



International
Labour
Organization

Report on assessment of coordination capacity in the Child Labour Unit, Labour Department Ghana

Consultancy report

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**International
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1. Background

This report summarises the in-depth discussion with the CLU staff and Labour Department Management on the CLU's current capacity for coordinating the implementation of the Ghana NPA on child labour. The discussion was held on 24 February 2012 in the Labour Department Offices in Accra. The discussion was guided by a tool, based on the McKinsey Capacity Assessment Grid for non-profit organisations, developed by the independent Consultant contracted by ILO/IPEC Ghana to carry out a capacity needs assessment with particular focus on the capacity for coordination of interventions against child labour in Ghana. This summary has been made available only to ILO/IPEC and the Labour Department. Summarised key findings are included in the overall capacity assessment report.

The interview with the CLU and Labour Department staff was carried out as part of the wider capacity assessment by Independent Consultant Birgitte Poulsen, Poulsen Consulting and the views expressed in this report are hers and do not necessarily reflect the views of IPEC or the Labour Department/CLU.

2. Main findings and recommendations

The findings and recommendations below are presented according to the capacity dimensions (selected from the general McKinsey tool) that were included in the interview. Overall, the review finds that the CLU needs to sharpen its organisational profile and that the MESW needs to allocate sufficient resources (HR, funds etc.) to CLU in order for it to execute its mandate. This would entail also addressing parallel structures within the ministry and ensure that division of labour and reporting lines between CLU and NPECLC are clear.

Overall capacity area	Issues to discuss	Findings/observations	Suggested action
Aspirations	The CLU's overall vision and goals and its place in the wider Labour Department and MESW	<p>The Labour Department has formulated a vision and mission for the Department as a whole. The document lists elimination of child labour as one of the functions of the Labour Department.</p> <p>The Labour Department staff participating in the discussion expressed a clear understanding of the CLU overall role and mandate but there is no written description of this to support institutional memory.</p> <p>The CLU is a permanent structure within the Department.</p> <p>The CLU has a TOR. The TOR, however, is purely operational and does not actually describe the Unit's overall mandate, purpose or goals. According to the staff interviewed, the TOR were formulated in 2000 when the CLU was established. They have thus not been revised to reflect the adoption of the NPA.</p> <p>The TORs do not, in fact, specify the mandate to coordinate action on child labour nationally accorded to the CLU in the NPA.</p>	<p>Review and revise the CLU TOR to clearly include description of CLU mandate, purpose and goals. The review can be carried out by relevant Labour department staff based on the provisions in the NPA as an internal exercise. It is recommended though that MESW staff may also be included in the review as a means to develop increased understanding of the CLU's role within the MESW HQ.</p> <p>As the review is primarily an internal exercise, it can be undertaken immediately.</p> <p>ILO/IPEC can be requested to source CLU TORs from other countries for reference if required. This is by no means a necessity though, as the Labour Department Management has a very clear picture of the CLU's role and purpose.</p>
Strategy and Funding	CLU strategy and targets. Funding base	<p>The CLU does not have a strategic plan. The unit does produce yearly work plans, but according to the CLU staff, these are activity based and do not set targets, relate to the objectives in the NPA etc.</p> <p>Moreover, the absence of a strategic plan means the CLU has no explicit strategy for resource mobilisation.</p> <p>Currently, the resource base is weak with limited released coming through MESW to the CLU. Though the unit counts two permanent staff, the resources available for activities are extremely limited and the CLU relies on outside support to carry out its core functions, such as organising NSCCL</p>	<p>Give priority to developing a clear and coherent overall strategic plan for the CLU, detailing how the CLU will carry its mandate as specified in the NPA. It is recommended also, that the strategic plan should include strategies for resource mobilisation for the CLU.</p> <p>Moreover, it is recommended that ILO/IPEC supports the development of the plan, for example through facilitating strategic planning sessions with the CLU if required.</p> <p>The strategic plan could be used to mobilise additional, and much need resources, especially from the government budget mainstream.</p>

Overall capacity area	Issues to discuss	Findings/observations	Suggested action
		meetings. In terms of overall strategic framework, the NPA provides a solid framework, but this needs to be translated into a clear and coherent organisational strategic plan for the CLU and/or the Labour Department. This could include, <i>inter alia</i> , information on resource mobilisation strategies, communication and coordination with/of the NSCCL and the wider partner alliance on child labour, integration of child labour within the Labour Department mainstream functions and within the MESW policy functions	
Organisational Skills	CLU performance monitoring	The CLU produces an annual report. However, like the CLU workplan it is activity based and not related to targets and results. Hence, it is an inadequate tool for the monitoring of CLU's performance.	Revise the format for work plans and annual reports to include targets and measurement of the CLUs performance against those targets
	Planning	Currently, the CLU produces its annual work plan, but as described elsewhere the work plan is activity based and does not include targets or expected results. The staff indicated that they are not sufficiently familiar with principles of results based management to apply them in their day to day work.	It is recommended that the CLU capacity for results based planning and programme management could be strengthened as an issue of priority. This can be done either by appointing additional staff, with the appropriate skills set, to the Unit, by providing the unit with in-house advisory services (if available) or through training staff or a combination of the three.
	Human resources	The CLU currently has two staff members who are unable to cope with the work load of the unit. Moreover, the staff members lack knowledge and expertise on a number of critical issues, including IT use (this is particularly important in the light of the GCLMS), results based project management (as described above). The CLU does not work in isolation, but is an integral part of the Labour Department. This is particularly so at district level, where the Department, including the CLU; depends on the District Labour Officers and Labour Inspectors to mainstream child labour into district activities, support identification and referral of children and, not least, act as secretariat to the DCPCs. Hence, human resource capacity at district level is essential to the effective coordination of the NPA implementation. In addition to the skills available, the organisational culture has major impact on the effectiveness of the national and district coordination. There is a tendency towards "waiting for the money", i.e. to hold back the implementation of activities until central	It is strongly recommended that the Labour Department is supported to undergo an intensive capacity assessment exercise, followed by a change management and capacity development process as defined through the in-depth capacity assessment. Such an assessment could build upon this exercise and upon the training workshop for Labour Inspectors held with IPEC support from the 19-23 February 2012.

Overall capacity area	Issues to discuss	Findings/observations	Suggested action
		government releases funds and provides direction for action. A more proactive culture, where actively defining interventions and looking for resources (including through pooling with other partners) would greatly enhance effective coordination as well as actual implementation of the NPA.	
Partnerships and External Relations	Organisational resources, skills and position vis-à-vis external partners	Generally, the CLU is recognised by partners as the national coordination hub for child labour. However, structures within the MESW itself are unclear and in fact it appears as if the CLU and the NPECLC Secretariat are indeed parallel structures.	<p>It is recommended that the organisational structures within the MESW are clarified urgently and that it is made clear that the CLU is indeed the national coordination main hub as well as the secretariat to the NSCCL.</p> <p>This may require bringing on board other partners, such as the workers' and employers' organisations to raise awareness and advocate to national coordination through the CLU on the part of all actors in Ghana.</p> <p>It will also require resourcing of the CLU along the lines described above to ensure that the CLU is in fact capable of taking on its role.</p>
Sum-up	What are the CLU staff's own key priority areas?	<p>The Labour Department staff, including CLU staff, stressed the need for uniformity in reporting and clear divisions of responsibilities within the MESW.</p> <p>Moreover, the staff stressed the need for capacity development for staff in the Labour Department at national and district level.</p>	<p>Based on this, it is recommended that the CLU and the Labour Department starts by immediately revising the planning and reporting formats of the CLU as well as the TORs of the Unit to make them more effective and up-to-date.</p> <p>It is further recommended very strongly that the Labour Department and the ILO (IPEC and other relevant ILO entities in Ghana and elsewhere) work towards undertaking an in-depth assessment of the Labour Department capacity, followed by development of a training plan, strategic plans and resource mobilisation plans for key units (including the CLU). It is essentially that this process is carried out in such a way that the organisational culture is also reviewed and addressed. Moreover, the exercise must include both the national and district levels to be meaningful.</p> <p>Finally, it is recommended that immediate attention is paid to clarifying structures, roles and responsibilities between the CLU and NPECLC. It is recommended to seek ILO advise in the process through the national ILO/IPEC office in Accra. It is also recommended to bring on board social partners and other key stakeholders where appropriate. This can happen, at least in part, through the NSCCL</p>