



REPUBLIC OF GHANA

ESTABLISHING CHILD LABOUR FREE ZONES (CLFZs) IN GHANA

PROTOCOLS AND GUIDELINES

“Towards achieving Sustainable Development Goal Target 8.7”



International
Labour
Organization



MINISTRY OF EMPLOYMENT AND LABOUR RELATIONS

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LIST OF ABBREVIATIONS

ACE:	Action against Child Exploitation
AU:	African Union
CAP:	Community Action Plan
CAPs:	Community Action Plans
CBOs:	Community Based Organisations
CCPC:	Community Child Protection Committee
CHRAJ:	Commission on Human Rights and Administrative Justice
CL:	Child Labour
CLF:	Child Labour Free
CLFZs:	Child Labour Free Zones
CLMS:	Child Labour Monitoring System
CLU:	Child Labour Unit
CQ:	Community Questionnaire
CR:	Community Register
CRADA:	Child Research for Action and Development Agency
CSOs:	Civil Society Organisations
DSD:	Department of Social Development
EIB:	Employment Information Branch
FCUBE:	Free Compulsory Universal Basic Education
FGD:	Focus Group Discussion
FPRW:	Fundamental Principles and Rights at Work
GAWU:	General Agricultural Workers Union
GEA:	Ghana Employers' Association
GCLMS:	Ghana Child Labour Monitoring System
GLSS6:	Ghana Living Standard Survey Round Sixth
GPS:	Ghana Police Service
GSS:	Ghana Statistical Service
IABA:	Integrated Area-Based Approach
IAs:	Implementing Agencies
ICI:	International Cocoa Initiative
ILO:	International Labour Organisation
IPs:	Implementing Partners
ISD:	Information Services Department

LD:	Labour Department
LEAP:	Livelihood Empowerment Against Poverty
LGAs:	Local Government Authorities
MDAs:	Ministries, Departments and Agencies
MELR:	Ministry of Employment and Labour Relations
MMD:	Metropolitan, Municipal or District
MMDAs:	Metropolitan, Municipal and District Assemblies
NCCE:	National Commission for Civic Education
NGOs:	Non-Governmental Organisations
NPA1:	First Phase of the National Plan of Action
NPA2:	Second Phase of the National Plan of Action
NSCCL:	National Steering Committee on Child Labour
PTA:	Parent Teachers Association
SDGs:	Sustainable Development Goals
SFP:	School Feeding Programme
SHS:	Senior High School
SMC:	School Management Committee
SMT:	School Monitoring Team
SOP:	Standard Operating Procedure
SQ:	Specific Questionnaire
SSsC:	Social Services Sub-Committee
TBP:	Time-Bound Project
TLMs:	Teaching and Learning Materials
TUC:	Trades Union Congress
TWG:	Technical Working Group
UN:	United Nations
UNICEF:	United Nations International Children's Fund
WACAP:	West Africa Cocoa and Commercial Agriculture Project
WFCL:	Worst Forms of Child Labour
WMT:	Workplace Monitoring Team

FOREWORD

Ghana’s efforts to eliminate child labour have been hinged on policies, as well as international and local laws and actions that uphold the fundamental rights of children.

The Government of Ghana— through the Ministry of Employment and Labour Relations in collaboration with other national agencies and development partners— has made strenuous efforts to eliminate child labour. This is evident in the National Plan of Action Phase II (NPA 2) for the Elimination of the Worst Forms of Child Labour in Ghana (2017-2021) currently in operation.

The idea is to give attention to the need to mobilise resources, focus action in local communities and strengthen educational outcomes so that children are enrolled and retained in school, thereby keeping them out of child labour. Thus to achieve this objective, the NPA 2 seeks effective collaboration and coordination among all partners, in the context of effective monitoring and accountability.

The NPA 2 under its upstream interventions recognises the need to reinforce public awareness and strengthen advocacy for improved policy programme and implementation of child development interventions.

Against this background, one key expected outcome of this intervention is that policies and programmes on strengthening the rural economy and promoting the fundamental principles and rights at work, using the Integrated Area-Based Approach Towards Child Labour Free Zones (CLFZs) will be designed, implemented and promoted.

The Ministry of Employment and Labour Relations through the National Steering Committee on Child Labour (NSCCL) has taken conscious efforts and steps in the realisation of this concept by building on existing principles and standards available, hence, coming up with the Protocols and Guidelines for establishing Child Labour Free Zones (CLFZs) in Ghana.

The CLFZ concept is designed to enhance national efforts to achieve SDGs by reducing to insignificant levels, all forms of child labour in a given locality over a specific period of time. The whole idea behind this concept is to systematically remove children away from child labour and reintegrate them into formal, full time schools. In creating CLFZs, the focus is therefore not only on children who work in a specific sector or the Worst Forms of Child Labour (WFCL), but on all children within that area who do not attend school. Thus, certain parameters must be attained by setting in place conditions, measures, structures, support systems and child development facilities in a particular area to facilitate the monitoring, prevention, identification, removal, referral as well as provision of needed social services support to affected children and or their parents/guardians to ensure that the incidence of child labour in the area is progressively eradicated before a given area can be declared CLFZ.

The Government of Ghana and all stakeholders involved in the elimination of child labour dream of eliminating child labour completely or reducing it to the barest minimum but their efforts are thwarted by the high prevalence of child labour everywhere they go. The development of the Protocols and Guidelines in Establishing Child Labour Free Zones (CLFZs) will not only strengthen government’s and other partners’ efforts to uphold the constitutional provision on the fundamental rights of children in Ghana to be protected from work that constitute a threat to their health, education and development, but it will encourage communities (where all stakeholders including teachers, parents, children themselves, community groups, religious leaders) and local government authorities among others,

consciously commit resources and accelerate efforts to eradicate all forms of child labour from their areas of jurisdiction.

I am confident that all stakeholders, including government institutions, social partners, Civil Society Organisation (CSOs), and development partners will contribute their best to make this happen and make Ghana a beacon to other countries to replicate this robust concept towards the elimination of child labour globally.



.....
HON. IGNATIUS BAFFOUR AWUAH, MP
MINISTER OF EMPLOYMENT AND LABOUR RELATIONS

ACKNOWLEDGEMENT

The development of the Protocols and Guidelines for establishing Child Labour Free Zones (CLFZ) in the country demonstrates the tenacious national efforts to address the challenge. Many organisations and individuals made vast contributions to the development of the document. The government and the people of Ghana really appreciate them and are grateful for all the support and hard work.

The Government of Ghana recognises the high sense of duty exhibited by the Ministry of Employment and Labour Relations (MELR) in leading the process for the timely development of the Protocols and Guidelines. The commitment and the leadership of the sector Minister, Hon. Ignatius Baffour Awuah (MP) and the Deputy Minister, Hon. Bright Wireko Brobbey (MP) are highly appreciated. Gratitude is given to the Chief Director of the MELR, Mr. Kizito Ballans for his supervision. Ms. Emma Ofori Agyemang, Director for Policy Planning, Monitoring and Evaluation (PPME) is acknowledged for her keen contributions.

Special thanks go to the Ag. Chief Labour Officer, Mr. Eugene Korletey for his inspirational support throughout the process. Much gratitude is given to Ms. Elizabeth Akanbomfire, Head of Child Labour Unit (CLU) of the Labour Department (LD) and the entire staff of CLU for their dedication in coordinating the process to its successful completion.

We also express our uncommon appreciation to the National Steering Committee on the Child Labour (NSCCL) for providing the technical support needed in the design and development of the protocols and guidelines. A special thanks is being extended to the Sub-Committee on Policy Planning, Implementation, Monitoring and Evaluation for their dedicated inputs and for fine tuning the documentation process. Warmest thanks to the Technical Working Group (TWG) for their selfless commitment demonstrated during the development of the document. (See Appendix 5 for full list).

We acknowledge also our major partners from International Labour Organisation (ILO), Action against Child Exploitation (ACE), Deloitte (Japan), Child Research for Action and Development Agency (CRADA), General Agricultural Workers Union (GAWU) of the Trades Union Congress Ghana (TUC-GH), who provided technical expertise and guidance to the Technical Working Group by providing CLFZ models required for the development of Ghana’s own model of the Protocols and Guidelines for establishing Child Labour Free Zones. We are grateful to ACE and Deloitte (Japan) for their financial support.

We further appreciate the warm reception and contributions of implementing partners and other stakeholders in the districts and communities visited by the TWG for their immeasurable contributions towards the development of the tools.

The Government of Ghana appreciates all the Ministries, Departments, and Agencies (MDAs) Metropolitan/Municipal/District Assemblies (MMDAs), Social Partners, and Civil Society Organisations (CSOs) which ensured that the views of all stakeholders are reflected in this Protocols and Guidelines Assessment Tools for declaring child labour free zones in Ghana.

EXECUTIVE SUMMARY

Section 28 (2) of the 1992 Constitution of Ghana provides that “Every child has the right to be protected from engaging in work that constitutes a threat to his/her health, education or development”. Other international instruments which Ghana has ratified, including ILO Minimum Age Convention, 1973 (No. 138), Worst Forms of Child Labour Convention, (No. 182), the Sustainable Development Goals, among others proscribe child labour.

Target 8.7 of the Sustainable Development Goals (SDGs) requires countries to “take immediate and effective measures to eradicate forced labour, end modern day slavery and human trafficking and secure the prohibition and elimination of the Worst Forms of Child Labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.”

In efforts to uphold the provisions of the Constitution and other international instruments, Government of Ghana and other partners have, since 2000, developed and implemented various interventions in this regard. In spite of the afore-mentioned legal and institutional framework and the numerous interventions, available data indicates that SDG Target 8.7 will not be met at the current pace of action. The sixth round of Ghana Living Standard Survey (GLSS6) conducted by the Ghana Statistical Service (GSS) in 2014, estimated child labour (persons 5-17 years) at 21.8 per cent. There is therefore the need for intensified commitment, accelerated efforts and willingness to try new approaches.

It is against this background that the Child Labour Free Zone (CLFZ) strategy is being adopted to ensure that Local Government Authorities (LGAs) and relevant stakeholders eliminate all forms of child labour in their areas of jurisdiction through accelerated and sustainable efforts.

CLFZ is a geographical area (metropolitan, municipal or district) in which incidence of child labour is eradicated. The overall goal of the CLFZ is to develop and implement holistic, well-integrated, consistent and high-yielding interventions that will lead to the eradication of child labour and total development of children in Ghana by 2025.

The Protocols and Guidelines seek to provide a set of standardised conditions, structures, support systems and child development facilities that must be put in place in a zone (both at the district and community levels) to facilitate the monitoring, prevention, identification, removal, referral as well as provision of needed social services support to affected children and or their parents/guardians to ensure that incidence of child labour in the area is progressively eradicated. The Protocols and Guidelines also provide criteria for assessing the conditions of the zone.

A detailed but straight-forward scoring procedure has been developed to scientifically assess and determine the status of a zone in the CLFZ process. Based on the overall score, a zone shall be declared as “Towards CLFZ”, CLFZ Grade “A”, “B” or “C”. Prior to the full assessment, a set of checklists shall be administered to determine whether a full assessment shall be carried out or not.

The journey to the CLFZ requires a concerted effort by all relevant stakeholders, such as Government at the national and local levels, as well as partners. At the national level, Government through the Ministry of Employment and Labour Relations (with the coordination of other relevant ministries and agencies), is expected to create the necessary legal and institutional environment for the effective implementation of the CLFZ process. At the local

level, MMDAs are expected to own the process, establish and maintain functional structures and institutions and provide the needed direction to attract partners to contribute to this worthy cause. Communities are expected to maintain relevant structures to facilitate the identification, withdrawal as well as referral systems.

MMDAs are expected to devise innovative ways of raising resources (financial, technical, human, and logistical) for the implementation of the CLFZ process in their areas of jurisdiction. The Resource Mobilisation Sub-Committee of the NSCCL shall be tasked to raise some resources to support the work of the CLU, the assessment team and possibly some well-performing MMDAs in the CLFZ process.

1. BACKGROUND AND CONTEXT

1.1 Introduction

International efforts to promote decent work and economic growth recognise the need to effectively address the issue of child labour. Target 8.7 of the Sustainable Development Goals (SDGs) is for countries to “take immediate and effective measures to eradicate forced labour, end modern day slavery and human trafficking and secure the prohibition and elimination of the Worst Forms of Child Labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms”. There are 152 million children in child labour all over the world. In Africa 72 million children, making 19.6%, suffer from the menace. In Ghana, 21.8% of children are estimated to be in child labour (child labour report of GLSS6).

1.2 Background

POLICIES, LAWS AND ACTIONS

Section 28 (2) of the 1992 Constitution of Ghana provides that “every child has the right to be protected from engaging in work that constitutes a threat to his/her health, education or development”. This provision has been translated into the Children’s Act, 1998 (Act 560) which guarantees the protection of the fundamental rights of children as enshrined in the 1992 Constitution. Its guiding principle is, “the best interest of the child”.

The Government of Ghana has ratified many United Nations (UN), International Labour Organisation (ILO) and African Union (AU) conventions, treaties and protocols on the care and protection of children and the elimination of Worst Forms of Child Labour. Ghana ratified the UN Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child. This required Ghana to develop policies and legislations to facilitate the full development of every child in the country. The ILO Conventions ratified include C138, which sets the minimum age for employment in Ghana at 15 years, C182 on the elimination of the Worst Forms of Child Labour (WFCL) and C29 which abolishes forced labour. In addition, the country has ratified the Palermo Protocol that seeks to prohibit trafficking in persons.

Since 2000, ILO’s International Programme for the Elimination of Child Labour (IPEC) has given Ghana both technical and financial support to undertake several programmes such as:

- The country programme on child labour from 2000 to 2002,
- The Ghana component of the West Africa Cocoa and Commercial Agriculture Project (WACAP) from 2003 to 2006,
- Ghana Time-Bound Project (TBP) in 2004 and implemented in twenty (20) districts covering nine (9) out of the ten (10) administrative regions in the country etc.

These projects contributed to the development of the National Plan of Action for the Elimination of Child Labour, 2009-2015, which made important gains in the fight against child labour and received significant support from the ILO projects especially the West Africa ECOWAS I&II, Cocoa Communities Projects and the Public Private Partnership project (WA ECOWAS I&II, CCP and PPP). It also facilitated the harmonisation of some tracking systems that were used by the various projects, establishing the Ghana Child Labour Monitoring System (GCLMS). Subsequent to the establishment of the GCLMS, the projects also contributed to the development of key elements that facilitated the establishment of an institutional framework for the elimination of WFCL.

The National Steering Committee on Child Labour (NSCCL) established in 2007, is a multi-stakeholder national level institution, with responsibility to oversee and provide overall coordination of the implementation of child labour related programmes in the country and

facilitate effective cooperation between all ministries and government institutions whose mandate is relevant to the elimination of child labour. The NSCCL with the Child Labour Unit as its secretariat, has over the years led the implementation of several interventions including the implementation of the NPA1.

Since 2010, there has been increased attention from Government and Development Partners such as the ILO, United Nations International Children’s Fund (UNICEF), International Cocoa Initiative (ICI) and others, leading to the review of the first National Plan of Action (NPA1) where Cabinet approved the National Plan of Action Phase II (NPA 2) for the elimination of child labour in 2018 which is currently being implemented. Other Government policies and programmes such as the Livelihood Empowerment Against Poverty (LEAP), School Feeding Programme (SFP), Capitation Grant (CG), Free Compulsory Universal Basic Education (FCUBE) and the present free Senior High School (SHS) have contributed significantly towards the elimination of child labour in Ghana.

The National Plan of Action (NPA 2: 2017-2021) identifies the need to work towards achieving communities where child labour interventions are holistic, well-integrated, consistent and high-yielding over a given period. Thus, the NPA 2 assigns the National Steering Committee on Child Labour (NSCCL) to “design, draft and present to Government, Protocols and Guidelines on Child Labour Free Zones (CLFZs), with a view to piloting the policy and programmes in selected localities as models of interventions which if successful, will be replicated and scaled up across the country.”¹

In Ghana, the efforts to address child labour through an Integrated Area-Based Approach (IABA) is to establish a demarcated geographical area where there are sufficient conditions to ensure that no child is in any form of child labour within a given period set and regulated by a mandated and competent national agency². Such areas may be considered a Child Labour Free Zone (CLFZ).

It is highly probable that an initiative towards declaring a given area as “free of child labour” may be too audacious, risking the possibility of poor credibility. This may be so because of a perceived difficulty over how to control and always ensure that there is truly no form of child labour occurring at any point in time in the designated area; including unforeseen cases. This challenge can be addressed by proper clarification of the concept of CLFZs, including the standards and conditions set out by government. In this regard, “child labour free” does not necessarily express the area with the condition of “zero child labour”, but rather demonstrates the area which has an effective mechanism to address and solve the child labour situation at community level as this guideline states.

Government should have the sole mandate and be accountable for the declaration of any area in Ghana as a CLFZ. All other stakeholders act as collaborating partners, without the right to, by themselves, declare any area in the country as a CLFZ.

1.3 Incidence of Child Labour Ghana³

In spite of the afore-mentioned legal and institutional framework and the numerous interventions, the sixth round of Ghana Living Standard Survey (GLSS6) conducted by the Ghana Statistical Service (GSS) estimated child labour (persons 5-17 years) at 21.8 per cent.

¹ See Action 1.4.1.2. on p42 of NPA2 document

² Such as the National Steering Committee on Child Labour (NSCCL) under the Ministry of Employment and Labour Relations (MELR)

³ Data Source: GSS, GLSS Round 6; 2014

The proportion of male children in child labour was slightly higher (22.7%) than female (20.8%). The proportion of rural children engaged in child labour (30.2%) was about two and a half times the proportion in urban areas (12.4%). The rural savannah (34.6%) had the highest proportion of children in child labour compared to the other ecological zones.

1.3.1 Age Distribution of Child Labour in Ghana

Item	Age Group	Number in Child Labour (CL)	% of Age Population	% of CL Population	No. in Hazardous Work (WFCL)	% of Age Population in Hazardous Work	% of Population in Hazardous Work
1	5-7	212,278	10.0	11.2	9,465	4.5	7.7
2	8-11	704,212	25.6	37.2	330,161	12.0	26.8
3	12-14	564,500	26.9	29.8	394,908	18.8	32.1
4	15-17	411,562	23.9	21.7	411,562	23.9	33.4

Data source: GSS, GLSS Round 6; 2014

1.3.2 Regional Distribution of Child Labour in Ghana

Item	Region	No. in CL	% of Region	% of CL	No. in Hz.Wk	% of Region	% of Hz.Wk
1	Western	171,626	20.5	9.1	113,134	13.5	9.2
2	Central	70,535	8.9	3.7	33,164	4.2	2.7
3	Greater Accra	62,562	5.2	3.3	23,312	1.9	1.9
4	Volta	206,404	26.9	10.9	169,035	22.0	13.7
5	Eastern	267,233	29.0	14.1	193,551	21.0	15.7
6	Ashanti	396,751	23.0	21.0	279,374	16.2	22.7
7	Brong Ahafo	306,972	33.5	16.2	224,037	24.4	18.2
8	Northern	203,566	22.8	10.8	105,769	11.9	8.6
9	Upper East	114,899	31.7	6.1	47,534	13.1	3.9
10	Upper West	92,041	33.5	4.9	42,375	15.4	3.4

Data source: GSS, GLSS Round 6; 2014

2. THE CLFZ FRAMEWORK

2.1 Introduction

This CLFZ Protocols and Guidelines has been developed in recognition of certain core values and principles; existing national, legal, and institutional frameworks; international conventions, protocols and agreements; and policies and programmes that relate to the protection of children against all forms of exploitation, including child labour and trafficking to ensure their total development. Child labour is not acceptable in Ghana and hence it must be abolished. This is consistent with ILO's Fundamental Principles and Rights at Work (FPRW).

The CLFZ concept seeks to strengthen government's and other partners' efforts to uphold the constitutional provision on the fundamental rights of children in Ghana to be protected from work that constitutes a threat to their health, education and development. It is also to enhance national efforts to achieve the Sustainable Development Goals (SDGs), especially relevant targets under Goals 8, 5, 16 and 10⁴.

⁴ Target 8.7, 5.2, 5.3, 16.2 and 10.7

The Protocols and Guidelines provide a set of standardised conditions, measures, structures, support systems and child development facilities that must be put in place in a particular area to facilitate the monitoring, prevention, identification, removal, referral as well as provision of needed social services support to affected children and or their parents/guardians to ensure that incidence of child labour in the area is progressively eradicated.

It is expected that such interventions will be piloted on selected areas and subsequently upscaled to other communities.

This Protocols and Guidelines for establishing CLFZ is neither a replacement nor duplication of the NPA-2. It is rather being touted as one of the approaches or strategies to help achieve the overall goal of the NPA 2.

2.2 Rationale

The 1992 Constitution of the Republic of Ghana, the Children’s Act, 1998 (Act 560) as well as other legislative instruments and international instruments Ghana has ratified, including ILO Conventions 29, 138 and 182, proscribe engagement of children in work that constitute threat to their health, education and development. Most of the legal instruments have been operationalised through policies, projects and programmes since the year 2000. Additionally, Ghana has signed on to the Sustainable Development Goals (SDGs). All these notwithstanding, incidence of child labour was estimated at 21.8% by the Ghana Statistical Service in the GLSS6.

According to the Alliance 8.7 Pathfinder Country Guidance Note, despite the good work being done, SDG Target 8.7 is not likely to be met at the current pace of action. It therefore calls for commitment to accelerating efforts and willingness to try new approaches from which others can learn to support Target 8.7’s urgent deadlines.

It is against this background that the CLFZ strategy is being adopted to ensure that Local Government Authorities (LGAs) and relevant stakeholders eliminate child labour in their areas of jurisdiction through accelerated and sustainable efforts.

2.3 Goal

The overall goal of the CLFZ is to develop and implement holistic, well-integrated, consistent and high-yielding interventions that will lead to the eradication of child labour and total development of Ghanaian children by 2025.

2.4 Objectives of CLFZ

The specific objectives of the proposed Protocols and Guidelines on CLFZs are;

- (i) To identify, create and maintain conditions for the elimination of all forms of child labour in a given geographical area;
- (ii) To provide common sets of standards for creating CLFZ and measuring the impact of such interventions by government and non-governmental agencies towards the elimination of child labour in Ghana;
- (iii) To prevent and withdraw all children between the ages five to seventeen (5-17) from all forms of child labour;
- (iv) To eliminate, by reducing to insignificant levels, all forms of child labour in a given locality over a specific period of time, and the whole country in the near future.

2.5 Definition and Description of a Child Labour Free Zone (CLFZ)

CLFZ is a geographical area (metropolitan, municipal or district) in which incidence of child labour is eradicated. This definition implies that in a child labour free zone:

- (i) Child labour is well understood by all as human rights violation and that it constitutes a threat to the child's health, education or development;
- (ii) Necessary measures (laws, systems, and structures) have been put in place to withdraw children already engaged in the act and prevent new children from getting into it;
- (iii) Children who are legally permitted to work (15-17 years) are protected from hazardous work;
- (iv) Perpetrators are made to face the necessary sanctions in accordance with provisions of existing laws;
- (v) Children's rights are respected and upheld;
- (vi) Resources are invested in children's welfare and development (education including technical and vocational skills training, health and recreation); and
- (vii) As a result of the above, incidence of child labour is eliminated.

2.6 CLFZ Conditions

For a zone to be declared as child labour free (CLF), certain conditions, measures, structures, support systems and child development facilities must exist. The following are the conditions that must exist at the Metropolitan, Municipal or District (MMD) as well as the community level in order for the community to be considered for assessment and declaration as CLFZ.

2.6.1 Community Level

- (i) On-going education and sensitisation of child labour basic legal concepts and on children's laws;
- (ii) Availability of a functional mechanism (structures and systems) that determines the status of children (i.e. are they in child labour, at risk of child labour or not in child labour). These may include, but not limited to Child Labour Monitoring System (CLMS)
 - Community Register (CR) of all households in the locality that is updated regularly;
 - A functional Community Child Protection Committee (CCPC);
 - Work place monitoring mechanism to ensure that
 - ✓ children are not working during school going hours
 - ✓ children 15-17 years are working under safe and healthy conditions;
 - Community surveillance mechanism to check truancy
 - School inspection system to check/monitor:
 - ✓ Availability of teachers and their punctuality
 - ✓ Availability of teaching and learning materials
 - ✓ Conduciveness and safety of school infrastructure, including recreational facilities
 - ✓ Pupils' attendance and punctuality
 - ✓ Pupils' performance
 - ✓ Parents' commitment to children's education
- (iii) Enforcement of provisions under Section 96 of the Children's Act, 1998 (Act 560);
- (iv) Existence and enforcement of community regulations on child protection including child labour;
- (v) Referral and remediation mechanism: to prevent and protect children at risk and children removed from child labour;
 - A contact list of agencies providing:
 - ✓ Social services
 - Health

- Education
 - Social protection: livelihood (LEAP, National Health Insurance Scheme NHIS)
 - ✓ Legal services/sensitisation (CHRAJ, NCCE, GPS, Judicial Service etc.)
- (vi) Community Action Plan on child protection (including child labour) developed and implemented.

2.6.2 District Level

- (vii) Availability of opportunities to strengthen vulnerable parents and families
- Parental counselling
 - Economic empowerment services
 - Institutional, technical and logistical capacity of duty-bearing agencies.
- (viii) District bye-laws to enforce child labour provisions in Section 96 of the Children's Act, 1998 (Act 560) and regulation 34 of the Child Rights Regulations (L.I. 1705) enacted and enforced;
- (ix) Child labour interventions included in the District Medium Term Development Policy and Annual Action Plans, including resource mobilisation, monitoring and evaluation measures;
- (x) An evidence that at least 60% of the Plan has been successfully implemented;
- (xi) Child Labour Monitoring System at the MMD level;
- (xii) Baseline data on situation of child labour at the MMD level;
- (xiii) Institutional, technical and logistical capacity of the Department of Social Development (DSD), Social-Services Sub-Committee (SSsC) of the District Assembly and Labour Department developed to enable them perform their statutory functions efficiently (Section 96: 1-5)

2.7 Possible measures and interventions to achieve CLFZ conditions

The following measures are proposed to guide the MMDA to effectively implement CLFZ concept in their localities.

- (i) **Getting basic understanding about the conditions of the zone and the situation of all children and households in the area:** Collect information about trends in child labour situation, school enrolment and attendance, socio-economic factors of community and vulnerable families such as migrants, status of schools and education facilities, etc. as knowledge base of the zone to develop Community Action Plan.
- (ii) **Establishing and strengthening Child Labour Monitoring System at community level:** Resource the Social Services Sub-Committee of the MMDA and mobilise people in the communities and form Child Protection Committee (CCPC). Provide trainings on knowledge about laws and regulation related to child labour and skills development in conducting child labour monitoring, communication and leadership. The same applies to School Monitoring Team and Workplace Monitoring Team.
- (iii) **Capacity building:** Capacity building includes technical, logistical and institutional capability.
 - Institutional capacity includes clarity in mandate and availability of an organisational framework showing a systemic approach to the conduct of work. It may involve clear schedules and terms of reference for staff and work plans.
 - Technical capacity is increasing the knowledge and skills of mandated agencies in order to equip them to carry out their mandate efficiently.
 - Logistical capacity is the ability to generate the needed materials to equip mandated agencies in carrying out their responsibilities effectively.
- (iv) **Social Mobilisation and Sensitisation:** The process of bringing together and sensitising all relevant stakeholders (community members, opinion leaders and partners) on child

labour issues, equipping, and engaging them to take specific action to address child labour issues.

- (v) ***Prevention and/or withdrawal of children from child labour through remediation and social services:***
 - Prevention is putting measures in place to avoid precarious situations that lead to child labour.
 - Withdrawal is the act of removing children from engagement in unacceptable work. Withdrawal may occur when the child is protected from the hazards associated with child labour. Thus, withdrawal is the referral of affected children to appropriate agencies to ensure their removal or protection from child labour.
 - Remediation: the direct support provided for withdrawn children to ensure that withdrawal is sustainable.
- (vi) ***Enactment and enforcement of Law/Regulations on Child Protection including child labour:*** Put in place measures that ensure legal provisions related to child labour are carried out in practice. This includes the development and use of instruments and tools that facilitate the deployment of the law and the application of sanctions on perpetrators.
- (vii) ***Development of Community Action Plan and implementation:*** Based on the situations of the communities, these communities must develop Community Action Plans (CAPs) having relevant measures to improve the education and economic status of communities and residents.
 - School improvement in physical infrastructure and quality of teaching and learning, and establishing monitoring system at school levels.
 - Economic empowerment services: providing the knowledge and skills that enhance the resourcefulness of vulnerable families affected by child labour. This includes training in entrepreneurship and in some cases provision of livelihood packages and business start-up kits. It is advisable to collaborate with various relevant Ministries, Departments and Agencies (MDAs) as well as industry-based institutions/organisations and CSOs/NGOs.
- (viii) ***Resource Mobilisation:*** Putting in strategic measures to ensure the needed inputs required for the efficient implementation of planned interventions are readily available on sustainable basis. Working closely and collaboratively with relevant Ministries, Departments and Agencies (MDAs) as well as industry-based institutions/organisations and FBOs/CSOs/NGOs is advisable.

3. ASSESSMENT MODALITIES AND PROCEDURES FOR ESTABLISHING CLFZs

The CLFZ assessment modalities provide a detailed and straight-forward scoring procedure to scientifically determine the status of the Zone in the CLFZ process. A set of agreed indicators have been assigned to each of the conditions listed above. The purpose of the assessment is to examine the state of these conditions at both the MMD and community levels as well as incidence of child labour. Depending on the overall score obtained by a zone, the status of the zone shall be declared as indicated in **Section 3.3.2 below**.

3.1 Pre-Assessment

To assess the readiness of a zone, a pre-assessment checklist shall be administered (*See Appendix 1*). The pre-assessment check list seeks to ascertain whether the CLFZ conditions have been fulfilled or not. Where more than 80% of the conditions have been met, the full assessment shall be carried out otherwise the zone shall be advised to operationalise the conditions.

3.2 Main Assessment Criteria

A combination of scientific methods shall be employed to assess the zones (*See Appendix 2*). These will include: interviews, focus group discussions, observations and evidence check.

- (i) **Interviews:** A set of questionnaires shall be administered to a sample of the population of the communities. Two (2) set of questionnaires shall be administered to different categories of stakeholders:
 - (a) **Community Questionnaire (CQ):** This is a general questionnaire that will be administered to a sample selected from the entire population of the community. To ensure good representation, the stratified sampling method shall be employed. This involves the division of a population into smaller sub-groups known as strata based on members' shared attributes or characteristics such as age, occupation, religious affiliation etc. General information about basic concepts on all forms of child labour shall be the main focus of this questionnaire.
 - (b) **Specific Questionnaire (SQ):** Specific questionnaire shall also be administered to purposefully selected beneficiaries such as children, parents/guardians, opinion leaders, teachers, CSOs, key informants etc.
- (ii) **Focus Group Discussions (FGDs):** FGDs shall be another tool that will be used to solicit information from stakeholders towards the determination of the grade of the zone in the CLFZ concept. Target groups for this tool shall be the Community Child Protection Committee (CCPC) members, the School Monitoring Team (SMT), Workplace Monitoring Team (WMT), Government Departments and Agencies at the district level and the project team, if the process is being collaborated by a private sector player(s).
- (iii) **Observations:** Observations shall also play a key role in the assessment process. An assessment team shall visit the zones to observe the operations of the community level structures, school attendance, workplaces etc.
- (iv) **Evidence Check/Review of relevant Documents:** Relevant Documents pertaining to the implementation of the CLFZ concept shall be thoroughly scrutinised. These may include the Community Action Plans (CAPs), the community register, CCPC/SMT/WMT attendance books, training reports, records of meetings, community bye-laws, district annual plans etc.

3.3 Grading of Assessment Results

Based on the answers provided by the respondents on the various tools, the following sub-indicators shall be estimated for assessment.

Indicator Grading

1. If **80% of respondents responded in the affirmative** to the question(s) relating to the sub-indicator, the grade shall be **"VERY TRUE"**
2. If **60%-79% of respondents responded in the affirmative** to the question(s) relating to the sub-indicator, the grade shall be **"TRUE"**
3. If **40%-59% of respondents responded in the affirmative** to the question(s) relating to the sub-indicator, the grade shall be **"SOMEHOW TRUE"**
4. If **less than 40% of respondents responded in the affirmative** to the question(s) relating to the sub-indicator, the grade shall be **"NEVER TRUE"**

Where grading of a sub-indicator depends on more than one question, an average of the scores of the questions concerned shall be the marks for the indicator.

The summation of weighted scores of all the sub-indicators of a major indicator gives the final score of the major indicator. The summation of the weighted score of the main indicators gives the final score of the zone.

3.3.1 Weights

Two forms of weights shall be applied in the calculation for the final grade for a zone; weight of the main indicator and weight of sub-indicator within a major indicator.

Weight of a Main Indicator

Each of the Main Indicators is assigned a weight. The weight indicates the importance attached to the indicator in achieving the overall CLFZ objective. The final score for a Main Indicator (weighted score) is obtained by multiplying the weight of the indicator by the total score of the indicator. Example, the weight of Main Indicator D is 0.30, and assuming the total score for the same indicator (sum of the weighted scores of the sub-indicators under the main indicator) is 89%, the final score for Main Indicator D is $0.30 \times 89\% = 26.70\%$.

Weight of Sub-indicators (within major indicator)

Each of the Main Indicators has varied number of sub-indicators under them. Each of the sub-indicators is assigned a weight based on their respective contributions to the attainment of the Main Indicator. The total score of a sub-indicator is multiplied by its weight to obtain the weighted score of that indicator and the summation of the weighted scores of all the sub-indicators gives the total score for the Main Indicator. For example, sub-indicator 7 under Main Indicator A had a total score 95% and its weight within the major indicator is 0.20. Therefore, the weighted score of the indicator that goes into the calculation of the score of the Main Indicator is $(0.20 \times 95\% = 19\%)$.

3.3.2 Overall Score and Grading

The overall grade for a zone is obtained by summing the weighted scores of the *Main Indicators* as shown in the table below. Based on the overall score, the zone shall be graded as CLFZ Grade A, CLFZ Grade B, CLFZ Grade C or Towards CLFZ as shown in the table below.

Group	Weight	Score	Final Score (weighted score)
A	0.10	98	9.80
B	0.10	90	9.00
C	0.20	92	18.40
D	0.15	80	12.00
E	0.12	88	10.56
F	0.08	98	7.84
G	0.05	95	4.75
H	0.20	93	18.60
TOTAL	1.00		90.95

FINAL GRADING	
GRADE	SCORE
CLFZ Grade A	≥90%
CLFZ Grade B	80%-89%
CLFZ Grade C	70%-79%
Towards CLFZ	≤69%

Refer to **Appendix 2** for the list of indicators, their descriptions and weights assigned to each of them.

3.4 Declaration

Based on assessment results, MELR shall declare a zone as child labour free or otherwise.

3.5 Review

3.5.1 Internal Review

Metropolitan, Municipal and District Assemblies (MMDAs) shall undertake internal review of communities declared as CLFZ at least once a year and report to the Child Labour Unit (CLU).

3.5.2 External Review

A zone assessed and graded based on the criteria shall have to submit itself for review every three (3) years. However, a zone based on its internal review may submit itself for external review as and when it deems fit. The review exercise will determine whether the zone shall maintain the earlier grade, be upgraded or downgraded.

4. INSTITUTIONAL/IMPLEMENTATION ARRANGEMENTS

This section describes the institutional arrangements for the effective implementation and coordination of the CLFZ process. It describes the key roles expected of each of the partners.

A. Implementing Agencies and Implementing Partners

Implementing Agencies (IAs) and Implementing Partners (IPs) play an integral part in the development and implementation of activities towards the attainment of CLFZs in Ghana. These guidelines seek to define the roles and set up the modalities, including strategies to be used by all implementing agencies in the attainment and measurement of CLFZs. These roles will be part of the institutional core functions and mandate of the IAs. The IAs shall include Government Departments and its agencies, CSOs, Trade Unions, employer organisations and other private and international organisations.

The application towards establishing a CLFZ begins with consultative process with the district assembly. It shall be an initiative from the assembly in collaboration with the community or an implementing partner(s) (i.e. CSOs, Social Partners, international organisations) among others.

B. Government

(i) Metropolitan, Municipal and District Assemblies (MMDAs)

The successful implementation of the CLFZ strategy depends to a very large extent on the willingness and commitment of the Metropolitan, Municipal and District Assemblies (MMDAs). The role of the MMDAs in the CLFZ process is very critical because they are the mandated Government institution at the local level tasked to see to the overall protection and development of children in their respective areas of jurisdiction. Other institutions such as Civil Society Organisations, NGOs and CBOs, private sector, media, international organisations and development partners complement the efforts of the MMDAs. In the CLFZ process, the MMDAs shall perform the following functions:

- Enact bye-laws and enforce compliance of the Children's Act;
- Develop and implement interventions geared towards the elimination of child labour, in collaboration with CSOs, social partners, development partners and private sector when necessary;
- Select and approve interventions by partners;
- Monitor the implementation of interventions;
- Provide child development interventions such as schools, clinics, vocational training institutions, etc.;
- Liaise with or lobby other governmental and non-governmental organisations such as LEAP Secretariat, School Feeding Secretariat, National Health Insurance Authority, Ghana Education Service, CSOs, Social Partners, Private Sector, International Organisations for the provision of essential resources and other social infrastructure in the communities of the MMD to help attain the CLFZ status;
- Resource the Social Services Sub-Committee for effective functioning;
- Invite other members to serve on the SSsC.
- Commit adequate resources to the fight against child labour.

Social Services Sub-Committee of the Assembly

The Social Services Sub-Committee (SSsC) of the Assembly shall be the Coordinating Unit of the CLFZ Process. In line with Section 23 (2) of the Local Governance Act,

2016 (Act 936), the assembly shall constitute, resource and see to the effective functioning of the SSsC in this regard. The SSsC, in accordance with Section 23 (6) of the same Act, will co-opt representatives from CSO, social partners, the private sector and international organisations on to the Committee to ensure effective implementation of the CLFZ agenda.

The SSsC shall perform the following functions in the CLFZ process:

- Carry out sensitisation programmes in the communities;
- Ensure that Community Child Protection Committees (CCPC) are formed in all the communities of the districts and are functional;
- Build the capacities of the CCPC to effectively perform its functions;
- Coordinate the preparation of community register for all communities in the MMDA;
- Facilitate the preparation of Community Action Plans (CAPs) by all communities in the MMDA;
- Monitor the activities of the CCPC and implementation of other social services;
- Prepare joint work plan covering the activities of all the members on the committee;
- Prepare quarterly progress on the implementation of the CLFZ and provide the needed support for communities to maintain and upgrade their CLFZ status;
- Aside the group’s responsibilities, the representatives shall undertake their individual responsibilities.

(ii) Ministries, Departments and Agencies (MDAs)

MDAs shall support the implementation of the CLFZ process through their district officers. MDAs shall support their district officers in terms of technical, financial and other logistical support to enable them participate actively in the CLFZ process.

(iii) Ministry of Employment and Labour Relations (MELR)/NSCCL:

MELR/NSCCL is mandated to co-ordinate all child labour interventions in the country. In view of this, MELR shall perform the following functions in the CLFZ process:

- Coordinate the activities of all relevant partners;
- Resource and strengthen the CLU to effectively coordinate the CLFZ implementation process;
- Assign and supervise the assessment team;
- Study (review) assessment reports;
- Publish assessment results;
- Declare zones that have gone through and pass the process;
- Coordinate and establish measures to provide benefits to declared CLFZs by collaborating with other concerned Ministries, Departments and Agencies including industry-based institutions and organisations to motivate stakeholders for expanding CLFZs.

(a) Child Labour Unit (CLU)

The Child Labour Unit, which is the secretariat to the NSCCL will play a central role in the CLFZ process. The CLU will act as a liaison between the implementing districts, the NSCCL and the Ministry of Employment and Labour Relations. The CLU shall perform the following functions:

- Organise training programmes for assessment team members;
- Develop materials and tools for assessment;

- Develop programmes and budget for the functioning of the assessment team;
- Act as the assessment team secretariat;
- Collate and collect assessment reports.

(b) Employment Information Branch (EIB)

The Employment Information Branch of the Labour Department will also play the following roles in the CLFZ implementation process.

- Review and analyse assessment team reports in collaboration with Ghana Statistical Service;
- Develop a mapping system that indicates the geographical locations of all communities implementing child labour programmes;
- In collaboration with the CLU and the assessment team, will submit reviewed assessment results to MELR/NSCCL.

C. Employer Organisations/Trade Unions and Civil Society Organisations

Employer organisations, trade unions and civil society organisations shall also perform the following functions in the CLFZ process in the MMDAs and zones.

- Develop and implement project interventions in communities with approval from, and in collaboration with the MMDAs;
- Participate in the monitoring of the CLFZs;
- Participate in the validation of results of CLFZs.

D. International Organisations and Development Partners

- Liaise with government and the MMDAs in the implementation of national programmes towards the elimination of child labour in the country;
- Support implementing agencies, including government interventions through technical and financial resources;
- Facilitate platforms for government and IAs to share best practices and experiences on CLFZs.

E. Communities

Communities shall play crucial roles in the CLFZ process. The communities have the best knowledge about the children, the economic, social and health situations of the children and their parents/guardians since they live together with them in the same households, as neighbours or as community members. Their active participation in the CLFZ process will undoubtedly contribute to the attainment of the overall goal of the process. The communities shall perform the following functions in the process:

- The community members shall participate actively in all the activities of the CLFZ process;
- Enact and enforce community regulations to protect the rights of children in the community including child labour;
- Contribute resources (time, kind, material or finances) to complement the efforts of the assembly or the IP;
- Members of the community shall support the activities of the CCPC by acting as each other's keeper and reporting any child abuse case to the CCPC.

(i) Community Child Protection Committee (CCPC)

The role of the CCPC cannot be underestimated in the CLFZ process. The CCPC shall represent the SSsC and lead the implementation of all interventions in the community.

The CCPC shall perform the following functions in close collaboration with the chief and opinion leaders (Refer to the GCLMS Manual for the composition of CCPC);

- Coordinate the development of the community register;
- Periodically update the community register;
- Undertake regular monitoring visits to schools and workplaces to assess the conditions of children;
- Carry out sensitisation programmes in the community;
- Liaise with the SSsC to develop CAPs;
- Facilitate the implementation of the CAPs;
- Lobby the assembly, individuals, private sector and others for social services for the community.

(ii) Chiefs and Opinion Leaders

The role of the chiefs and opinion leaders is very important for mobilising members of communities in the CLFZ process. Due to the esteem, respect and authority accorded them by the members of the community, their full participation in the CLFZ process will undoubtedly contribute to the early attainment and sustenance of the CLFZ agenda in their respective communities. The chiefs and opinion leaders shall perform the following functions to support the CCPC:

- Lobby the assembly, individuals, private sector and others for social services for the community.
- Supervise the overall CLFZ process such as the development of the community register, periodically update the community register, CAPs;
- Participate actively in all the CLFZ activities;
- Support the work of CCPC to undertake regular monitoring visits to schools and workplaces to assess the conditions of children;
- Work with CCPC to facilitate the implementation of the CAPs;
- Initiate the process for the enactment of community regulations on child protection including child labour and see to its full implementation.

(iii) SMC/PTA

School Management Committee/Parent-Teacher Association (SMC/PTA) shall also play an important role. Their respective roles are specified in their handbook and shall be referred to it for the effective functioning of the SMC/PTA.

F. Media

The successful implementation of the CLFZ strategy depends to a very large extent on the willingness and commitment of the media. The media is critical in the CLFZ process as it plays a surveillance role in the protection and promotion of children's rights. The various forms of media (i.e., print and electronic) private and public owned, all have a stake. In the CLFZ process, the media shall perform the following functions:

- Liaise with implementing partners to publish assessment reports;
- Carry out sustained campaigns towards achieving CLFZs;
- Undertake monitoring of systems (structures), activities and achievements in CLFZs and report feedback for public consumption.

G. Assessment Team

The team shall visit the districts and selected communities and undertake assessment of CLFZ process in an MMDA. The team will comprise of representatives of organisations and experts with knowledge on child labour and child protection and also be able to provide

inspectorate services. They will be independent in their operations and report to the NSCCL.

The team shall include:

- A representative from CLU
- A representative from EIB
- An NGO representative
- A representative from TUC
- A representative from Ghana Employer’s Association (GEA)
- Experts on child labour/protection (such as from ILO, UNICEF, etc.)

Roles of Assessment Team shall include:

- Plan and undertake familiarisation visits to the zones;
- Review the conditions and structures for achieving CLFZ; visit communities to conduct main assessment;
- Compile report on findings of assessment.

Composition of District Liaison Inspection Team (DLIT)

There shall be a three (3)-member district liaison inspection team. This will comprise

- A representative from GSS
- District Labour or Social Welfare Officer
- District Planning Officer

Roles of District Liaison Inspection Team shall include:

- Liaising between the District Assembly and the Assessment Team
- Leading the Assessment Team during assessment
- Periodic monitoring of the zone before and after assessment

H. Funding Arrangements for the CLFZ

MMDAs are expected to devise innovative ways of raising resources (financial, technical, human, and logistical) for the implementation of the CLFZ in their areas of jurisdiction. For instance, the MMDAs can use the services of National Service personnel to develop the community registers which is one of the huge tasks in the CLFZ process. Also, the assembly can solicit support from private sector partners operating in the MMDA for the provision of social services and remediation packages and for the implementation of interventions.

As we are aware, the United States of America (USA), Europe and other developed countries are threatening to boycott products from developing and middle-income countries which they suspect to have been produced with children. Recently, the United States has banned the importation of tobacco from Malawi due the use of child labourers in tobacco production and are threatening to do same to cocoa from Ghana and Côte d’Ivoire. Undoubtedly, the financial and social costs of such a decision, should it happen, shall far outweigh the cost of implementing CLFZ in our respective MMDAs.

It is against this background that the Resource Mobilisation, Advocacy and Communication sub-Committee of the NSCCL shall be tasked to raise some resources to support the work of the CLU, the Assessment Team and possibly award some well-performing MMDAs in the CLFZ process.

5. APPENDICES

Appendix 1: CLFZ Pre-Assessment Checklist

The CLFZ pre-assessment checklist provides the initial review of the criteria above and the status of interventions in a district and communities working to establish child labour free zones.

Item	Situation	Yes	No
District level			
1.	Is there a district bye-law on child labour?		
2.	Is there a district annual plan on child labour, including a budget allocation from the district?		
3.	Is there a district social service sub-committee that is functional (i.e. do they have a work plan)?		
4.	Are the relevant district line agencies (Labour Dept., Department of Social Development, CHRAJ, NCCE, ISD) functional on child labour issues (do they have a work plan on child labour)?		
5.	Is there a framework specifically for collaboration and coordination on child labour among the line agencies?		
6.	Is there a regular district report on child labour monitoring?		
7.	Is there a regular district report on education inspection, including district records on enrolment, retention and performance?		
8.	Is there an annual district report on human rights, including child labour violations?		
9.	Is there a district programme on economic empowerment for vulnerable families?		
10.	Is there a district strategy for mobilising resources specifically for child labour elimination?		
Community level			
11.	Is awareness raising and sensitisation ongoing activity?		
12.	Are there community regulations on child labour?		
13.	Is there a Community Child Protection Committee (CCPC)?		
14.	Have the capacities of the CCPC developed (technical and logistics)?		
15.	Are teachers adequate in the school?		
16.	Are TLMs available, sufficient and timely delivered?		
17.	Is the general school environment conducive for teaching and learning?		
18.	Is there a community register that is regularly updated?		
19.	Is there a community action plan (CAP)?		
20.	Is there a school management committee for the community school?		
21.	Are workplaces monitored frequently?		
22.	Are the school and community monitored frequently?		
23.	Is there a community referral system for affected children?		
24.	Is there a community remediation system for affected children?		

Appendix 2: Main Assessment Criteria

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
A	Effective Awareness Raising and Advocacy	There is regular (at least once every quarter) awareness and sensitisation activity in the community and has led to behavioural change			1.00		0.15	
A1	There is regular awareness raising on child labour in the community	This indicator seeks to measure the frequency of sensitisation and awareness raising activities. It is expected that sensitisation and awareness raising should be ongoing activities and through varied means. It is expected that awareness raising and sensitisation should take place at least once in a quarter.	CQ		0.10			
A2	Relevant stakeholders participate in the awareness creation activities	Child labour is a cross-cutting issue and as such requires multi-stakeholders with specialties in specific areas or issues to participate in awareness raising and sensitisation activities to achieve the desired outcomes. Stakeholders for sensitisation should include, but not limited to: officers of Labour Department, CHRAJ, NCCE, ISD, Community Development, Social Welfare, CSOs, CCPC members and teachers.	CQ		0.10			
A3	Members of the community understand child labour and some basic concepts and impacts	This indicator seeks to measure the community members' understanding of basic issues related to child labour as a result of the sensitisation activities. It is therefore expected that members selected at random from the community should be able to explain who a child is and distinguish between child work/light work, child labour, hazardous work with some examples from the main activities of the community and state at least two consequences of child labour	CQ		0.20			
A4	Members of the	The indicator seeks to assess the community members'	CQ		0.10			

Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
community know Ghanaian laws on child labour	knowledge on Ghanaian laws that seek to protect children from child labour and all forms of abuse. Community members selected at random can at least mention the 1992 Constitution of the Republic of Ghana and the Children’s Act, 1998 (Act 560) or any other law that seeks to protect the rights of children in the country, etc.						
A5 Members of the community know children’s age range and type of work they are allowed to perform	Children are generally supposed to be in school, however, in the event that they are supposed to work, parents/guardians need to know the type of work that is commensurate with their age. The understanding of the general public of age appropriate work will go a long way to address the incidence of child labour. This indicator therefore seeks to ascertain the community members’ understanding on age appropriate work for children. It is expected that members selected at random from the community should be able to identify the age ranges and the type of work children are expected to perform i.e.13-14: light work and 15-17: legal employment under supervision, and give examples from the main activities of the community.	CQ		0.20			
A6 IEC materials are used and visible in the community	Audio-visual materials (posters, stickers, billboards, banners, videos, documentaries etc.) play critical roles in the child labour elimination process since most of the community members are not likely to be literate. This indicator seeks to find out if such visual materials are visible in the community.	CQ & OB		0.1			
A7 Awareness creation has impacted	This indicator seeks to find out if there have been attitudinal and behavioural changes in the community	CQ		0.2			

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	positively on incidence of child labour	with regard to the use of children for child labour as a result of the sensitisation and awareness raising activities. That is: have the members of the community stopped engaging children in child labour and hazardous activities?						
B	Functional Community-level Regulations	This means there exists community rules and regulations, the members of the community are aware of the rules and regulations, abide by them and perpetrators are sanctioned			1.00		0.10	
B1	There are community regulations on child protection including child labour	To effectively fight against child labour, communities are required to enact bye-laws to protect the rights of children and to prevent them from going into any form of child labour. These bye-laws can either be documented or conventional. The chief and elders of the community are targeted for this question.	CQ & FGD		0.25			
B2	Community members are aware of the regulations and their sanctions	Since the laws are made to govern the members of the community, the community members should have clear understanding about the law and relevant sanctions for offenders. This indicator seeks to find out the extent to which the members are aware of the laws and sanctions for perpetrators.	CQ		0.30			
B3	The regulations are functional	Community members abide by the provisions of the bye-laws and perpetrators are sanctioned according to same.	CQ & FGD		0.45			
C	Functional Child Labour	There exists community register and relevant structures with required capacities to observe			1.00		0.25	

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	Monitoring System (CLMS) Exists	children in the community to ensure that they do not go into any form of child labour						
C1	Community registers developed for all communities and updated regularly	There should be a community register covering all the households including children in each community and the register must be continuously updated (at least quarterly).	OB & Review		0.20			
C2	Functional Community Child Protection Committee (CCPC) exists	This indicator seeks to ascertain whether CCPC has been established and the composition is in accordance with what the GCLMS document proposes, CCPC meets regularly (monthly) to discuss and update the community register and address child labour related issues in the community and strategizes on how to address emerging issues on child labour.	OB & FGD & Review		0.20			
C3	Functional SMC/PTA exists	There should be a School Management Committee (SMC) and/or Parents Teachers Association (PTA) that meets regularly to discuss issues relating to the well-being of the pupils and teachers for effective teaching and learning at school.	FGD & Review		0.10			
C4	Schools/pupils periodically monitored by CCPC	At least three (3) members drawn from the CCPC shall monitor enrolments, attendance and punctuality of pupils especially those with poor attendance, truants and latecomers. The membership should include the teacher's representative, representative of traditional authority and another member. Gender sensitivity should be considered.	FGD & Review		0.125			
C5	Workplaces	At least 3 members drawn from the CCPC shall monitor	FGD &		0.125			

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	regularly monitored by CCPC	workplaces to ensure that children are not on the field during school going hours. Attention should be given to children already in child labour, and those at risk according to the community register	Review					
C6	Capacities of CCPC members developed	To effectively fight against child labour, members of the CCPC, SMT, WMT, should be trained in relevant legislations, concepts and their roles on the child labour elimination process. The training should be done by the District Child Protection Committee in collaboration with CSOs and Social Partners operating in the district. The indicator therefore seeks to find out whether the members have received relevant training and other refresher trainings as well.	FGD & Review		0.10			
C7	CAPs developed by CCPC and operational	This indicator seeks to find out if the CAPs have been developed and are being implemented. For effective and sustainable elimination of child labour, there is the need for every community to develop and implement Action Plan on child labour. Community Action Plans (CAPs) are to be developed by the community in collaboration with the Planning Unit of the MMDAs and other relevant Partners and is being implemented. There should be a physical evidence of CAPs and portions implemented or being implemented.	FGD & Review		0.10			
C8	The assembly has copies of the CAPs	The CAPs are expected to form part of the planned and budgeted activities of the MMDAs. As such, copies of the Plans are expected to be deposited with the MMDAs preferably before the annual budget estimates are prepared. Find out whether the assembly has copies of the CAPs of the communities and are integrated into the	FGD & Review		0.05			

Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	Annual Work Plan of the Assembly.						
D	Referral systems exist, Social Protection Support/Services exist, accessible to affected children/parents/guardians and adequate to take the children or their parents/guardians from the known vulnerability, and allocations are based on needs.			1.00		0.30	
D1	Efficient and Effective Referral, Remediation and Support for Affected Children and Parents/Guardians	OB & SQ		0.20			
D2	Referral systems for affected children exist	The appropriate Standard Operating Procedure (SOP) for child labour and trafficking) should be used for assessing the needs of affected children and their parents/guardians for referrals and members of the community should be aware of it so that whenever they identify any child labour, child trafficking or any abuse, they can easily follow the laid down procedure.		0.20			
D3	Effective and sustainable remediation packages available	OB & SQ		0.20			
D3	Children withdrawn, identified or at risk benefit from remediation packages	SQ		0.30			

Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	withdrawn or vulnerable children.						
D4	Parents/guardians of the affected children benefit from the packages	SQ		0.30			
E	This indicator seeks to assess the School Infrastructure and Teaching and Learning Environment(TLM) in the Communities as well as Availability of Teachers and Levels of School Enrolment and Attendance			1.00		0.15	
E1	Average distance to school not exceeding 3.5-4km	OB		0.20			
E2	School infrastructure conducive for teaching and learning	SQ & OB		0.30			

Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	<p>for one person)</p> <ul style="list-style-type: none"> There are sufficient TLMs (white/black board, chalk, textbooks, exercise books, etc.) There is a spacious playing ground. 						
E3 Teachers available for all classes/subjects and are punctual	<p>In primary schools, there should be at least a class teacher for each of the classes and in the case of junior high, there should be a subject teacher for each subject. This indicator seeks to find out if this condition exists or otherwise.</p>	SQ & FGD		0.20			
E4 At least 97% enrolment rate	<p>This indicator seeks to ascertain the proportion of children of school-going age, as captured in the community register, who are indeed enrolled in schools either in the community or adjoining communities. This shall be obtained by dividing the number of children who are currently attending school by the total number of children of school-going age in the community. However, the number obtained from the community register should be compared with the school register for confirmation before calculating the proportion.</p>	Review		0.05			
E5 At least 90% attendance rate	<p>This indicator seeks to find out the proportion of the children of school- going age enrolled in the schools who actually attend school regularly. Regularly means the child does not absent himself/herself from school for more than 3 times in a term except for sickness or extreme situation for which the child may not be able to attend school (e.g. passing away of the parents, guardians or sibling of the child, where the parent or the guardian is compelled to travel with the child since there</p>	Review		0.25			

Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	is no one to take good care of the child).						
F	This indicator seeks to find out the extent to which the MMDA has effectively integrated issues of child labour in its operations, including budgetary allocations.			1.00		0.05	
F1	<p>There is a district bye-law on child protection including child labour</p> <ul style="list-style-type: none"> • The Children’s Act imposes the protection of children in every MMDA in the hands of the MMDA. This indicator therefore seeks to find out if the Assembly has enacted bye-laws on child protection including child labour. These laws must be written and gazetted and as such, a copy should be produced as evidence. • The indicator further seeks to find out the extent to which the laws have been or are being implemented. The mere existence of the laws will not be sufficient to protect children in the MMDA. The provisions of the laws must be effectively enforced and perpetrators sanctioned. 	FGD & Review		0.25			
F2	<p>Function Social Service Sub-Committee</p> <p>A functional MMD social services sub-committee connotes that:</p> <ul style="list-style-type: none"> • The committee exists; • It meets regularly as mandated, including emergency meetings; • There is sufficient evidence to confirm that issues relating to children’s welfare and child labour are discussed at the meetings of the committee. • The committee has a work plan and a budget; • The work plan is being implemented. 	FGD & Review		0.25			

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
F3	Functional MMDA line agencies (Labour Dept., Department of Social Development, CHRAJ, NCCE, ISD, etc.)	<p>The line agencies are functional if:</p> <ul style="list-style-type: none"> • There is an active district officer; • There is effective collaboration among the agencies; • Each of the agencies has a work plan or they have a common work plan for which major component is on child protection and child labour; • They frequently visit the communities to sensitise them on child labour and child protection and address child labour and child protection issues. 	FDG & Review		0.25			
F4	MMDA-level annual plan on child labour, including a budget allocation and disbursement	<p>To effectively fight against child labour, the MMDAs should develop work plans on child protection including child labour with budget and effectively implement the plan. The indicator therefore seeks to find out:</p> <ul style="list-style-type: none"> • If the plan exists; • If there is adequate budget to implement the plan; • The extent to which the plan has been implemented. 	FDG & Review		0.25			
F5	MMDA-level plan on child labour effectively implemented	<p>The indicator seeks to ascertain the implementation status of the MMDA-level plan on child labour. It is expected that at least 70% of the activities on the plan should be implemented by the end of the year.</p>	FDG & Review					
G	Integrated Area-Based Approach (IABA) used	<p>It is undeniable that most interventions enter MMDs and communities through sectors or activities. However, since child labour perpetuates in all sectors and children prevented or withdrawn from one sector can migrate to other sectors, it is advocated that child labour prevention activities should cover all sectors and all activities in the community. This</p>	Review		1.0		0.05	

	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
		indicator therefore seeks to find out if IABA approach was adopted or it was limited to selected sectors or activities						
G1	Results from the analysis from the different strata within the sample indicate used of IABA	Using all the data collected from the assessment, parallel analysis shall be run for the various strata in the sample population and the results compared to establish evidence of IABA or otherwise.	Review		1.0			
H	Child Labour is Eliminated	The overarching goal of all child labour interventions is to ensure that the number of children involved in child labour is progressively reducing. This indicator seeks to ascertain whether the intervention(s) in the community has/have contributed to the reduction in the incidence of child labour.	Review				0.20	
H1	Evidence from calculation of the survey results	This indicator will be arrived at by comparing the child labour rate in the community as at the time the community register was developed and the time of the assessment. <ul style="list-style-type: none"> • In a situation where the baseline rate was more than 10%, it is expected that the rate at the point of assessment should be less than 10%. • However, where the baseline rate was less than 10%, the rate at the time of assessment should not be more than 5%. 	Review		0.60			
H2	Evidence from	Though indicator H1 will provide information on the	Review		0.20			

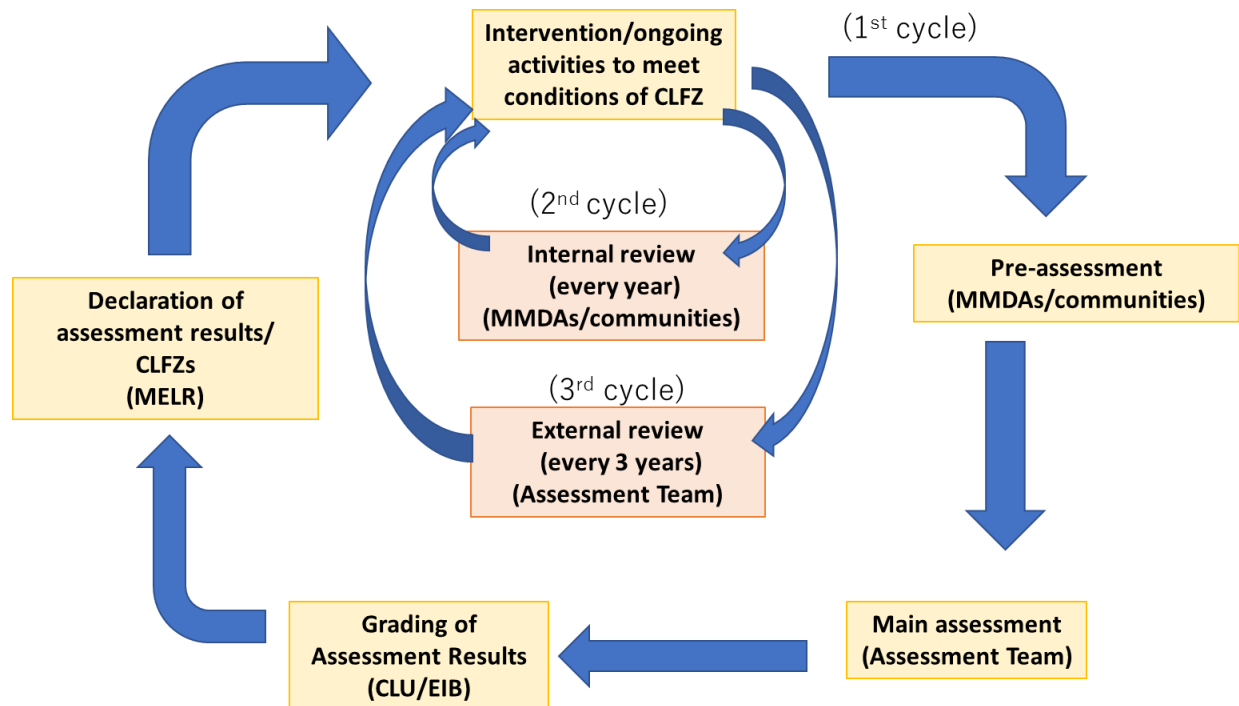


	Indicators	Interpretation	Data Source	Score (s)	Weight within category (W)	Weighted Score = (S x W)	Weight of category	Category Score
	observation	child labour rate, this indicator seeks to complement or confirm the data generated from the survey. Aside the responses to the structured data collection instruments, the evaluators will be observing children at workplaces and homes to find out the kinds of work they do if they tally with the responses.						
H3	Children 15-17 years legally employed work under safe and healthy environment	As indicated earlier, children 15-17 years are permitted to be legally employed but under condition of proper supervision and in appropriate protective clothing and working conditions. This indicator seeks to find out if these conditions are being applied.	Review		0.20			

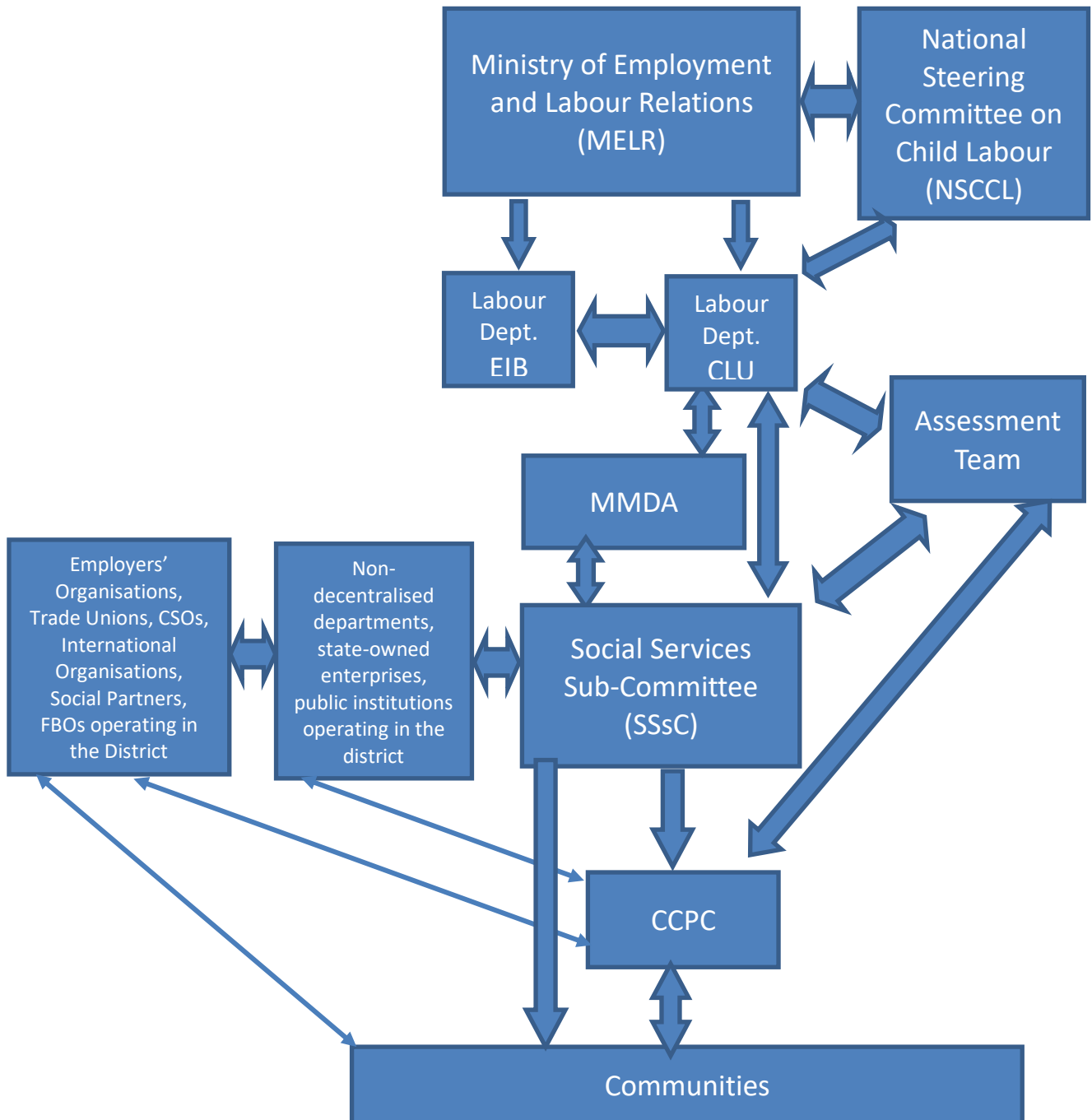
Appendix 3: Glossary

Item	Terminology	Definition
1.	Conditions	Legal and local policy situation prevailing before working “towards” CLFZ
2.	Intervention	The set of actions implemented towards establishing CLFZ
3.	Holistic	The scope of intervention (does it include the minimum number of components?)
4.	Well-integrated	The inter-linkages among interventions, extent of collaboration and coordination
5.	Consistent	The standard and frequency of intervention
6.	High-yielding	Outcome produced by the intervention
7.	Zone	A defined geographical MMDA
8.	Identification	Inclusion of child in the community register
9.	Prevention	Putting measures in place to avoid children from engaging in child labour
10	Referral	Recommending appropriate services to support vulnerable children
11	Remediation	Actions undertaken to stop further exploitation of children
12	Withdrawal	Removal of children from child labour conditions

Appendix 4: CLFZ Assessment Cycle



Appendix 5: Institutional Arrangements for Implementation of CLFZ



Appendix 6: Members of the Technical Working Group

NO.	NAME	INSTITUTION
1.	Andrews Addoquaye Tagoe, Chairman	General Agricultural Workers Union
2.	Elizabeth Akanbombire	Child Labour Unit
3.	Peter Antwi	Ministry of Employment and Labour Relations
4.	Mawuli Avutor	Commission on Human Rights and Administrative Justice
5.	Charlotte Hanson	Ministry of Employment and Labour Relations
6.	Kwame Mensah	International Labour Organization
7.	Barima Akwasi Amankwah	Ghana NGO Coalition on the Rights of the Child
8.	Evelyn Wiredu	Rapporteur
9.	Nana Antwi Boasiako Brempong	Child Research and Action for Development Agency Group
Secretariat		
10.	Esther Ofori Agyemang	Child Labour Unit
11.	Joshua Asamoah	Child Labour Unit
12.	Christian Anang	Child Labour Unit
Key Partners (Technical and Financial support)		
13.	Tomoko Shiroki	Action against Child Exploitation (ACE), Japan
14.	Akira Kondo	Action against Child Exploitation (ACE), Japan
15.	Keisuke Hanyuda	Deloitte, Japan
16.	Miwa Ono	Deloitte, Japan
17.	Asuna Okubo	Deloitte, Japan
18.	Maiko Shiozaki	Deloitte, Japan

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