department of Community Development, District Office
11. Inspectorate Department, District Office

**c) *Employers' and Workers' Organizations:***

12. Drivers' Unions
13. Trade Associations

**d) *Civil Society Organisations:***

14. The Media
15. Traditional Authority
16. Religious Groups
17. Non-Governmental Organizations

### **Functions of the District Child Protection Committee (DCPC)**

The functions of the DCPC include:

- overseeing the effective implementation of the Programme for the Elimination of the Worst Forms of Child Labour by the District Assembly
- facilitating the mainstreaming of child labour into the District Medium Term Development Plans and advocate for resources for child labour interventions in the District Assembly;
- planning and facilitating the setting up of CCPCs in the communities;
- supervising data collection, collation, verification and analyses for use in the district and for onward submission to the Ministry of Employment and Social Welfare /Labour Department;
- facilitating the establishment and/or enforcement of relevant child labour laws and bye-laws; and
- utilising the GCLMS information in the provision of social services (policy, social planning, education, health, law enforcement, etc.).

## **iv. Community Level**

### **Community Child Protection Committee (CCPC)**

At the community level, the GCLMS administrative structure will be made up of a local monitoring team called Community Child Protection Committee (CCPC). The Committee will be chaired either by the Assemblyman or an opinion leader in the community, with the traditional ruler also playing a key role.

### **Composition of the Community Child Protection Committee (CCPC)**

Membership of the Community Child Protection Committee (CCPC) normally range from five to nine (5-9) or even more, and is made up of relevant social partners, depending on the size of the community. The membership of the CCPC may include:

- A representative of the Traditional Council
- The queen mother
- Religious leader(s)
- An Assembly Member
- A representative of the Unit Committee
- A teacher
- A representative of School Management Committee/Parents and Teachers' Association
- An identified Opinion Leader
- A representative of Community Watchdog Committee
- A representative of a youth group
- A representative of a women's association
- A representative of a trade organization
- A children's representative

### **Functions of the Community Child Protection Committee (CCPC)**

Functions of the CCPC include:

- developing and implementing Community Action Plans
- creating awareness and sensitizing the community on child labour and the importance of education, undertaking community surveillance, identification and assessment of children in, or at risk of the WFCL
- collecting and analyzing data on children in, or at risk of the WFCL
- referring WFCL cases for remediation and ensuring that the children get the support needed
- tracking the children identified to ensure the sustainability of remediation efforts
- transmitting the data obtained to the District Assembly through the Labour Officer; and
- instituting community rules, regulations and sanctions.

Table 1 below summarises the composition and functions of the various GCLMS Committees:

**Table 1: Summary table on the Child Protection/Labour Committees: Structure and Functions**

| <b>NATIONAL LEVEL</b>                               |  |  |  |
|---|--|--|--|
| <b>Administrative structure</b>                     | <b>Secretariat</b>                               | <b>Composition</b>   | <b>Functions</b>   |
| National Steering Committee on Child Labour (NSCCL) | Child Labour Unit (CLU) of the Labour Department | <p><b>A. Members</b></p> <ol style="list-style-type: none"> <li>1. Ministry of Employment and Social Welfare (Chairperson)</li> <li>2. Parliamentary Select Committee on State Enterprises and Social Welfare</li> <li>3. National Development Planning Commission</li> <li>4. Ministry of Education</li> <li>5. Ministry of the Interior</li> <li>6. Ministry of Women and Children Affairs</li> <li>7. Ministry of Local Government and Rural development</li> <li>8. Ministry of Food and Agriculture</li> <li>9. Attorney-General's Department</li> <li>10. Ghana Statistical Service</li> <li>11. Ghana Cocoa Board (COCOBOD)</li> <li>12. Labour Department</li> <li>13. Department of Social Welfare</li> <li>14. Projects Management Unit of the Ministry of Employment and Social Welfare</li> <li>15. Child Labour Unit of the Labour Department</li> <li>16. National Programme for the Elimination of the WFCL in Cocoa</li> <li>17. Minerals Commission</li> <li>18. Commission on Human Rights and Administrative Justice</li> </ol> | <ul style="list-style-type: none"> <li>• Providing <i>policy guidance</i> for activities aimed at eliminating child labour in the country and integrating IPEC activities into other national efforts to combat child labour;</li> <li>• ensuring achievement by the government and responsible agencies of the objectives and targets set under the National Plan of Action for the Elimination of the Worst Forms of Child Labour in Ghana;</li> <li>• playing a leading role in advocacy for the elimination of child labour;</li> <li>• monitoring and periodically reviewing and evaluating the implementation of the National Plan of Action to ensure the achievement of targets set under NPA;</li> <li>• reviewing and endorsing of Action Programmes aimed at addressing child labour in Ghana;</li> <li>• advising on human resources and technical needs of key institutions dealing with child labour;</li> </ul> |

|  |  |   |  |
|--|--|---|--|
|  |  | <p>19. Ghana Employers' Association<br/>                 20. Organized Labour<br/>                 21. Department of Social Work, University of Ghana<br/>                 22. National House of Chiefs<br/>                 23. Ghana NGO Coalition on the Rights of the Child<br/>                 24. Future Resources Development (NGO)<br/>                 25. Ghana Journalists Association<br/>                 26. Christian Council of Ghana<br/>                 27. Federation of Muslem Council</p> <p><i>Advisers:</i></p> <p>28. UNDP<br/>                 29. ILO/IPEC<br/>                 30. UNICEF<br/>                 31. IOM<br/>                 32. USAID<br/>                 33. CIDA<br/>                 34. JICA<br/>                 35. DANIDA<br/>                 36. FAO<br/>                 37. World Vision<br/>                 38. Plan Ghana</p> | <ul style="list-style-type: none"> <li>• providing leadership in resource mobilization to support national efforts to eliminate child labour.</li> <li>• reviewing national GCLMS and Child Labour Progress Reports;</li> <li>• making recommendations for national social policy planning and international reporting</li> </ul>    |
| <p>Ghana Child Labour Monitoring System (GCLMS) Sub-Committee of the NSCCL</p> |  | <ul style="list-style-type: none"> <li>• The Min. Employment and Social Welfare</li> <li>• Min. of Local Government &amp; Rural Development</li> <li>• Ghana Statistical Service</li> <li>• Child Labour Unit of the Labour Dept</li> <li>• Employment Information Branch of the Labour Dept</li> <li>• National Programme for the Elimination of the WFCL in Cocoa (NPECLC)</li> <li>• Ministry of Education</li> </ul>  | <ul style="list-style-type: none"> <li>• Developing of Child Labour Monitoring Instruments /Tools</li> <li>• Conducting field monitoring.</li> <li>• Providing technical assistance for the implementation of the GCLMS</li> <li>• Reviewing of the periodic GCLMS reports</li> <li>• Making recommendations on the GCLMS</li> </ul> |

|  |   |  |   |
|--|---|--|---|
|  |   | <ul style="list-style-type: none"> <li>• Dept of Social Welfare</li> <li>• COCOBOD</li> <li>• Research Institutions (Dept. of Social Work, UG)</li> <li>• MOFA (Agric Extension Services)</li> </ul> | to the NSCCL  |
| Ministry of Employment and Social Welfare (MESW) | Labour Department (CLU)   |  | Overall management (administration and coordination) of the GCLMS.  |
| <b>REGIONAL LEVEL</b>                            |   |  |   |
| Regional Coordinating Council                    | Regional Labour Officer / In his absence the Social Welfare Officer |  | Receiving copies of the GCLMS reports from the District Assemblies within its area of jurisdiction and collating them into regional reports for the information and use of the RCC. |
| <b>DISTRICT LEVEL</b>                            |   |  |   |
| Local Government Authority                       | Office of the District Chief  | DCE, District Planning Coordinating Unit (DPCU), Planning and Budget Officers, Presiding Member, Conveners of the  | <ul style="list-style-type: none"> <li>• Mainstreaming CL in medium term development plans</li> </ul>   |

|                                     |   |   |  |
|-------------------------------------|---|---|--|
| (District Assembly)                 | District Chief Executive/<br>District Coordinating Director | Social Services Sub-Committee, Justice and Security Sub-Committee and the Sub-Committee on Women and Children.  | <ul style="list-style-type: none"> <li>• Utilising GCLMS information in the provision of social services (education, health, law enforcement, etc)</li> <li>• Monitoring Child Labour within the District Assemblies</li> </ul>  |
| District Child Protection Committee | District Labour/Social Welfare Office                       | <ul style="list-style-type: none"> <li>• District Assembly (DCE)</li> <li>• District Labour Officer</li> <li>• District Social Welfare Officer</li> <li>• District Education Officer</li> <li>• CHRAJ Rep.</li> <li>• NCCE Rep.</li> <li>• Drivers Unions Rep.</li> <li>• Police Service</li> <li>• Chairman, Social Services Sub-Committee</li> <li>• Chairman, Justice and Security Sub-Committee</li> <li>• Statistical Services Rep.</li> <li>• Religious Groups Rep.</li> <li>• District Immigration Office Rep.</li> <li>• Trade Associations Rep.</li> <li>• Presiding Member</li> <li>• District Community Development Officer</li> <br/> <li>• Traditional Authorities Rep.</li> <li>• Information Services Department Rep.</li> <li>• NGOs</li> <br/> <li>• The Media Rep.</li> </ul> | <ul style="list-style-type: none"> <li>• Overseeing the effective implementation of the Programme for the Elimination of the Worst Forms of Child Labour in the district.</li> <li>• Facilitating the mainstreaming of child labour into the District Medium Term Development Plans and advocate for resources for child labour interventions in the District Assembly.</li> <li>• Planning and facilitating the setting up of CCPCs in communities</li> <li>• Supervising data collection, collation, verification and analyses for use in the district and for onward passage to the Ministry of Employment and Social Welfare (Labour Department)</li> <li>• Facilitating the establishment and/or enforcement of relevant child labour by-laws</li> <li>• Utilising the GCLMS information in the provision of social services (policy, social planning, education, health, law enforcement, etc.)</li> </ul> |

|   |   |  |   |
|---|---|--|---|
|   |   | <ul style="list-style-type: none"> <li>• Factories Inspectorate Rep.</li> <li>• Immigration Service Rep.</li> </ul>  |   |
| <b>COMMUNITY LEVEL</b>  |   |  |   |
| Community Child Protection Committee (CCPC): Monitors and Advocates | Chairman of the CCPC (Assembly man or a Key Opinion leader) | <ul style="list-style-type: none"> <li>• Representative of the Traditional Council</li> <li>• Queen mother</li> <li>• Religious leader(s)</li> <li>• Assembly Member</li> <li>• Rep. of Unit Committee</li> <li>• Teacher</li> <li>• Representative of PTA/School Management Committee</li> <li>• Identified Opinion Leader</li> <li>• Representative of Community Watchdog Committees</li> <li>• Youth Groups</li> <li>• Women's Association</li> <li>• Trade organizations</li> <li>• Children's representative</li> </ul> | <ul style="list-style-type: none"> <li>• Developing and implementing Community Child Protection Action Plans</li> <li>• Creating awareness and sensitizing community on child labour and the importance of education</li> <li>• Undertaking community surveillance, identification and assessment of children in/at risk of the WFCL</li> <li>• Collecting and analyzing data on children in/at risk of the WFCL</li> <li>• Referring WFCL cases for remediation and ensuring that the children get the support needed</li> <li>• Tracking children identified to ensure the sustainability of remediation efforts</li> <li>• Transmitting the data to the District Assembly through the Labour Officer</li> <li>• Instituting community rules with sanctions, and bye-laws.</li> </ul> |

#### 4.4.1.1.1 Specific Roles of the Ghana Child Labour Monitoring System (GCLMS) Partners

In order to enhance participation and collaboration among GCLMS partners, each partner is given explicit responsibilities to perform. These responsibilities have been agreed by all the stakeholders. The table below shows the specific roles of the main partners of the GCLMS

Table 2: Roles of the Key GCLMS Actors at the various Levels

| Item | Partner Agencies   | Roles and Responsibilities   |
|------|--|--|
| 1.   | Ministry of Employment and Social Welfare (MESW)           | Overall management (administration and coordination) of the GCLMS.   |
| 2.   | National Development Planning Commission                   | Incorporating of the GCLMS in the National Planning, Monitoring and Evaluation Framework.  |
| 3.   | Ghana Employers' Association (GEA)                         | <ul style="list-style-type: none"> <li>• Prevention of child labour, and</li> <li>• Supporting the mobilization of resources for the implementation of the GCLMS.</li> </ul>   |
| 4.   | Organized Labour (OL)                                      | Mainstreaming and applying the GCLMS tools in their routine activities at all levels.  |
| 5.   | Ministry of Education (MOE)                                | <ul style="list-style-type: none"> <li>• Mainstreaming and applying the GCLMS tools</li> <li>• Providing relevant school level data.</li> <li>• Assisting to establish Teachers' Network for the implementation of the GCLMS</li> </ul>  |
| 6.   | Ministry of Local Government and Rural Development (MLGRD) | <ul style="list-style-type: none"> <li>• Ensuring that all District Assemblies mainstream the GCLMS into their medium term development plans (MTDPs) and budgets.</li> <li>• Facilitating the inclusion of child labour interventions into their Functional Operational Assessment Tool (FOAT).</li> </ul> |
| 7.   | Ministry of Food and Agriculture (MOFA)                    | Integrating the implementation of the GCLMS into the plans of the Extension Services Directorate.  |
| 8.   | Ministry of Lands and Natural Resources                    | Prohibiting child labour in the mining, quarrying and forestry sectors.  |
| 9.   | Ministry of the Interior                                   | Surveillance, arrest and prosecution of child labour offenders.  |
| 10.  | Ghana Statistical Service                                  | Supporting the compilation, verification, analysis and the production of the national GCLMS reports.   |
| 11.  | Labour Department  | <ul style="list-style-type: none"> <li>• Coordinating the implementation of the GCLMS Training</li> <li>• Implementation of Action Programmes.</li> </ul>  |
| 12.  | Employment Information Branch of the Labour Department     | Management of GCLMS data (Programme Database)  |
| 13.  | Child Labour Unit of the Labour Department                 | Coordination of functional linkages of key Partners and capacity building of partners  |

|                        |  |   |
|------------------------|--|---|
| 14.                    | National Programme for the Elimination of the WFCL in Cocoa                            | <ul style="list-style-type: none"> <li>• Coordination of the GCLMS in the cocoa sector</li> <li>• Linkage of the cocoa sector GCLMS to the NPA</li> </ul>   |
| <b>District Level</b>  |  |   |
| 15.                    | District Assembly (Local Government Authority)   | Provide institutional base for the GCLMS at the district level, including the management and maintenance of the DCPC  |
| 16.                    | District Labour Office   | District GCLMS focal Office: <ul style="list-style-type: none"> <li>• Coordination</li> <li>• Labour inspection , and</li> <li>• GCLMS data management</li> </ul>   |
| 17.                    | District Planning Office   | Mainstreaming of GCLMS into district development plans, support GCLMS data management   |
| 18.                    | District Social Welfare Office   | <ul style="list-style-type: none"> <li>• Serve as focal office (where there is no Labour Office)</li> <li>• Support referral services</li> </ul>  |
| 19.                    | District Statistical Office  | Support in the compilation, verification, entering, cleaning, analysis and the production of the District Assembly's GCLMS reports.   |
| 20.                    | District Education Office  | <ul style="list-style-type: none"> <li>• Provision of educational services to prevented and withdrawn children</li> <li>• Coordination of school-based GCLMS</li> </ul>   |
| 21.                    | Commission for Human Rights and Administrative Justice (District Office)               | Law Enforcement, particularly child rights provisions   |
| 22.                    | Commission on Civic Education (District Office)  | Awareness raising on the constitutional rights of children  |
| 23.                    | Trade Union/Cooperatives   | Awareness raising and Advocacy on workers' rights and the promotion of decent work for adults   |
| 24.                    | Representative of Faith-based Organization   | <ul style="list-style-type: none"> <li>• Awareness raising</li> <li>• Advocacy</li> </ul>   |
| 25.                    | Civil Society Organisation (Media, NGOs)   | <ul style="list-style-type: none"> <li>• Referral services</li> <li>• Provision of satisfactory and sustainable alternatives</li> </ul>   |
| 26.                    | District Police Service  | Prosecution of child labour offenders and Law enforcement   |
| 27.                    | Representative of Traditional Authority  | <ul style="list-style-type: none"> <li>• Designing and implementation of community rules, bye-laws and sanctions</li> <li>• Advocacy and social mobilisation</li> </ul>   |
| <b>Community Level</b> |  |   |
| 28.                    | Community Monitors (members of the CCPCs with adequate literacy and numeracy capacity) | <ul style="list-style-type: none"> <li>• Observation of work places</li> <li>• Data collection /recording on identified children</li> <li>• Forwarding of data to the CCPC for submission to DCPC</li> <li>• Removal and referral of affected children</li> </ul> |

|     |   |  |
|-----|---|--|
|     |   | to social service providers <ul style="list-style-type: none"> <li>• School-based monitoring</li> </ul>  |
| 29. | Community Advocates (members of the CCPCs who are known opinion leaders of the community) | <ul style="list-style-type: none"> <li>• Awareness raising and sensitization on child labour</li> <li>• Community surveillance</li> <li>• Enforcement of community rules and bye-laws</li> <li>• Liaison with District Assembly</li> </ul> |
| 30. | General Community   | Involvement in social action against child labour.   |

#### 4.4.1.1 Database Component

The database component of the GCLMS comprises the processes, procedures and actors involved in the generation and management of CLM data

##### Community Level Actors

At the community level, Community Monitors will be involved in:

- the observation of work places
- data collection/recording on identified children
- submission of the data to the CCPC to be forwarded to the DCPC
- referral of the affected children to social service providers
- monitoring of the identified children wherever they may be found to ensure that they are truly and permanently withdrawn from child labour and adjusted to a better alternative in life.

The Community Monitors shall be members of the CCPCs with adequate literacy and numeracy capacity such as teachers and other public service workers in the community.

##### District Level Actors

The District Labour Office with support from the District Statistical and Planning Offices shall be responsible for the management of the district GCLMS data. The Labour Office will be provided adequate assistance from the District Assembly and the DCPC to process and analyse GCLM data from the communities and include it in the district child labour report to be prepared by the DCPC.

##### National Level Actors

At the national level, the Employment Information Branch (EIB) of the Labour Department shall collect, collate and compile GCLMS data from the various district labour offices. These shall be analysed to produce a national GCLM information which will be an integral part of the national GCLMS report.

#### 4.4.1.1.1 Incidence and Performance Indicators

##### A. Incidence Indicators

**Children in WFCL**

- % of children engaged in WFCL by classification:
- % of children in slavery or slave-like conditions (child trafficking, debt bondage, ritual servitude, armed conflict etc.)
- % of children in Commercial Sexual Exploitation of Children (CSEC) and pornographic performances
- % of children in illicit activities (Drug production and trafficking)
- % of children below 18 years engaged in hazardous work

**Children in Child Labour**

- % of children in child labour
- % of child below 13 years engaged in work
- % of children below 15 years engaged in employment

**Children at risk**

- % of children at risk
- % of children below 13 years out of school
- % of children from very poor families
- % of children of migrant families
- % of children who are not living with any of their biological parents
- % of children in school with poor attendance and performance
- % of children below 18 years but married
- % of children found in priority hazardous sectors
- Number of hours children work in a day whether in school or not

**B. Performance Indicators**

- Functional national GCLMS database established by January, 2011
- % of District Assemblies with functional GCLMS database in place
- % of District Assemblies with operational DCPCs
- % of mandated institutions with capacity to deal with the WFCL
- % of institutions with planned interventions on WFCL
- % of planned WFCL interventions executed
- % of institutions with actual budgets on WFCL interventions
- % of Unconditional WFCL cases prosecuted
- % of central level agencies and District Assemblies that submit regular reports on child labour and WFCL
- % change in the incidence of the WFCL
- % of children prevented or withdrawn from child labour and provided with social services

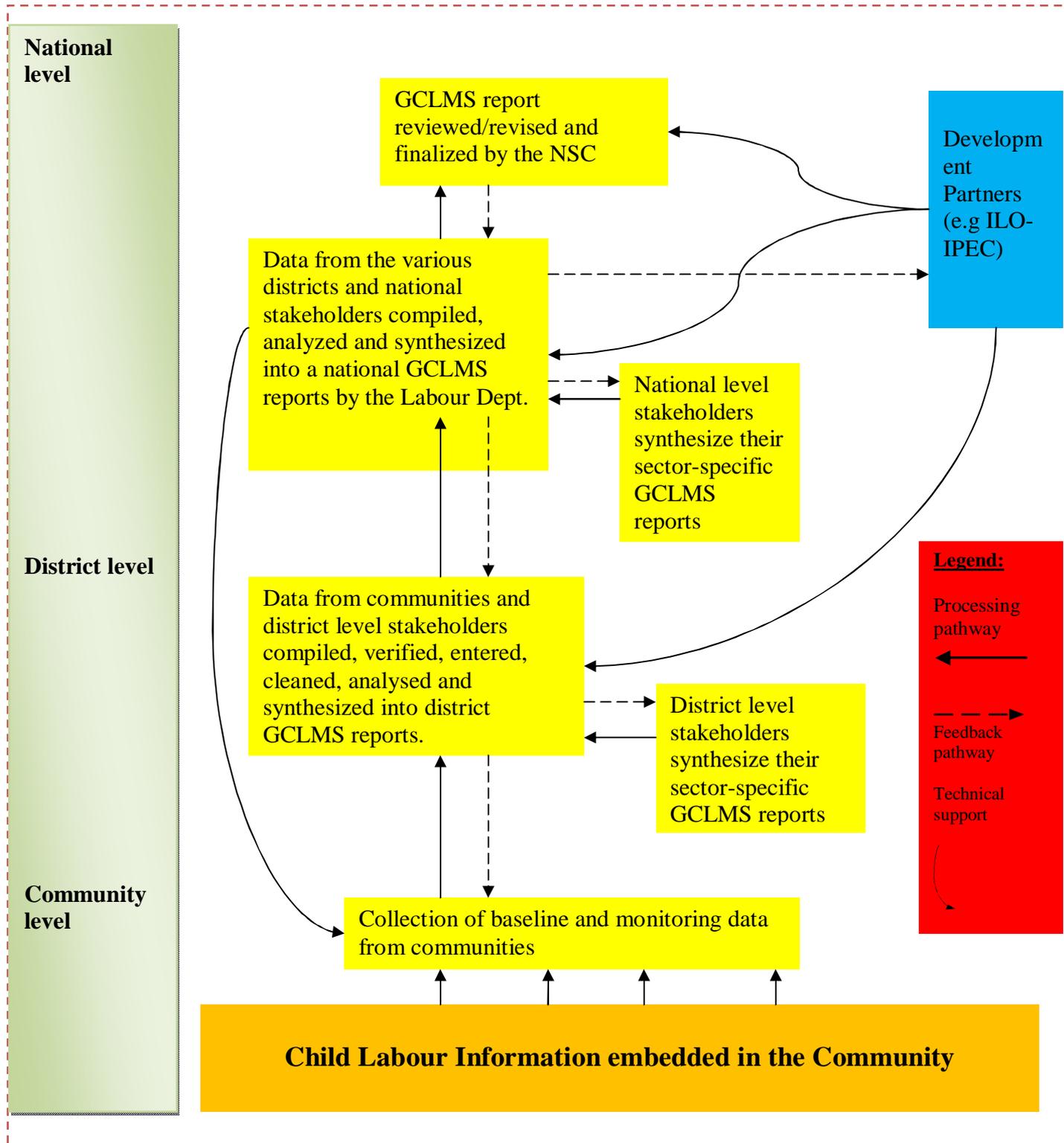
*Table 3: Data Collection Matrix*

| Level     | Tools (and key target)  | Data Collector              | Some Major Outputs   | Frequency                    | Timeframe                     |
|-----------|---|-----------------------------|--|------------------------------|-------------------------------|
| Community | Community Registers<br>(Baseline questionnaire<br>(Household))  | Community-based monitors    | <ol style="list-style-type: none"> <li>1. Community Register</li> <li>2. Initial Number of children suspected to be in WFCL</li> <li>3. Initial number of children suspected to be in child labour</li> <li>4. Initial Number of children suspected to be at risk of WFCL</li> </ol> | Once                         | January to March 2011         |
|           | <ol style="list-style-type: none"> <li>1. Monitoring questionnaire (Children in child labour and those at risk)</li> <li>2. Education/skills training (Head of Institution)</li> <li>3. Workplace (Employer)</li> </ol> |                             | <ol style="list-style-type: none"> <li>1. Number of children in or remaining in WFCL</li> <li>2. Number of children in or remaining at risk of WFCL</li> </ol>   | Quarterly                    | 4 quarters annually (Jan-Dec) |
| District  | Agency questionnaire (Heads of Institutions)  | District Focal Person       | Nature and impact of District Assembly's sectoral interventions  | Every 5 months               | May and October every year    |
| National  | Agency questionnaire (Heads of Institutions)  | National Focal Office (CLU) | Nature and impact of national sectoral interventions   | Half yearly (Every 6 months) | June & December every year    |

**Table 4: Data Processing Matrix**

| <b>Level (Manager)</b>     | <b>Activity</b>   | <b>Actors</b>  | <b>Output</b>   |
|----------------------------|---|--|---|
| Community (CCPC)           | Collate community data and submit to DCPC   | CCPC   | Community CLM data submitted to DCPC  |
| District Assembly and DCPC | <ul style="list-style-type: none"> <li>• Collate district data (including data from the communities and the sector agencies)</li> <li>• Verify the data</li> <li>• Enter the data into district's software database</li> <li>• Clean the data</li> <li>• Analyse the data and generate District Assembly GCLMS report to inform local government social development planning</li> <li>• Submit the verified data sets to the national office (EIB), with copies to the Regional Labour Office</li> <li>• Disseminate District Assembly's GCLMS report to partners and stakeholders (i.e. the communities, line agencies, local donors, NGOs, CSO, etc)</li> </ul> | DCPC (Labour/Social Welfare Officer)<br><br>District Assembly<br><br>(Planning/Statistical office) | District Assembly's GCLMS report produced.<br><br>Verified data-set submitted to national office. |
| National (Labour Dept.)    | <ul style="list-style-type: none"> <li>• Receive data from all districts and sector agencies and compile a national GCLMS data set</li> <li>• (review and verify the data)</li> <li>• Analyse national data and generate national GCLMS report</li> <li>• Submit GCLMS report to the NSCCL and Government (MESW)</li> </ul>   | Labour Dept. (EIB, CLU)  | A national GCLMS database<br><br>A national GCLMS report  |

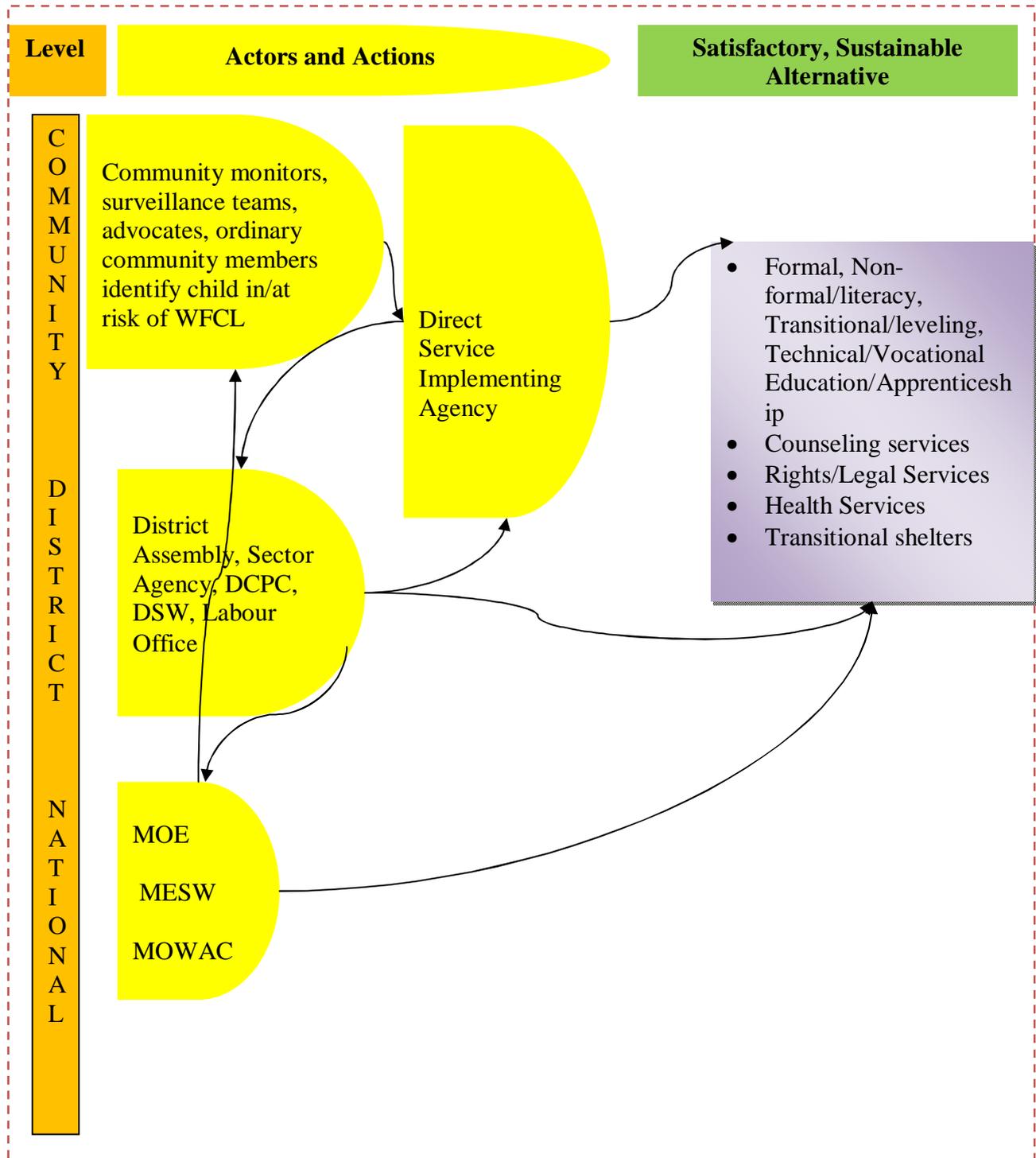
Diagram 1: Data Collection and Processing Pathway



## 4.5 Referral System

The Referral System consists of the mechanisms by which children removed from the worst forms of child labour are linked to alternative, satisfactory and sustainable services. These services are usually in the form of education, that is, placement in school or vocational training. The diagram below shows the nature of the referral system under the GCLMS.

**Diagram 2: Referral System**



#### 4.6 Linkage of the GCLMS with Relevant Institutions

In addition to the above, it is important to describe the various roles of partners in the GCLMS. These roles depict the multi-dimensional and inclusive approach for the implementation of the GCLMS.

##### **i. National Development Planning Commission (NDPC):**

The National Development Planning Commission (NDPC) is a core partner in the implementation of the GCLMS. Its role is at the national policy planning level. The Commission has actively included Child Labour issues in the National Medium Term Development Plan (NMTDP), thereby mandating both sector Ministries and local government administration to prioritise the planning and implementation of child labour interventions. In 2007, the NDPC reflected a national level policy focus on child labour monitoring when it included a review of child labour interventions in its Annual Progress Report on the implementation of the Growth and Poverty Reduction Strategy II (2006-2009).

The Commission will continue to mainstream child labour into the national development agenda and the guidelines for the development of the Medium Term Development Plans by relevant MDAs and all District Assemblies.

##### **ii. Labour Inspection:**

The Labour Department is the fulcrum of the GCLMS. At the district level, Labour Officers will carry out workplace monitoring, checking both formal and informal establishments to ensure that children are not in illegal employment. In order to overcome the challenge posed by poor administrative infrastructure and logistics, the Department will train community-based monitors who will undertake voluntary child labour inspection at the community level. The Department will serve as the focal agency at the district level and will also be directly responsible for the compilation and analysis of GCLMS data from the communities. It is the vital link between community monitoring and district monitoring and will liaise with the DCPC and the local government authority, facilitating the application of GCLMS information in social planning and law enforcement.

In submitting their reports to the Head Office of the Labour Department, the District Labour and Social Welfare Office shall forward copies to their regional offices.

At the national level, the Department shall coordinate the network of GCLMS partners through its Child Labour Unit to ensure that stakeholders are functionally linked and sectoral GCLMS data and information are well integrated into the national GCLMS report.

##### **iii. Social Welfare**

The Social Welfare Office is a key functionary in the GCLMS. With a national mandate of inspecting the informal workplaces and enforcing child protection and welfare laws, it will, in the absence of a Labour Office, be responsible for both the data management and receipt of referral cases of WFCL for determination and provision of appropriate social services and also promote

networking and coordinating of the district level GCLMS partners. It will, in collaboration with the DCPC and CCPCs, promote child labour advocacy through awareness-raising and community mobilisation.

#### **iv. Employers' Organisations and Organized Labour:**

The relevant workers' organizations such as the General Agriculture Workers Union (GAWU), Mine Workers' Union, Ghana National Association of Teachers (GNAT), etc, will prominently partner the GCLMS. Their organisational skills will facilitate the formation of CCPCs for the effective identification and referral of victims of the WFCL for alternative services. They will also strengthen the capacity of workers including farmers, fishermen, miners, teachers to prevent the exploitative use of children as substitutes for adult labour. At the national level, the Ghana Employers' Association (GEA) will actively engage itself in monitoring child labour through the establishment of standards. The Codes of Conduct developed for its members will be effectively applied to enhance the abolition of child labour in their workplaces.

#### **v. Education Sector**

In the communities, school teachers and pupils will be actively involved in identifying children engaged in, or at risk of child labour. Through the class registers, teachers will pay special attention to children enrolled but irregular in school. The capacity of pupils will be built to provide information on the possible reasons for the absence of their peers. Those children absent as a result of child labour will then be noted. In addition, teachers will help in the identification of children at risk, such as children who though regular in school at present may drop out as a result of lack of school supplies. In many communities, teachers will be key members of the Community Child Protection Committee (CCPC) and be committed to educating parents and raising their awareness on the negative consequences of child labour and the benefits of education. Also, they will play key roles in the counselling of withdrawn children. The district education directorate will carry out periodic school inspections to check the effect of child labour on school attendance and to take remedial measures. Also, the Association of Teachers will be involved in efforts at the national level to integrate child labour concerns into the national Education Monitoring Information System (EMIS).

#### **vi. Human and Child Rights Agencies**

Officers of the Commission for Human Rights and Administrative Justice (CHRAJ) will be members of the DCPC. Their role include the provision of information on child labour cases which amount to human/child rights abuse to assist in bringing justice to the victims. The CHRAJ shall adopt Alternative Dispute Resolution (ADR) to ensure that parents withdraw their children from labour and send them to school besides providing their basic needs. At the national level, the CHRAJ will be involved in education and advocacy against child labour and also play a key role in the National Steering Committee on Child Labour. The CHRAJ will strengthen the inclusion of child labour in its Annual Human Rights Reports.

**vii. Law Enforcement**

One of the key purposes of the Ghana GCLMS is to enhance law enforcement against child labour. Thus, the Ghana Police Service, especially the Domestic Violence and Victims Support and Anti-Human Trafficking Units will be actively involved in community/workplace inspections and advocacy programmes. Their presence will be strategic in sending warning signals to would-be WFCL perpetrators. They will independently identify and also receive referred WFCL cases for judicial processing. Currently, the Service is integrating child labour into its national training curriculum for all police officers to ensure that all trainees are versed in the issue.

**viii. Local Government**

The District Assemblies are the Implementing Agencies of the GCLMS in their areas of jurisdiction. District Child Protection Committees (DCPCs) under the chairmanship of the District Chief Executives (DCEs) will be established by the Assemblies and be responsible for the day-to-day management of the GCLMS in the districts. The District Labour Office and, in its absence, the Social Welfare Office will be the focal agency for coordinating the GCLMS in the districts. Thus, information from workplace monitoring, school monitoring, child rights monitoring, child welfare monitoring and others will be compiled, analyzed and integrated into the District Assembly's GCLMS report by the focal agency. The Employment Information Branch (EIB) of the Labour Department will work together with GCLMS functionaries to ensure that quantitative GCLMS data collected from the community is collated, checked for quality and entered into a computerized system at the District Assembly level. Also at the district level, an initial analysis of the data will be carried out and the output will be used to inform district level planning.

**ix. Civil Society Organisations (NGOs, Media, Children's Organisations)**

In every District Assembly, district-based Non-Governmental Organisations (NGOs) providing direct services to children in/at risk of child labour will also be involved in the GCLMS. They will play key roles in the verification of identified victims of the WFCL who qualify for social services. They will also help in tracking beneficiaries to ensure that services provided are satisfactory, well utilised and sustainable.

The media has been involved in CLMS and will be even more so in the GCLMS not only by giving publicity to cases of WFCL including hazardous activity and the unconditional forms but also educating and mobilising the society to support the fight against it. They will continue to play an active part and improve upon the investigation and reportage on child labour violations and interventions.

Children are key partners in the GCLMS implementation. In community schools, they will help in the identification of their peers who are involved in the WFCL and also raise awareness among teachers and pupils. Nationally, child-based advocacy groups will play an active role in calling national attention to the menace of child labour and the need to provide adequately for the welfare of the child.

**ix. Community Participation and Ownership:**

Community participation is a key component of the GCLMS. Community agencies including schools, churches, women and youth groups, informal employers' associations and key community

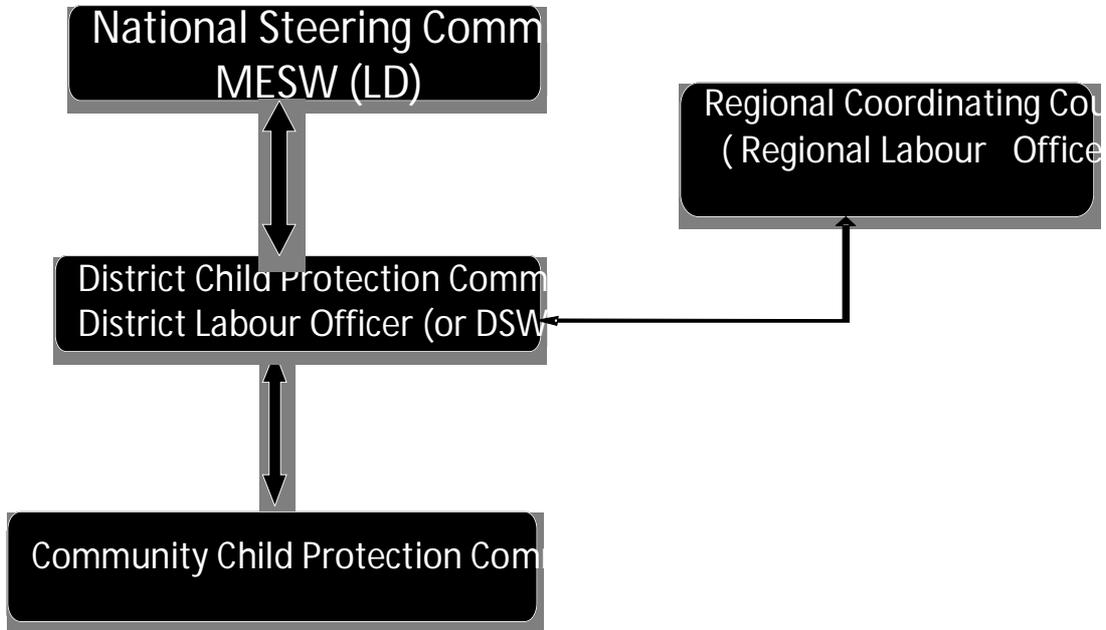
actors such as school teachers, Assemblymen/women, Unit Committee members, workers'/employers' organisations, parents, religious leaders and social workers will be trained in the GCLMS. This will enable them to take part in community surveillance, identification, prevention, withdrawal and referral of children in, or at risk of the WFCL. They will also carry out awareness raising and social mobilization activities, promote the development and enforcement of district bye-laws and their own community rules and regulations and advocate for increased action against the exploitation of children.

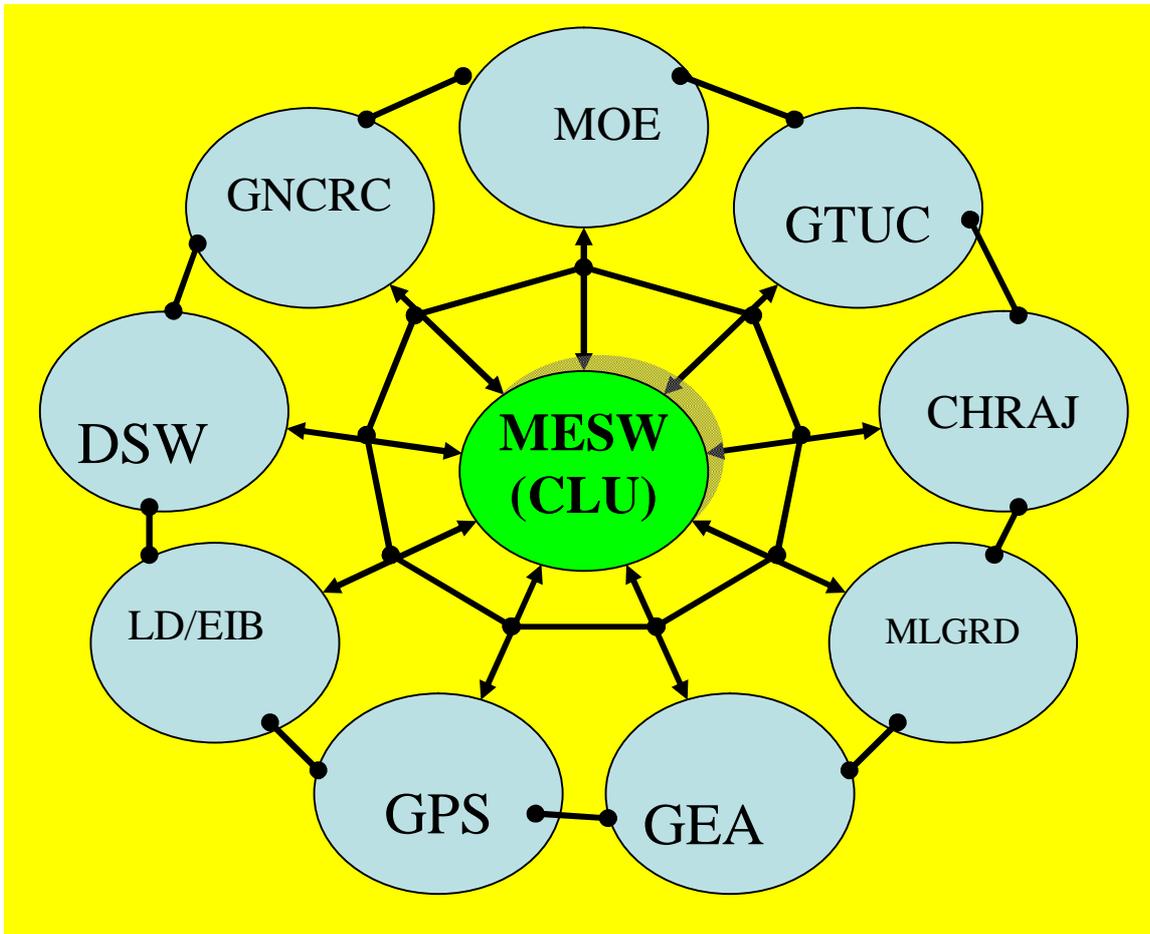
#### **4.7 GCLMS MANAGEMENT AND COORDINATION MECHANISMS**

There will be a network of over 25 central agencies involved in the monitoring of child labour. These, including government agents, employers associations, organized labour and civil society organizations, will be functionally linked up in an active national stakeholders forum coordinated by the Ministry of Employment and Social Welfare through its Child Labour Unit (CLU) of the Labour Department. The coordination will be done through the assignment of institutional mandates, roles and responsibilities to each partner; the sharing of knowledge and experience and periodic joint review meetings. At the national level, key partners will be aware of the various interventions and have access to a multi-sectoral resource provision that shall inform their respective GCLMS efforts and prevent unnecessary duplication. For instance, the bipartite agreements between employers and trade unions to include child labour clauses in collective bargaining agreements is known and utilised by the Labour Department during labour inspection in the formal sector. Also, the technical capacity provided by the Ghana Association of Teachers (GNAT) to its members will be utilised by the Basic Education Division of the Ministry of Education in the implementation of the ILO SCREAM Methodology in basic schools across the country.

The diagram below depicts the functional linkages expected between GCLMS partner agencies and the coordination role of the Ministry of Employment and Social Welfare (MESW) through its Child Labour Unit (CLU).

**Diagram 3: Management Structure of the Ghana Child Labour Monitoring System (GCLMS)**



**Diagram 4: GCLMS Functional Linkages****Key:**

Joint Action:  $\longleftrightarrow$  Information Sharing:  $\bullet\text{---}\bullet$

- MESW: Ministry of Employment and Social Welfare
- MOE: Ministry of Education
- GTUC: Ghana Trades Union Congress
- GEA: Ghana Employers' Association
- CHRAJ: Commission on Human Rights and Administrative Justice
- MLGRD: Ministry of Local Government, Rural Development
- GPS: Ghana Police Service
- LD: Labour Department
- CLU: Child Labour Unit
- EIB: Employment Information Branch
- DSW: Department of Social Welfare
- GNCRC: Ghana NGO Coalition on the Rights of the Child

#### 4.8 REPORTING MECHANISMS

The Ministry of Employment and Social Welfare in consultation with the National Development Planning Commission, the Ministry of Local Government and Rural Development and other key partners will, in consultation with the NSCCL, design and support the application of a simple reporting system for monitoring and transmitting information from:

- (a) the community and district levels to the national level, and vice versa with the feedback and, similarly,
- (b) MDAs, Social Partners and CSOs to the NSCCL and vice versa.

Three types of reports will be developed:

- (i) **District Ghana Child Labour Monitoring System Reports**, to be prepared by the District Assembly every six months, containing analytical information on the child labour situation in the districts, using data from the community and district child registers and surveillance mechanisms and indicating new developments with particular regard to the WFCL, as well as progress and difficulties in implementing district action plans and the outcomes of interventions;
- (ii) **Agency Child Labour Progress Reports**, to be prepared by key MDAs and CSO partners every six months, providing information, amongst others, on progress and difficulties in implementing their action plans, the outcomes of their interventions, new tools and good practices for addressing WFCL issues, etc; and
- (iii) **National Child Labour Progress Report**, to be prepared annually by the CLU. Information on the implementation of the NPA, which indicates the progress made, the difficulties and challenges encountered, child labour trends and emerging issues etc. including, as appropriate, information drawn from the District Child Labour Monitoring Reports and the Agency Child Labour Progress Reports.

These reports will be circulated widely among key stakeholders, and will provide the basis for monitoring at different levels of the implementation of the NPA.

#### 4.9 CONCLUSION

The Ghana Child Labour Monitoring System (GCLMS) is the central reference information on the implementation of Child Labour Monitoring in Ghana. The mechanisms described represents the agreed modalities by which children in or at risk of Worst Forms of Child Labour (WFCL) can be identified and supported. Through this system there will be effective and efficient monitoring of child labour at the community, district and national levels. The GCLMS will facilitate the sustainability of all child labour interventions beyond projects. As a result of its emphasis on mainstreaming and linkage with existing institutional structures, child labour interventions will be integrated into the routine schedules of mandated national agencies.

The commitment shown by government in this endeavour is an indication of the sincere national ownership required for the effective implementation of the GCLMS. The broad-based participation in the harmonization process, from the community through the district to the national level, presents a justifiable anticipation grass-root involvement in the implementation.

The collaborative support of the Ghana Government and donor partners has been a critical motivation for the production of this document and it is hoped that this support will be continuous through the roll out of the GCLMS.

This document represents the key reference information on Child Labour Monitoring in Ghana.

## ANNEX 1

### DEFINITIONS AND TERMINOLOGIES

| Item | Terminology                                 | Meaning   |
|------|---|---|
| 1    | Bonded labour                               | A situation arising from a pledge by a debtor of his or her personal services or those of someone under his or her control as security for a debt. Those in bonded labour often find it impossible to extricate themselves from their situation, and may be trapped indefinitely. Many children are given as collateral for a loan by their parents and become trapped in bonded labour |
| 2    | Casual work                                 | Work occurring at irregular or infrequent intervals, or occasionally. For example, contractors on plantations frequently employ children as cheap casual labour; these children may engage in dangerous tasks   |
| 3    | Child                                       | For purposes of the GCLMS, a child is a person below 18 years of age  |
| 4    | Child labour                                | Any work that deprives the child of his/her education, health, dignity, physical, social, moral and mental development. It is the involvement of a child in work that is harmful and not in the best interest of the child.   |
| 5    | Community Child Protection Committee (CCPC) | These are Committees formed at the community level to perform specific tasks in eliminating child labour in their respective communities.   |
| 6    | Community Surveillance                      | It is a deliberate and consistent observation in the community with the objective of identifying children who are in or at risk of the Worst Forms of Child Labour  |

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| 7  | District Assembly   | Includes a Metropolitan Assembly and a Municipal Assembly  |
| 8  | District Child Protection Committee                             | Includes a Metropolitan and Municipal Child Protection Committee   |
| 9  | Domestic service/<br>domestic work                              | Work performed in the domestic setting that includes a wide variety of tasks (e.g. looking after children, preparing food, house cleaning, washing and/or ironing, and caring for the sick).   |
| 10 | Economic activity   | Generally, this is a productive activity, whether for the market or not, paid or unpaid, for a few hours or full time, on casual or regular basis, legal or illegal. To be counted as economically active in a survey, a child must have worked for at least one hour on any day during a seven-day reference period (It is work for pay, profit or family/household gain - GSS) |
| 11 | Employer  | A person/organization who engages the services of another, however short, for pay or profit.   |
| 12 | Employers' Organizations  | Any association of employers for the promotion of their interest.  |
| 13 | Forced labour <sup>6</sup>                                      | "All work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily" or "Work or service that is exacted from a person under threat of a penalty and for which that person has not offered himself or herself voluntarily"   |
| 14 | Formal education  | The system of formalized transmission of knowledge and values operating within a given society usually provided through state-sponsored or recognized schools.   |
| 15 | Formal Sector   | The total number of businesses in an area, region, or country, whose activities are registered with the government.  |
| 16 | Hazardous work  | Work which by nature and/or circumstances has the potential to harm the health, safety and moral of the child.   |
| 17 | Informal Sector   | All activities that are "unregulated" or are not bound by any institutional regulations.   |
| 18 | ILO Convention No 182 on the Worst Forms of Child Labour (WFCL) | Convention on the prohibition and immediate action on the Worst Forms of Child Labour, adopted in Geneva in 1999   |
| 19 | Labour market   | A system consisting of employers as buyers, and workers as sellers, the purpose of which is to match job vacancies with job applicants and set wage rates.   |
| 20 | Light work  | Work which is not likely to harm the health or development of the child and does not affect the child's attendance at school or the capacity to benefit from school work. It is under supervision and does contribute to the socialization of the child. This type of work should however be limited for a few hours a day only and should not be allowed to interfere           |

<sup>6</sup> Definitions from Art. 2 of the Forced Labour Convention No. 29 and Art. 117 of the Labour Act, 2003 (Act 651)

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|    |                                | with the child's education, health, safety, morals or the general development.  |
| 21 | Minimum Age Convention No. 138 | Minimum Age Convention requires ratifying countries to set minimum age levels for admission to employment and for light work.   |
| 22 | Minimum Age for Employment     | The minimum age for admission of a child to normal employment - fifteen (15) years  |
| 23 | Migration                      | Movement of persons from one geographic area to another for purposes of settlement.   |
| 24 | Non-formal education           | Any organized educational activity outside the established formal school system, whether operating separately or as an important feature of some broader activity that is intended to serve identifiable learning objectives.   |
| 25 | Peer pressure                  | Strong motivation coming from within a group of people of about the same age, social status, political affiliation, or the like, regarded as forming a sociological group sharing a common set of values.   |
| 26 | Poverty <sup>7</sup>           | Want or scarcity of means of subsistence. 'Poverty is represented by degrees of deprivation of basic human needs, including food, safe drinking water, sanitation facilities, healthcare, shelter, education and information.' Income poverty refers to the level of income that cannot meet basic needs. It is a multi-dimensional phenomenon.   |
| 27 | Basic education                | Elementary education given to children from the time they first attend school until they complete compulsory education.   |
| 28 | Ratification                   | A solemn undertaking by a state, formally accepting the terms of a convention, thereby becoming bound to apply it.  |
| 29 | Slavery                        | Slavery is when one person completely controls another person, using violence or threats of violence to maintain that control, exploits him/her economically, pays him/her nothing and the enslaved cannot freely walk away.  |
| 30 | Social partners                | For the purposes of this document, the term refers to employers' and workers' organizations engaged in dialogue or partnership with government in the determination of social and labour policies.  |
| 31 | Human Trafficking <sup>8</sup> | 'The recruitment, transportation, transfer, harbouring, trading or receipt of persons within and across national borders by (a) use of threats, force or other forms of coercion, abduction, fraud, deception, the abuse of power or exploitation of vulnerability, or (b) giving or receiving payments and benefits to achieve consent. (2) Exploitation shall include at the minimum, induced prostitution and other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs. (3) Placement for sale, bonded placement, temporary placement as service where |

<sup>7</sup> Definition from MOWAC July 2009 publication on children, titled, 'Children in Ghana'

<sup>8</sup> This definition is taken from the Human Trafficking Act 2005 (Act 694)

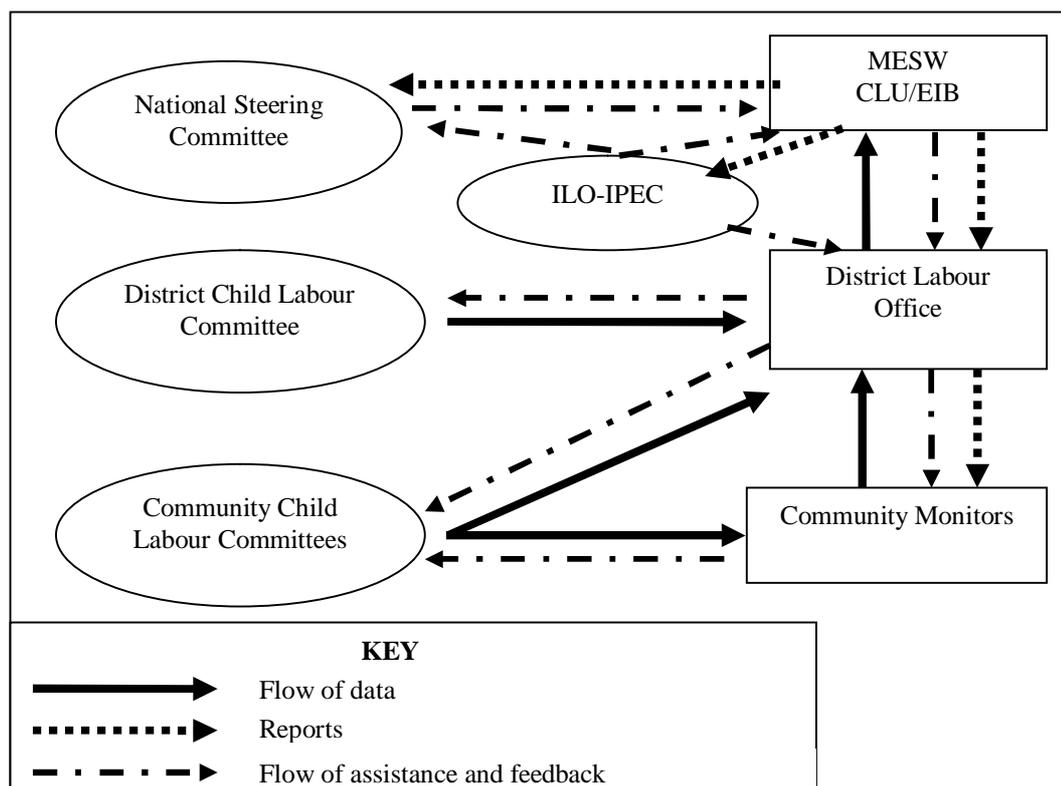
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|    |                             | exploitation by someone else is the motivating factor shall also constitute trafficking.’   |
| 32 | Transitional education      | Any form of education designed to integrate or re-integrate children into the formal school system.   |
| 33 | Tripartite                  | The term used to describe equal participation and representation of government, employers’ and workers’ organizations in bodies both inside the ILO as well as at the national and enterprise level   |
| 34 | Vocational training         | Activities aimed at providing the skills and knowledge required for employment in a particular occupation, or a group of related occupations, in any field of economic activity.  |
| 35 | Working conditions          | The physical, social and managerial factors affecting a worker’s job environment.   |
| 36 | Worst forms of child labour | All forms of slavery and practices similar to slavery; the use, procuring or offering of a child for prostitution, for the production of pornography, for pornographic performances, and for illicit activities, and work which is likely to harm the health, safety or morals of children. (Ref. ILO Convention 182) |

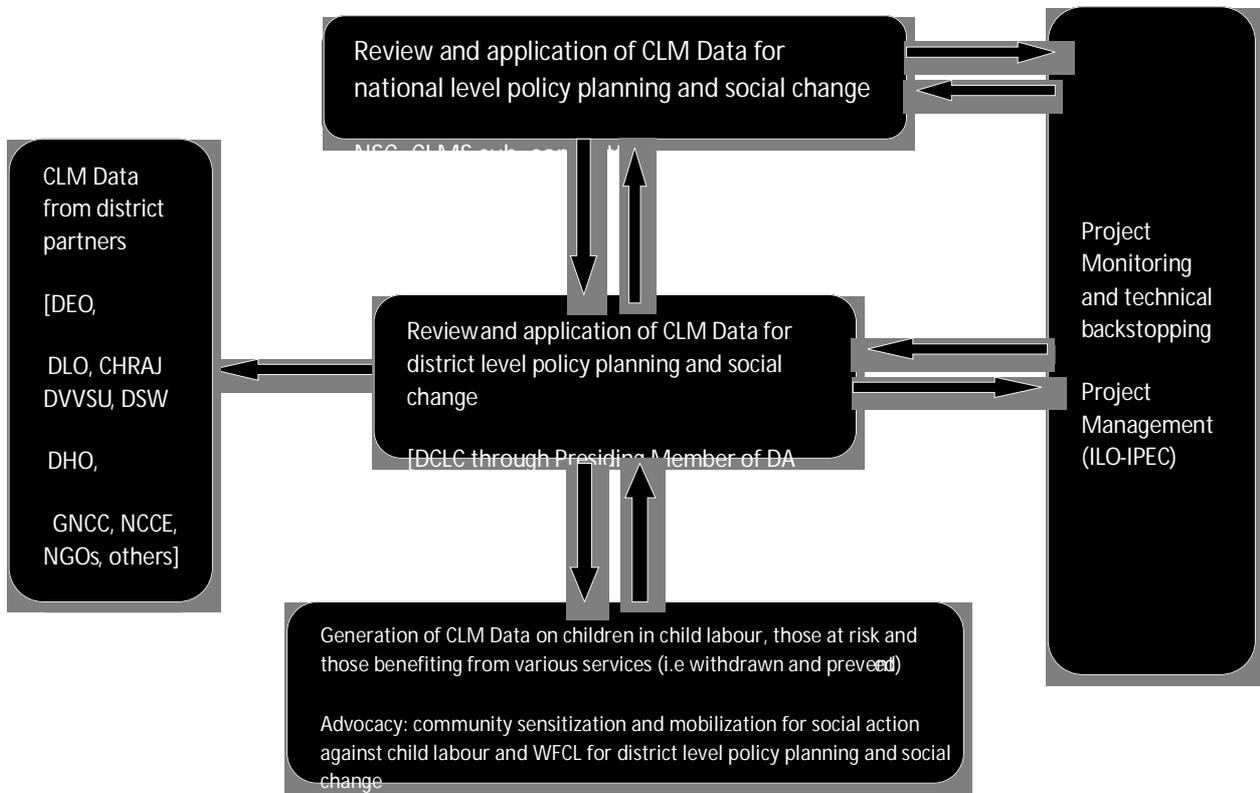
**ANNEX II**  
**OPERATIONAL STRUCTURES OF THE PREVIOUS CLMS**

**Operational Structure of the Ghana Country Programme Tracking Database**



**The WACAP Child Labour Monitoring System**



**Operational Structure of the I-CLMS**

**Operational Structure of the Community Child Labour Monitoring**

**Figure 1: CERTIFICATION PROCESS - SCHEMATIC PRESENTATION OF NATIONAL SURVEY & COMMUNITY BASED MONITORING & ROLES & RESPONSIBILITIES OF ACTORS (WHEN IT IS FULLY IMPLEMENTED)**

