Working out of poverty in Ghana

A case study of the Ghana Decent Work Pilot Programme

2 May 2005
Acronyms

COOP   Cooperative Branch
DANIDA  Danish International Development Agency
DFID   United Kingdom Department for International Development
DWPP  Decent Work Pilot Programme
EMP/INVEST Employment-Intensive Investment Branch
GDWPP  Ghana Decent Work Pilot Programme
GEA(a)  Ghana Employers’ Association
GEA(b)  Global Employment Agenda
GoG   Government of Ghana
GLSS4  The fourth Ghana Living Standards Survey
GPRS  Ghana Poverty Reduction Strategy
GWooP  Ghana Working out of Poverty project
HQ  Headquarters ILO
IFP/SEED InFocus Programme on Boosting Employment through Small Enterprise Development
IFP/SKILLS InFocus Programme on Skills Development and Employability
ILGS  Institute of Local Government Studies
ILO  International Labour Office
IMF  International Monetary Fund
LESD  Local Economic and Social Development
MMYE  Ministry of Manpower, Youth and Employment
MSEs  Micro and Small Enterprises
NDPC  National Development Planning Commission
NPG  National Policy Group
NPP(a)  National Patriotic Party
NPP(b)  Netherlands Partnership Programme
SBA  Small Business Association
SECTOR  Sectoral Activities Department
SPGE  District Assembly Sub-Committee on Productive and Gainful Employment
STEP  Skills Training and Employability Programme
TC  Technical Cooperation
TUC  Trade Union Congress
UNDP  United Nations Development Programme
Introduction

This case study analyses the experiences to date of the Ghana Decent Work Pilot Programme (2003-2004) which focuses on the theme of working out of poverty. The study was commissioned by the National Policy Group in the Policy Integration Department with the view of developing background material for training of ILO staff and constituents as part of the Capacity Building Project in Poverty Reduction.

The Decent Work Pilot Programme (DWPP) in general is conceived as an ILO contribution to national development plans in the eight participating countries. In Ghana the overarching policy framework is the Ghana Poverty Reduction Strategy (GPRS). Consequently, the support of the Ghana DWPP is concentrated on i) the revision of the GPRS and ii) piloting implementation of approaches to poverty reduction.

The guiding questions for this case study are therefore: How does the Decent Work concept apply in the context of poverty reduction in Ghana? And, how can ILO constituents be supported to contribute to poverty reduction policies? The current analysis also discusses challenges that follow from the integrated approach and the subsequent need for coherent programming and coordination. It explains in particular how technical and financial resources have been mobilized to support a poverty-focused national ILO Programme. Finally, the case study attempts to answer the question whether the GDWPP approach has worked and what its impact has been so far.

A word of caution is, however, in order. The Ghana DWPP is still young and has set in motion a process, for which evidence of ultimate impact is not yet available. The analysis of this process and the progress so far underlay the preliminary findings of the study. The author made use of official and unpublished ILO documentation (see Annex II) and spoke with a number of key ILO staff members in headquarters and the field (Annex III). The author is grateful for their valuable contributions, which have been essential in the development of this case study.

The structure of the study is as follows. Section 1 sets out the contextual issues in Ghana that were the main considerations in the design of the Ghana DWPP. Section 2 explains the view of ILO constituents on the (missing) employment dimension of the GPRS. The third section describes the strategy and implementation approach of the Ghana DWPP. Section 4 summarizes the main activities carried out by and in relation to the Programme. On the basis of the Programme’s achievements so far, section 5 draws preliminary lessons in terms of the application of the Decent Work concept, tripartite constituent engagement, mobilization of resources and impact. The final section 6 highlights the main conclusions of the study.

1 For further information on the DWPP see: http://www.ilo.org/public/english/bureau/integration/
1. Poverty and Decent Work in Ghana

**Poverty:** Ghana faces widespread poverty characterized by a low quality and quantity of employment opportunities. It ranks 131 out of 177 countries listed in the 2004 Human Development Index. Per capital income is about US$ 380 (compared to US$ 450 in 1975). The workforce is growing by about 230,000 annually. Given the lack of opportunities for employment and income generation, almost 40% of the population was living below the poverty line in 1998/99, according to the latest available Ghana Living Standards Survey (GLSS4). Women are disproportionately affected, with the incidence of poverty higher amongst women than men across virtually every sector of the economy. This is particularly evident in the two ‘hotspots’ of poverty in Ghana: agriculture and the informal economy. After farming, non-farm self-employment in micro- and small enterprises has the highest prevalence of poverty. About 29% of all persons whose livelihood depends on it live below the poverty line.

**A growing informal economy:** The GLSS4 revealed that, of the labour force aged 15 to 64 years, 52 percent were self-employed in agriculture, 34.3 percent worked in the informal economy, and only 13.7 percent worked in formal public or private employment. The number of households whose main source of income is in the informal economy is growing fast, particularly in non-farm self-employment.

Job quality is low in the micro- and small enterprises that are predominantly operating in the informal economy. In addition to often being below the poverty line, remuneration is irregular, working hours are long, and few benefit from leave provisions. There is considerable gender-based discrimination and child labour is on the increase. Most workers and employers work under unsafe and unhealthy conditions, with probably grave consequences for their productive life span and life expectation in general. The great majority of workers and employers are covered by neither health insurance nor by pension schemes. However, this may change in the near future as mutual health schemes at district level are being introduced across Ghana. Few workers are organized and therefore do not to have a collective voice. Employers are much better organized although many business associations do not meet their members’ expectations. Interestingly, small business associations (SBAs) that are affiliated to national federations are mostly members of the Trade Union Congress (TUC).

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Apart from having a direct adverse impact on people’s well-being, these conditions have a negative impact on the productivity and competitiveness of the informal economy, and therefore eventually on incomes. Workers and employers are caught in a vicious cycle of low job quality leading to low productivity, leading to lower profits, greater poverty, and again to lower job quality. Decent Work deficits do matter to workers and employers in micro and small enterprises, but few consider the longer-term effects or are aware of the link to productivity.\footnote{Up cit. 2}

2. The Ghana Poverty Reduction Strategy

The Ghana Poverty Reduction Strategy (GPRS) for the period 2003-2005 is the framework for development programming, policies and resource allocations promoting economic growth, poverty reduction, and human development. The Strategy is structured around five pillars: (i) macroeconomic stability, (ii) productive and gainful employment, (iii) human resource development and basic services, (iv) programmes for the vulnerable and excluded and (v) governance. The GPRS was adopted in 2002 after a lengthy consultation process, including civil society organizations such as the TUC.

Decent Work and the GPRS: In spite of its relevance in addressing the major development problems in Ghana, a number of studies\footnote{For example, the IMF annual progress report of March 2004, and the study: An employment framework for poverty reduction in Ghana. See also, ILO Working out of Poverty Ghana, p.5-6.} reveal shortcomings in the current version of the GPRS. Notwithstanding the inclusion of an employment chapter, the GPRS lacks focus on employment targets. It treats employment rather in a sectoral way, i.e. as by-product of economic growth mainly in agriculture and industry. Employment is not consistently seen as a means to improve access to income and lower poverty rates (the \textit{raison d'être} of the GPRS).\footnote{Up cit.2, p.5.} Consequently, the growth and employment potential of the informal economy are not considered and particular constraints for operators in this sector are not addressed.

Decentralization: The GPRS is supposed to be planned and implemented in a decentralized manner. In principle, the decentralized planning system offers important possibilities to especially district governments to pursue coherent and demand driven development. In practice, however, local government has little capacity and means to respond to these new responsibilities.\footnote{Ghana is organized in 10 regions and 138 districts. The district governments consist of a District Assembly supported by officials of line ministries and civil service staff. Districts depend heavily on the transfer of national resources and can only generate income to a limited extent. Districts operate relatively autonomous from the regional government that mainly oversees the coherence and distribution of public investment in the regions.} Enabling measures for the implementation of the GPRS are missing at other levels at well.
For example, the insufficient coordination between ministries and agencies hampers effective implementation.

The revision of the GPRS for the period 2006-2008 started in late 2004. It is expected that under its second term, the government will pursue its focus on private sector-led growth and remain committed to its decent employment angle.9

3. The Ghana Decent Work Pilot Programme

3.1 Participatory design

In 2001, the ILO found a receptive environment for the Decent Work agenda in Ghana. The new government of the National Patriotic Party (NPP(a)) had initiated a national debate on poverty reduction, the formulation of the GPRS was underway and both the government and the social partners showed interest to engage on various Decent Work aspects such as combating child labour, revamping the social insurance scheme and promoting productivity. The national policy focus lay on private sector led economic growth to fight poverty. This entry point opened a round of extensive and broad based consultations with the tripartite constituents and other key stakeholders in 2002.10

3.2 A two-pronged and flexible strategy

The participatory planning process resulted in a Pilot Programme with two complementary components: A national component aimed at assisting the constituents to influence the national policy framework for poverty reduction, in particular the GPRS, and a local component to develop and test an integrated approach to poverty reduction in the informal economy.

At national level, the objective is to reinforce capacities of the Ministry of Manpower, Youth and Employment (MMYE), the Ghana Employers Association (GEA(a)), the TUC and other key policy makers in becoming pro-active agents in integrating decent work aspects in the GPRS and other policy documents and laws. The national partners have identified five areas for policy development11.

- More and better jobs in micro-and small enterprises: a strategy to address the problems of the informal economy
- Skills development for gainful employment

9 The National Patriotic Party led by President Kufour won a reelection in December 2004.
10 Two multi-stakeholder planning workshops were part of this consultation process in October 2002. The first workshop on “Poverty Eradication and Decent Work: the Ghana Poverty Reduction strategy” took place in Accra. The second workshop was held in Elmina and discussed “Developing an integrated approach to the informal economy and poverty eradication.”
Maximizing the employment benefits of infrastructure development
Integration of persons with disabilities into society
Increasing productivity and fair distribution through a wages and incomes policy

At local level, the aim is to build capacities of the key stakeholders in the local economy to design and implement a Local Economic and Social Development (LESD) strategy. It is expected that involving representatives of the district government, the private sector and civil society in a dialogue forum, enables groups that are usually excluded from decision-making processes to be heard. In this way, local actors would jointly prioritize economic growth sectors and formulate consensus-based interventions for income generation and quality employment in these sectors. This would favour local ownership of the development process and contribute to an integrated and coordinated approach towards poverty reduction in the local (informal) economy.

Pilot districts: For the development and testing of tools and policy proposals at the local level, the Programme needed to select a pilot area. Given the GPRS planning and implementation responsibilities of district assemblies, the district level seemed most appropriate. In order to identify two pilot districts, the ten districts in the Central region were screened by the Institute of Local Government Studies (ILGS) against selection criteria including: (implicit) decent work awareness and deficits, rural-urban linkages, level of organization by informal economy operators and the presence of other development initiatives and organizations and their interest in participating. The Ghana DWPP partners finally selected two pilot districts:

- Awutu-Efutu-Senya (capital Winneba), a coastal and predominantly urban district with a large and diverse informal economy
- Ajumako-Enyam-Essiam (capital Ajumako), which is land-locked and mostly rural with an informal economy focusing on agro-processing and services

3.3 Linking national and local interventions

The national partners regularly discuss linkages between the two components to ensure that policy recommendations are relevant and feasible. The insights obtained through the policy analysis at national level can be applied at the local level. And the experiences in testing policies and tools locally feed back into the policy formulation and facilitates advocacy on local priorities. For example in Winneba the Sub-Committee on Productive and Gainful Employment (SPGE, see section 4.2) had discussed skills needs and opportunities in the district with the local center of the National Vocational Training Institute. This had revealed a

12 The Ghana DWPP suggested the Central Region because it is the fifth poorest region in Ghana and has a diverse and dynamic rural and urban-based informal economy.
13 Up cit. 10, p.10
major mismatch between demand and supply. The SPGE contacted the national coordinator of the NVTI and a plan has been drawn up to expand training in high demand areas like plumbing and to modernize other areas like car maintenance.

3.4 Relationship between DWPP and other ILO initiatives in Ghana

Thanks to its political stability and economic potential, Ghana has attracted many donor investments and international aid. The receptive environment explains to some extent the Ghanaian participation in the DWPP and the relatively big number of other ILO activities in the country. Recent and current ILO technical cooperation (TC) initiatives in Ghana include:

- Support to tri-partite formulation of the new Labour Law (2002-2003)\textsuperscript{14}
- Global Social Trust Fund (2001-2003), which provided policy advice on the feasibility of community-based mutual health insurance schemes and the new Act on Mutual Health Insurance Scheme.\textsuperscript{15}
- Promoting the ILO Global Employment Agenda – preparing the Ghana Presidential Employment Summit (April 2005)\textsuperscript{16}
- Combating Child Labour\textsuperscript{17}
- Action Programme against Forced Labour and Human Trafficking in West Africa (April 2004 – April 2006)\textsuperscript{18}
- International HIV/AIDS workplace Education Programme (2002-2006)\textsuperscript{19}
- Monitor gender mainstreaming in project implementation (February 2005)\textsuperscript{20}

These initiatives are not part of the GDWPP. However, the status of Decent Work Pilot Country has undoubtedly lead to converging investments and consequently to a greater Decent Work awareness and visibility of the ILO in the country. The GDWPP did not achieve to establish synergies with all projects. Diverging programming cycles, different donor policies, various geographical priorities and project management styles, have made that a few ILO projects remain rather autonomous interventions.

\textsuperscript{14} InFocus Programme on Social Dialogue, \newline \url{http://www.ilo.org/public/english/dialogue/ifpdial/index.htm}
\textsuperscript{15} Financial, Actuarial and Statistical Service Branch – Social Protection Sector \newline \url{http://www.ilo.org/public/english/protection/socfas/index.htm}
\textsuperscript{16} Employment Strategy, \url{http://www.ilo.org/public/english/employment/strat/index.htm}
\textsuperscript{17} InFocus Programme on Child Labour (IPEC), \newline \url{http://www.ilo.org/public/english/standards/izep/index.htm}
\textsuperscript{18} InFocus Programme on Promoting the Declaration, \newline \url{http://www.ilo.org/dyn/declaris/DECLARATIONWEB.INDEXPAGE?var_language=EN}
\textsuperscript{19} ILO/AIDS, \url{http://www.ilo.org/public/english/protection/trav/aids/index.htm}
\textsuperscript{20} Bureau for Gender Equality, \newline \url{http://www.ilo.org/public/english/bureau/gender/newsite2002/about/index.htm}
The responsibility for the GDWPP lies with the Area Office director. The National Policy Group (NPG) assists with coordination in Geneva and liaises with other ILO units in order to:

- Use prior experience and knowledge generated through Technical Cooperation (TC) activities in Ghana, such as the social marketing campaigns on job quality, work with SBAs and on employment in the informal economy by IFP/SEED; the rural road construction programme of EMP/INVEST and work on disability by IFP/SKILLS.
- Pool technical and financial resources according to constituents’ priorities with interested units; keep lines open to other ILO units active in Ghana and look for opportunities to cooperate. For example, SECTOR has recently selected Ghana as one of the pilot countries for the construction industry action programme (2004-2005).
- Mobilize additional funding; the approval of the GWooP is a result of joint project formulation with NPG, IFP/SEED and COOP.

The GDWPP experience demonstrates that the strong link between the Area office and the NPG in HQ has enabled a success pooling of human, technical and financial resources.

4. Progress of the Ghana DWPP

The Ghana DWPP started implementing early 2003. A Steering Committee composed of the constituents, other key stakeholders and ILO staff oversees the Programme strategy and progress. Towards the end of 2003, the Programme appointed a national coordinator. Since March 2004 the GDWPP has received support from the ILO Ghana Working out of Poverty project (GWooP), with funds of the Netherlands Partnership Programme (NPP)\(^2\). Subsequently, the in-country management team has been strengthened. Until end 2004, progress has been made in the three fields of intervention: (1) capacity building, (2) development and testing of approaches and policy tools and (3) policy formulation and advocacy.

4.1 Capacity building

At the national level, the Programme linked capacity building and policy formulation in the five priority areas: it assisted the GEA\(^(a)\) and the TUC to commission studies on income and wages and productivity. ILO advisory missions, technical training activities and exchanges between TUC and GEA accompanied these studies. The dialogue between GEA and TUC about the findings of their studies has led to a shared interest in productivity improvements.

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\(^{2}\) The Netherlands Partnership Programme (March 2004 – March 2006) finances various projects in the field of employment creation, skills development and gender equality. It includes also a HQ based knowledge sharing facility that enables exchanges between these projects through meetings, a virtual forum and adaptation of approaches and tools.
and a more constructive negotiation about the minimum wage. The TUC has since been working on the concept of a “living wage” for Ghana with the national academic institute that carried out the income and wages study with them.

Within the scope of the capacity building objectives, the Programme responds to specific requests for assistance of constituents and other stakeholders. For example, when the MMYE required training in strategic planning, the Programme facilitated a training workshop where participants designed a logical framework for the Skills Training and Employability Programme (STEP). As one of the areas for improvement, the logical framework pointed to the need for a monitoring and evaluation system for STEP. The Programme responded to a request by the Ministry and helped design and install an electronic database. Assistance culminated in support to a joint assessment of the STEP programme and the design of an improved and expanded follow-up programme to be included in the GPRS 2006-2009.

In addition to the assistance for the STEP programme, the MMYE benefited from capacity building and support in formulating a strategy for the socio-economic integration of persons living with disability and in drawing up a policy on public procurement and infrastructure development jointly with the Ministry of Roads and Transport. A policy brief on the latter is currently circulating among relevant ministries before submission for consideration by the cabinet of ministers. The disability strategy is being used by the Department of Social Welfare to replace the social assistance approach by inclusive policies in the revision of the GPRS.

These examples reflect the Programme’s open and flexible strategy that augments:

- “hands-on” activities that are directly linked to the current poverty reduction agenda of the constituents;
- the production of usable outputs, such as a database for monitoring and evaluation of STEP and a policy brief on public procurement and infrastructure development;
- efforts to mainstream capacity building tools and approaches, supporting national providers in undertaking capacity building in the various policy items.

4.2 Development and testing of approaches and policy tools

**District Committees on Productive and Gainful Employment (SPGE):** In line with the Programme strategy (see Section 3) and in response to the concern of voicing the interests of informal economy operators, the GDWPP proposed to establish a LESD forum composed by representatives of the public and private sectors as well as of the civil society. Through consultations with the District Chief Executives and other stakeholders in the two districts, it was agreed that the dialogue between these local public and private institutions and organizations
would take place through a District Assembly Sub-Committee on Productive and Gainful Employment (SPGE). This is one of the optional sub-committees that can be set up within the framework of the decentralized planning system of the GPRS.

The mission of the SPGE is to ensure a broad based dialogue on a locally owned, integrated and comprehensive strategy towards the creation of decent work in the informal economy. The SPGE objectives are to:

- Formulate a consensus based LESD strategy that responds in an integrated way to the jointly identified decent work deficits in the district's informal economy. Propose concrete interventions within the framework of the strategy, including a District Action Plan for Productive and Gainful Employment that forms part of the overall development plan for the district.

- Ensure coordination between the stakeholders in local development in the district well as the creation of strategic partnerships between the public and private sector, contributing to a more efficient use of the scarce resources at the local level.

- Enhance the transparency of resource allocations and increase the accountability of local government structures.

- Establish linkages with national and international levels as the interventions at the local level should not be understood as isolated initiatives but fit into national policies and strategies. Economic and commercial linkages with other districts as well as with areas outside the country should be pursued or reinforced there where possible. Linkages with national and international levels will also be realized through the attraction and / or re-allocation of public and private investment.

The SPGEs count 15 members, including district electives, technocrats, small business association leaders and other service providers. The pilot districts are pioneering this approach as little use is made of the provision in the law on local governance to establish public-private consultation and coordination mechanisms in other parts of the countries.

The SPGEs were set up, officially recognized, acquired offices and have been financially supported by the District Assemblies. Through the Programme they have been trained in generic skills such as strategic planning, resource mobilization and advocacy. They also received training in more specific topics, such as making local procurement procedures accessible to small construction contractors. The SPGEs are linked to the ILGS and other service providers who assist in their functioning and operations.
**Small Business Associations (SBA):** With the assistance of the social partners, ILO training material for the strengthening of SBAs has been adapted to the Ghanaian context and tested with SBAs and other local actors in the districts.

**SPGEs in action:** The SPGEs have carried out a base-line survey of micro and small enterprises in their respective districts, formulated Action Plans for the promotion of gainful and productive employment in specific economic sectors, such as agro-processing, textile and garment, woodcarving and fish processing. Feasibility studies are carried out to assess the volume of investment needed to improve and extent the activities in the micro and small enterprises in these sectors. Linkages with district training providers and STEP are foreseen to develop training, which is adapted to the demand of the local labour market. The SPGE in Ajumako has already allocated funds for the implementation of the Plan. The district funds will be complemented by finance from the Programme and other sources.

4.3 Policy formulation and advocacy

With the support of the Programme, ILO constituents engage in the cross-sectoral policy group for the GPRS revision that examines how employment targets can be formulated for the five pillars in the GPRS. The GDWPP contribution to the Employment chapter focuses on: a new design of STEP, development of employment indicators, public works, productivity and a strategy for the informal economy. The chapter on vulnerable groups benefits from the Programme’s work on disability.

5. Lessons learnt

At this stage of the Ghana DWPP, it is difficult to speak with certainty of lasting impacts and to attribute observed changes to the Programme. Nevertheless, preliminary lessons can be drawn from the rich experience of the Programme so far. The issues raised are meant as inputs to the discussion on the probable benefits and areas for improvement of the Programme and do not present definite conclusions.

5.1 Decent Work and poverty reduction in Ghana

**Poverty relevance.** The Decent Work concept is applied to one of the most pressing poverty concerns in Ghana: the rapidly growing informal economy, where job quality and productivity are low, little income is generated and the great majority of operators -especially women- live below the poverty line. The poverty relevance of the Programme is increased through its setting in the GPRS as the most relevant policy framework. Decent Work is thus mainstreamed at national policy level whilst the concept is operationalized in national programmes and district strategies for reducing poverty in the local informal economy. In this
way, the GDWPP supports the decentralization process aimed at locally owned development interventions that correspond to local needs and interests. The Programme’s open and flexible approach, enabling the national and local partners to steer the Programme activities according to their current needs and opportunities, further increases its poverty relevance.

**Integration.** The GDWPP integrates the various Decent Work elements throughout its national and local level activities:\(^2\):

- *International labour standards and norms*, are mainstreamed in policy formulation (GPRS) and for example by emphasizing gender dimensions and occupational safety and health in training of SBAs.
- *Employment* and income generation are mainstreamed through the GPRS and constitute the main objective of the District Action Plans and project proposals that are being developed by the SPGEs. Skills development is an integral part of the support to the pilot districts as well as at national level through STEP.
- So far, *social protection* has not been specifically addressed by the GDWPP. However, SBAs have expressed interest in providing health support services to their members and will be trained on this.
- The Programme supports (extended) *social dialogue* at national level through the involvement of the tripartite constituents and other key stakeholders in dialogue on policies, laws and programmes. The cross-sectoral policy group for the GPRS revision is one example. At the local level, social dialogue is promoted through the SPGEs where workers, employers, government officials and others are represented. In particular the voice and representation of informal economy operators is strengthened in the districts.

### 5.2 Involvement of the tripartite constituents

**Participatory planning and implementation.** The national ILO constituents and their partners have driven the design of the Programme. They are also key in monitoring and directing progress through the Steering Committee.

**Ownership.** The Programme focus on capacity building seems to bear fruit today. The constituents are better prepared to their involvement in the GPRS revision. Lead by the Deputy Minister of Manpower, ILO constituents have argued vigorously and successfully for i) employment to become a central goal of the GPRS; ii) the mainstreaming of this goal in other components and iii) the inclusion of specific measures and programmes on the informal economy, vocational training, productivity, incomes and the inclusion of the disabled.

\(^2\) The ILO TC programmes and projects that are not part of the GDWPP (see Section 4.1) contribute even further to a wide application of the Decent Work agenda in Ghana.
Risk of overload. The Ghana DWPP has undoubtedly influenced other ILO units in establishing closer working relations with the constituents and other Programme partners such as ILGS. Yet the resources and absorptive capacity of the national partners are limited and there exists a risk of dispersal of effort.

5.3 Coherent programming and coordination

Converging resources. From the start, the Programme has been successful in converging investment and activities at national and local level. The Programme is leveraging national resources, including STEP and a labour-based roads programme. In addition, it managed to pool technical resources and mobilize all of the start-up funding from about a dozen ILO units. The inter-regional project on job quality in MSEs was able to shift additional resources to its activities in Ghana. While initially indispensable and very successful the precarious ad-hoc resource sharing arrangement would have been impossible to sustain over time. The funding of the NPP\(^{(b)}\) enabled the continuation of the GDWPP according to its original design.

Despite the Programme’s success in mobilizing technical and financial resources, at some stages the unpredictability of resources strained the aim of taking demand seriously. The Programme logic (in contrast with a project approach) requires a medium to long term planning horizon and should therefore be backed up with secured funding. In this regard the approval of the NPP\(^{(b)}\) funds in 2004 saved the Programme’s continuity.

Underutilized synergies. A few opportunities for synergies with other ongoing ILO TC activities in Ghana have not yet been seized. For example, the pilot districts could benefit from an awareness raising campaign on child labour or the training programmes for SBAs could be enriched with expertise on HIV/AIDS in the workplace. Now that all ILO projects have been located in the same office premises, this issue can be addressed more easily. Also, regular meetings bringing together all project staff and partners are planned. Furthermore, influencing resource allocation for employment targeted poverty reduction, requires strategic alliances and cooperation with the major multi- and bilateral donors driving the GPRS process (IMF, WorldBank, UNDP, DANIDA, DFID, …). A mutual very beneficial example has been the cooperation with UNDP to review the GPRS with respect to employment. The report “An Employment Framework for Poverty reduction in Ghana” has been well received and helped to generate consensus around the role of employment for poverty reduction and ways this should be reflected in the GPRS. Only recently, the Programme has begun to explore other opportunities.

5.4 Impact

Policy changes. Influencing the policy framework is a process that needs to be directed at the level of text revisions as well as in dissemination and
implementation. The articulation between the national and local Programme components allows for this “two front dynamic”. The informal economy, originally identified as a priority only by the ILO constituents and the DWPP, has now been singled out in the state-of-the-nation address of the President and is high on the policy agenda. The acceptance of employment as a central goal and crosscutting task for the revised GPRS, the inclusion of the proposals of the ILO constituents and the envisaged creation of the cross-sectoral policy group responsible for mainstreaming employment in the GPRS, are promising achievements. The Ministry of Private Sector Development intends to work with the MMYE to extend the Private Sector Development Strategy to cover the informal economy as well, drawing on the experience and the policy tools tested by the DWPP. Moreover, the National Development Planning Commission (NDPC), in charge of the GPRS revision, has expressed interest in the SPGEs as a means of strengthening local planning and implementation capacity. However, timing is problematic in this case, as the Programme cannot yet demonstrate its impact on poverty reduction in the districts.

**Multiplier effects and mainstreaming.** The involvement of national constituents and partners in tools development and testing in the districts has raised their interest in using the tools in their own activities. For example, the TUC wishes to use the SBA training package in their work with organized informal economy workers through their seventy national unions. ILGS requested ILO assistance in reviewing their curriculum on Local Economic Development, integrating Decent Work and Informal Economy issues and the SPGE experience. Still, both institutions would need to mobilize resources for the actual training activities.

**Knowledge sharing and replication.** Through the NPP(b), the GDWPP benefits from a HQ based knowledge sharing facility potentially amplify the learning and dissemination of the pilot experience. There exists an interest in further learning from and eventually replicating the pilot experience in other districts in Ghana as well as in other countries. For example, the ILO office in Abuja intends to design a Decent Work Country Programme in Sierra Leone modeled on Ghana.

The analysis of the barriers to decent work in the informal economy in Ghana and ways to overcome them has been an important contribution to the formulation of a generic ILO model of change for the informal economy.23

The Ghana DWPP was featured at the March 2005 session of ILO Governing Body as an example of a poverty relevant ILO country programme, implementing relevant elements of the Global Employment Agenda and exemplifying follow-up to the declaration and plan of action of the African Union Summit in September 2004.

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23 See for the report on the workshop on the follow-up to the ILC conclusions on Decent Work and the informal economy (Turin, 10-12 February 2003): [http://training.itcilo.it/decentwork/IEws2003/proceedings.htm#f](http://training.itcilo.it/decentwork/IEws2003/proceedings.htm#f)
6. Conclusions

Summing up the experience of the GDWPP four points emerge, differentiating the GDWPP:

- **Relevance – decent work and poverty:** The GDWPP demonstrates well the applicability of the Decent Work concept in the context of poverty reduction. The open and flexible strategy coupled with the strong participation of constituents and other partners has made the Programme responsive to constituents’ priorities in various policy areas related to poverty reduction.

- **Integration:** The various Decent Work elements are strongly integrated throughout the Programme’s national and local level activities. Especially the LESD approach has created a framework for linking effectively ILO expertise in different areas and facilitates the integrated approach to Decent Work at the local level.

- **Resource mobilization:** Predictable resource levels are crucial for a Programme that hopes to build capacity and bring about policy change. At various fronts, the Programme has managed to mobilize technical and financial resources to support a poverty focused national ILO Programme: it is leveraging national resources, pooling resources from various ILO units and has contributed to accessing new funds through the GWooP / NPP(b).

- **Effectiveness:** More and more indications suggest that the GDWPP approach works. Mainstreaming employment targets and coordinating relevant programmes into the GPRS as well as addressing the concerns of the informal economy, have become priorities of key policy makers. The constituents seem to have benefited from the various capacity building interventions and are well prepared for this important exercise. The Programme has produced multiplier effects by mainstreaming capacity building tools and approaches, supporting national providers in undertaking capacity building in the various policy items. Finally, the SPGEs as local implementation mechanisms of the GPRS evoke the interest of the NDPC, eventually offering opportunities for replication in other districts.
Annex I  Terms of Reference: framework of analysis

The following should be used as guiding questions in the development of case studies for each of the DWPP in Ghana, Philippines and Morocco. The case study should be guided by a thematic question, suggested as follows:

How are the various elements of the Decent Work Country Programme influencing the national policy environment?

Background:
What are the contextual issues in this country that were the main considerations when setting out on the DWPP?

National linkages with Policy
DWPP are ILO’s contribution to national development plans (including PRSPs, UNDAFs, Common Country Assessments, and other national frameworks). How have links between DWPP and national frameworks developed in reality in the country? What was the main points of entry, and key themes of work? How were these determined? How has this affected the development of a coherent approach to decent work generally in the country?

Tripartite constituent engagement:
How have the constituents been involved in the DWPP, and in the advancement of the Decent Work Agenda in the country in general? To what extent, and how, has the DWPP decentralised responsibility in the implementation of the ILO programme to constituents? What illustrations can be given of the impact of social dialogue at the policy level and in relation to decent work?

Internal Coherence of ILO
The DG’s Circular on Decent Work Country Programming states the intention that, Field office directors ensure staff support the DW country programmes and apply interdisciplinary methods of work; Headquarters of ILO are consulted during formulation and provide technical and financial support to implementation. Thus successful implementation requires office-wide responsibilities. How has this taken place in the DWPP? What challenges have been faced and how have these been addressed?

Programming of ILO
To what extent, and how, has the DWPP led to a ‘results-based framework’ for Decent Work? What were the steps in the process? To what extent was problem analysis and lessons learnt drawn as a first step; followed by identifying priority areas of cooperation in line with national development frameworks? Has the process led to more, or less, priority projects and programmes? How? Have resources been prioritised towards these key areas? What challenges have been faced? (both in terms of financial and human resources)?

Annex II  List of persons consulted

<table>
<thead>
<tr>
<th>NAME</th>
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<tr>
<td>Name</td>
<td>Position and Location</td>
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<tr>
<td>Cornelius Adablah</td>
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<tr>
<td>Catherine Saget</td>
<td>The Conditions of Work Branch (CONDIT)</td>
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</tbody>
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* still to be interviewed
Annex III  List of documents and references


ILO (George Manu), Ghana Decent Work Pilot Programme. Review report, Accra, December 2003

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Ministry of Manpower Development and Employment