Ghana

In 2010, the Government of Ghana adopted its National Plan of Action to Combat the Worst Forms of Child Labor, a comprehensive framework to significantly reduce the worst forms of child labor by 2015. Ghana also took actions to implement this plan, including in the cocoa sector, for which Ghana signed the Declaration of Joint Action to Support Implementation of the Harkin-Engel Protocol. However, gaps in the enforcement of labor laws undermine these efforts. Children remain engaged in the worst forms of child labor, including in agriculture and fishing.

Statistics on Working Children and School Attendance

Children	Age	Percent
Working	5-14 yrs.	43.5*
Attending School	5-14 yrs.	83.1
Combining Work and School	7-14 yrs.	18.1





Prevalence and Sectoral Distribution of the Worst Forms of Child Labor

Children in Ghana are engaged in the worst forms of child labor, many of them in agriculture and fishing. ²³³⁴ In cocoa production, hundreds of thousands of children work, many reporting injuries sustained while using machetes, carrying heavy loads and clearing land. ²³³⁵ A study conducted by the Government of Ghana, found that 47 percent of children in cocoa production were engaged in at least one hazardous activity. ²³³⁶

On Lake Volta, thousands of children labor in the fishing sector, risking injuries and even death performing tasks such as diving to untangle fishing nets.²³³⁷ Children are trafficked to Lake Volta for this purpose and are known to engage in fishing for tilapia and other types of fish, reportedly including mudfish, silverfish, catfish, latesfish and electric fish.²³³⁸

Children, particularly in the Ashanti and Greater Accra regions, work in domestic service. ²³³⁹ They

work long hours and risk physical and sexual abuse. Many of these children have never been to school or have dropped out.²³⁴⁰ Children, mostly girls, called *kayaye*, work as porters in urban areas, beginning as young as age 6. They are often street children and risk injury from transporting heavy loads and from vehicle accidents.²³⁴¹ Children who live on the streets, as well as other children, are also subject to commercial sexual exploitation.²³⁴²

Children, especially boys, herd cattle, risking injury and even death from snake bites and wasp and scorpions stings. Such boys report being beaten by cattle owners or farmers and being unable to attend school because of their work.²³⁴³

Children work in quarrying and small-scale mining, including gold and diamond mines.²³⁴⁴ These children risk injury from flying shards when crushing rocks and from lifting heavy loads when extracting ore. Such children also risk death from the collapse of pit mines.²³⁴⁵ Some of these children may be subject to debt bondage.²³⁴⁶

Children are also reportedly engaged in the worst forms of child labor in salt production.²³⁴⁷

In addition, some children in the southern Volta region are involved in *Trokosi*, a form of religious servitude which can last from a few months to three years.²³⁴⁸ This practice requires children to atone for family members' sins by assisting with prayers and the upkeep of religious shrines.²³⁴⁹

Ghana is a source, transit and destination country for the trafficking of children for commercial sexual exploitation and forced labor. According to the Ministry of Women and Children's Affairs' new National Database on Human Trafficking, 70 percent of trafficking in Ghana is domestic, and 78 percent of the victims are children between ages 4 and 16.2351 Within Ghana, children are trafficked across rural areas or from rural areas to urban ones to work in fishing, agriculture, portering, begging, street vending, domestic labor and sexual exploitation. Ghanaian children are also trafficked to neighboring countries in West Africa for labor exploitation, including Côte d'Ivoire and Togo. The source of the trafficked to neighboring countries in West Africa for labor exploitation, including Côte d'Ivoire and Togo.

Although access to free education is mandated by law, it is hindered by a lack of classrooms and by schools without teachers or materials. For some children, accessing schools is practically impossible as their villages are located many miles away from the nearest school and there is no form of public transportation. For other children, buying mandatory uniforms is prohibitively expensive, and some children without uniforms may be turned away from school.

Laws and Regulations on the Worst Forms of Child Labor

The Children's Act sets the minimum age for employment at 15 and applies to both the formal and informal sector. This act prohibits children younger than age 18 from engaging in certain activities that are deemed hazardous, including work in mines or quarries, at sea or in venues likely to expose children to immoral behavior.²³⁵⁷

In addition, Ghana has issued a Hazardous Child Labor Activity Framework for the Cocoa Sector, which defines certain activities as hazardous and prohibits them for children younger than age 18. Such activities include felling trees, burning bushes, applying chemicals, carrying overly heavy loads, using machetes for weeding, harvesting with a hook and working on the farm for more than three hours per day or more than 18 hours per week.²³⁵⁸ The Government of Ghana also developed a list of worst forms of child labor occupations that includes domestic labor, *kayaye* and other urban informal activities.²³⁵⁹

()	C120 Minimum A	/
WILOW	C138, Minimum Age	V
	C182, Worst Forms of Child Labor	✓
	CRC	✓
	CRC Optional Protocol on Armed Conflict	✓
	CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	No
	Minimum Age for Work	15
	Minimum Age for Hazardous Work	18
	Compulsory Education Age	15
	Free Public Education	Yes

Education is free, and although no minimum age for completing education is set by law, children who complete the required 11 years of school attain the minimum age for work.²³⁶⁰ Even if a child starts school at age 4, upon completing 11 years of schooling, that child would be 15, which is the minimum age of employment.

The Constitution prohibits forced labor, slavery and servitude and states that every child has the right to be protected from engaging in work that constitutes a threat to the child's health, education and development.²³⁶¹

According to the Criminal Code, ritual servitude is illegal in Ghana. The Criminal Code of 1998 also prohibits persons with custody, charge or care of a child younger than age 16 from encouraging that child to become involved in prostitution.²³⁶² The Criminal Code stipulates that it is illegal to procure any person younger than age 21 "not being a prostitute or of known immoral character."2363 This provision makes criminal punishment dependent on a judgment of the child's moral standing, which may leave some children who are victims of commercial sexual exploitation without protection. This provision contradicts the Children's Act, which calls for the best interest of the child to be given primary consideration in any child-related matter.²³⁶⁴

The Human Trafficking Act prohibits the trafficking of children younger than age 18, including for the purpose of sexual exploitation. The consent of a child or guardian cannot be used as a defense for prosecution under this act, which also provides for the rescue and rehabilitation of trafficking victims.²³⁶⁵ The minimum age for military recruitment is 18, and there is no conscription.²³⁶⁶

On June 6, 2011, Ghana ratified ILO Convention 138 concerning Minimum Age for Admission to Employment.²³⁶⁷

Institutional Mechanisms for Coordination and Enforcement

The National Steering Committee on Child Labor is mandated to oversee coordination, implementation and monitoring of programs targeting worst forms of child labor. ²³⁶⁸ In 2010, the steering committee was reinvigorated and streamlined from eight subcommittees into three. As a result of this change, one subcommittee focuses on awareness-raising efforts, one on education and skills training and one on efforts

related to the worst forms of child labor in the cocoa, fishing and mining industries.²³⁶⁹ These subcommittees actively supported efforts to reduce the worst forms of child labor by coordinating across government agencies and with diverse social partners.²³⁷⁰

The Ministry of Employment and Social Welfare's (MESW) Child Labor Unit (CLU) is responsible for overseeing activities to combat child labor.²³⁷¹ Combating child labor in the cocoa sector and implementing the Harkin-Engel Protocol, however, falls under the direction of the National Program for the Elimination of 0the Worst Forms of Child Labor in Cocoa (NPECLC). The NPECLC is a program of MESW, in collaboration with the Ghana Cocoa Board (COCOBOD) and the Ministry of Finance and Economic Planning.²³⁷² MESW has not fully implemented all agreements related to this protocol, including establishing transparent child labor monitoring and certification systems throughout the cocoa growing region by the end of 2010.²³⁷³ However, the NPECLC intensified efforts to pilot a child labor monitoring system in cocoagrowing regions.²³⁷⁴ As part of this effort, MESW consolidated the existing child labor monitoring systems of NPECLC and the CLU into the new Ghana Child Labor Monitoring System (GCLMS) in November 2010.²³⁷⁵

Labor inspectors from MESW are responsible for the enforcement of labor laws, although their inspections are limited to formal enterprises. ²³⁷⁶ The CLU reported having 86 labor inspectors but suggested that this number was inadequate to effectively enforce child labor laws and that resources allocated to the CLU were also not sufficient. According to MESW, these labor inspectors conducted 140 inspections during the year; however, no information was available on the number of child labor violations identified from such formal sector inspections. ²³⁷⁷ The ILO Committee of Experts considers the small number of inspections carried out as a concern, while the Government of Ghana acknowledges that the

number of labor inspectors is insufficient and that these inspectors lack office facilities and funds for transportation.²³⁷⁸

In the informal sector, the District Assembly and the District Social Welfare Officer has the authority to investigate and report findings to the police to take appropriate action. An independent government ombudsman from the Commission for Human Rights and Justice noted in December based on its interviews with 83 government officials that 1,065 cases of child labor were reported in 2010. Information about how the violations were handled, whether children were assisted as a result of inspections and whether penalties were applied is unavailable. 2380

The Human Trafficking Secretariat under the Ministry of Women and Children's Affairs (MOWAC) coordinates trafficking activities. ²³⁸¹ In addition, the Anti-Trafficking Unit of the Criminal Investigation Division (CID) of the Ghana Police Service is responsible for enforcing anti-trafficking laws. ²³⁸² The Government of Ghana established regional Anti-Human Trafficking Units (AHTU) in eight regions during 2010 as part of its enforcement efforts against trafficking. ²³⁸³

During the reporting period, at least 36 cases of suspected trafficking of children were reported to the AHTU, at least 300 children were assisted or rescued from being trafficked by this unit, and at least one suspected trafficker was prosecuted, although the charges specific to trafficking were dropped due to a lack of evidence. No comprehensive statistics are maintained nor is there complete information about prosecutions or sentencing for convicted violators of the Trafficking Act. 2385

A lack of administrative and budget allocations resulting in a labor inspectorate that lacks staff, vehicles and training undermines enforcement efforts to protect children from the worst forms of child labor.²³⁸⁶

Government Policies on the Worst Forms of Child Labor

On October 20, 2010, the Government of Ghana adopted the National Plan of Action for the Elimination of the Worst Forms of Child Labor in Ghana, which provides a comprehensive framework to significantly reduce the worst forms of child labor by 2015.²³⁸⁷ As part of this plan, memorandums of understanding were signed with 23 government agencies that establish the role of each agency in the fight to reduce the worst forms of child labor.²³⁸⁸

The Government of Ghana also continued implementing its National Plan of Action to Eliminate the Worst Forms of Child Labor in the Cocoa Sector, which aims to eliminate the worst forms of child labor in this sector by 2011 and contribute to the elimination of the worst forms of child labor in all other sectors by 2015. ²³⁸⁹

Child labor concerns have been mainstreamed into the following national development agendas and key documents: Ghana's Medium Term National Development Framework, United Nations Development Assistance Framework (2006-2010), Ghana Shared Growth and Development Agenda (2010-2013), the National Education Development Plan (2003-2015), National Plan of Action to Combat Trafficking: Trafficking in Persons Must End and the Savannah Accelerated Development Program. 2390 Ghana's education framework includes a specific focus on increasing the number of trained teachers and improving vocation training in order to better retain children.²³⁹¹ Research did not find any study assessing the impact of this program on reducing the worst forms of child labor.

Although some steps have been taken to implement these policy frameworks and plans noted above, concrete measures are still needed to realize their objectives.²³⁹²

Social Programs to Eliminate or Prevent the Worst Forms of Child Labor

The Government of Ghana is participating in a national child labor survey partially funded by USDOL (2009-2012) that should provide information to help target social programs.²³⁹³ In 2010, the Government of Ghana agreed to conduct child labor surveys in the cocoa producing areas every five years, the results of which will also help guide efforts in that sector.²³⁹⁴

Ghana continues to implement a cash transfer program, called Livelihood Empowerment Against Poverty, which makes monetary grants to households conditional on children not being engaged in child labor and attending school. This program reached 40,000 households in 2010.²³⁹⁵

Ghana also participates in a 4-year, \$7.95 million regional project funded by USDOL that is assisting member countries of the Economic Community of West Africa States (ECOWAS) to combat the worst forms of child labor by strengthening national action plans and the enforcement of child labor laws. Across the region, the project aims to rescue or prevent 9,600 children from the worst forms of child labor.²³⁹⁶ In Ghana, the project targets the cocoa, fishing and mining sectors. In 2010, among other activities, the Government worked closely with this project to develop its GCLMS.²³⁹⁷ In 2010, USDOL augmented funding for this project by \$5 million for a 3-year Phase II that will work with beneficiaries of the Phase I project to foster more sustainable livelihoods for families and target more children in the worst forms of child labor in the cocoa sector.²³⁹⁸

On September 13, 2010, the Governments of Ghana and Côte d'Ivoire signed a Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol, affirming their commitment to reducing the worst forms of child labor in the production of cocoa, including through the support of increased remediation efforts.²³⁹⁹ The Declaration is accompanied by a Framework of Action to Support the

Implementation of the Harkin-Engel Protocol that identifies key stakeholders with which the Government of Ghana will coordinate to enhance appropriate programming, including USDOL, the Government of Côte d'Ivoire and the international chocolate and cocoa industry.²⁴⁰⁰

In the spirit of this Framework of Action, the Government of Ghana is participating in a 4-year, \$10 million regional project funded by USDOL that will reduce the worst forms of child labor in the cocoa producing areas by helping Ghana to accomplish its national plan of action in the cocoa sector. The project will also provide direct services to children to help prevent them from engaging in the worst forms of child labor and offer remediation services for children withdrawn from such labor as well as for their families.²⁴⁰¹

During the reporting period, the Government of Ghana continued its cooperation with a 4.5 year, \$5.5 million, USDOL-funded project implemented by Tulane University to oversee the efforts of the cocoa industry and the Governments of Ghana and Côte d'Ivoire to eliminate the worst forms of child labor in the cocoa sector. As part of this project, Tulane University offered training to government officials. 403

The Government also participates in the 4-year Phase II (2007-2011) Sustainable Tree Crops Program (STCP), funded by USAID, the World Cocoa Foundation and the cocoa industry. STCP is a public–private partnership that promotes sustainable tree crop systems and contains a child labor prevention component. The program trains farmers through farmer field schools and works with eight communities to develop cocoa cooperatives. 2405

Ghana maintains its engagement in the Empowering Cocoa Households with Opportunities and Education Solutions (ECHOES) Project (2007-2010), funded by the World Cocoa Foundation, USAID and the cocoa industry. This project provides school-age children

with vocational agriculture education and helps their families with livelihood strengthening. he Government also participates in projects funded by the International Cocoa Initiative (ICI) to combat child labor in the cocoa sector. ICI reported having active programs in 157 communities in three regions in Ghana in 2010. he programs supported the development and implementation of community action programs, worked with the Ghana Cocoa Board to raise awareness through radio programs and supported four new microcredit projects that aim to increase access to education. he development aim to increase access to education.

In 2010, the Government of Ghana, in conjunction with cocoa industry, stepped up efforts and reached approximately 31 percent of the cocoa growing area, or 1,537 communities, with remediation efforts. However, this still leaves approximately 3,463 cocoa growing communities without such activities. This means that many children remain in need of service. As a 2009 survey found, only 3.2 percent of children working in Ghana's cocoa sector report benefitted from intervention projects. 2410

Ghana also participated in an IOM-funded antitrafficking project that rescued child trafficking victims from exploitative child labor in fishing villages on Lake Volta. The project rehabilitated, returned and reintegrated children into their original communities.²⁴¹¹ As part of this project, the Government of Ghana, through its National Board for Small-Scale Industries, has been paying families to send children to school instead of to fishing villages.²⁴¹²

A new 3-year project, implemented by Virginia State University with assistance from USDOS, will be working with Ghana to reduce the trafficking of children into domestic service through the provision of microcredit and training for families.²⁴¹³

The Government of Ghana began a program providing uniforms to needy children and continued supporting a National School Feeding Program to encourage school attendance.²⁴¹⁴ Ghana also worked with a nonprofit to set up an innovative pilot project in 2010 distributing Amazon 'Kindles' as part of an effort to improve literacy and get children engaged at school.²⁴¹⁵ No assessment of the impact of this program on reducing the worst forms of child labor has been identified.

The Government of Ghana acknowledges that efforts to provide services to children exploited in domestic service and in the fishing sector are insufficient.²⁴¹⁶ In addition, research suggests that Government efforts to combat the worst forms of child labor in the mining sector and among *kayayes* (head porters) are not sufficient to address the magnitude of the problem.²⁴¹⁷

Based on the reporting above, the following actions would advance the reduction of the worst forms of child labor in Ghana:

IN THE AREA OF LAWS AND REGULATIONS:

 Amend the Criminal Code to provide protections for all children from sexual exploitation, including those who have been exploited as prostitutes.

IN THE AREA OF COORDINATION AND ENFORCEMENT:

• Increase the number of labor inspectors and inspections, apply adequate funding to support enforcement efforts and collect appropriate statistics on investigation, prosecution and convictions of child labor and trafficking laws.

IN THE AREA OF POLICY:

- Increase efforts to achieve child labor objectives contained in the national plans and policies.
- Increase access to education by providing classrooms, teachers and materials and assess educational programs aimed at reducing the worst forms of child labor.

IN THE AREA OF PROGRAMS:

- Expand and improve programs to prevent children's involvement in exploitative child labor, including by scaling up and fully funding the GCLMS to provide national coverage and linking children identified as engaging in or at risk of engaging in the worst forms of child labor with appropriate social programs, including the Livelihood Empowerment Against Poverty Program and the National School Feeding Program.
- Throughout cocoa growing regions, replicate and expand successful projects to address exploitative child labor.
- Expand efforts to address the worst forms of child labor, including in the fishing and mining sectors, as well
 as in domestic service and among kayayes (head porters).

²³³⁴ Data provided in the chart at the beginning of this country report are based on UCW analysis of ILO SIMPOC, UNICEF MICS, and World Bank surveys, Child Economic Activity, School Attendance, and Combined Working and Studying Rates, 2005-2010. Data provided are from 2005-2006. Reliable data on the worst forms of child labor are especially difficult to collect given the often hidden or illegal nature of the worst forms. As a result, statistics and information on children's work in general are reported in this section, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children, and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report. See also Tulane University, Final Report: Oversight of Public and Private Initiatives to Eliminate the Worst Forms of Child Labor in the Cocoa Sector in Cote d'Ivoire and in Ghana, Payson Center for International Development and Technology Transfer, New Orleans, March 31, 2011, 7 and 27; available from http://childlabor-payson.org/

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