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EVALUATION OF GHANA'S CHILD PROTECTION SYSTEM STRENGTHENING INITIATIVES AT THE DISTRICT LEVEL: INTERIM REPORT





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This report has been put together by Oxford Policy Management on behalf of UNICEF Ghana Country Office and the Government of Ghana. Global Affairs Canada provided financial support to under the assessment.

Canada 



Evaluation of Child Protection System Strengthening at District Level

Situational Report

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List of abbreviations

AMMA	Asokore Mampong Municipal Assembly
BNI	Bureau of National Investigations
CAMFED	Campaign for Female Education
CBO	Community Based Organisation
CDA	Community Development Alliance
CDO	Community Development Officer
CFW	Child and Family Welfare
CFWP	Child and Family Welfare Policy
CHPS	Community Health and Planning Services
CHRAJ	Commission on Human Rights and Administrative Justice
CP	Child Protection
CSO	Civil Society Organisation
DCD	District Coordinating Director
DCE	District Chief Executive
DMTDP	District Medium Term Development Plan
MTDP	Medium Term Development Plan
DOVVSU	Domestic Violence and Victim Support Unit
DPO	District Planning Officer
EMIS	Education Management Information System
FBO	Faith Based Organisation
GES	Ghana Education Service



GHS	Ghana Health Service
GSOP	Ghana Social Opportunity Programme
HIV	Human Immunodeficiency Syndrome
IGF	Internally Generated Funds
ILGS	Institute of Local Government Studies
J4CP	Justice for Children Policy
LEAP	Livelihood Empowerment Against Poverty
M&E	Monitoring and Evaluation
MMDA	Municipal, Metropolitan and District Assemblies
MoGCSP	Ministry of Gender, Children and Social Protection
NCCE	National Commission on Civic Education
NGO	Non-Governmental Organisation
OPM	Oxford Policy Management
RAAF	Rural Aid Alliance Foundation
SBCC	Social and Behaviour Change Communication
SRP	Sensitisation, Reflection and Planning
SWA	Social Welfare Actors
SWCD	Social Welfare\Community Development
SWO	Social Welfare Officer
UNICEF	United Nations Children's Fund
WFS	Workforce Strengthening
YEA	Youth Employment Agency





1. Introduction

Oxford Policy Management (OPM) has been contracted by UNICEF to undertake an evaluation of the workforce strengthening initiative which aims to strengthen the capacity of Social Welfare Actors in 20 pilot districts in Ghana.

The objective of the evaluation is to document and assess whether and how the capacity of the child protection system—in particular the practices of the Social Welfare Actors—has changed to enable quality services to children and families with support of the initiative.

Given the formative purpose of the evaluation, the evaluation methodology is based on a qualitative case study approach, using five purposefully selected¹ intervention districts to seek an in-depth understanding of whether, how and why change occurred and under what circumstances. In addition, the evaluation applies a systems lens looking at how the different components and actors in the child protection system interrelate, and appreciating the views of

different actors about the changes taking place. Another methodological feature of the evaluation is that it is responsive to the emerging nature of the intervention design and its outcomes.

The above mentioned methodological features make it imperative for the evaluation team to build a good understanding of the child protection context in each of the case study districts, the actors and their interactions. The emerging nature of the intervention and its outcomes requires the evaluation team to closely observe how the intervention is rolled out, who participates and interacts, and how change emerges—likely in different ways in the different case study districts given their different contexts and child protection concerns.

This situational report synthesizes for each district and across the five districts all available information on: the general and child-protection specific context of the district, the rollout of the workforce strengthening initiative in the district, and the situation of the child protection workforce at start of the initiative in terms of their awareness of the Child and Family Welfare Policy, their practices, coordination, collaboration and

¹ Five out of the 20 pilot districts have been selected for this evaluation. These five districts were selected purposively out of the 10 remaining districts for which data collection began in March 2017 to accommodate evaluation design. This is because the evaluation team proposed to undertake primary data collection at the reflection, sensitization and planning workshops. These 10 districts are located in the following regions: Upper East, Central, Ashanti, Western and Upper West. From each of these regions, one evaluation district was selected. All five districts were selected taking into account contextual factors such as geography, socio-cultural practices, administrative and management issues (e.g. availability of DSW staff, age of district etc) and access to services (school enrolment). The overall approach was to ensure that selected districts were representative (not statistically) of the range of cases (i.e typical and extreme cases) within the pilot districts. TWG validated the selection of the districts.



linkages. The objective of this report is to present a comprehensive overview of all information available and act as starting point for an evolving and thick analysis and documentation of change within and across districts.

The synthesis report also addresses the evaluation question of how consistent the intervention approach is with the objectives and operational plan of the CFWP. We consider it important that this question is reported early on in the evaluation process to allow for reflection and adjustments if needed.

The findings of this report are based on mixed methods data collection using extensive document review, observational research and key informant interviews. National, district and implementation information have been reviewed. For each of the case study districts we requested progress reports from the Social Welfare and Community Development (SW\CD) departments with support of the members of the Technical Working Group. However, we only received documentation for three of the districts. In addition, we observed the Sensitisation, Reflection and Planning workshops in each of the case study districts during the period March to May 2017. We collected data on the sensitisation, reflecting and planning process and on the topics discussed as it could enrich the situational analysis. In addition, in each district we interviewed the head of the SW\CD department to collect information on presence of child protection actors and structures. Finally, during the first week of April 2017 we conducted key informant interviews with members of the Technical Working Group and other stakeholders. The list of stakeholders interviewed is presented in Annex A.

A limitation of this report is that the situational analysis is mainly based on secondary data accessible to the evaluation team and observational data collection that is not under control of the evaluators (since the evaluator is purely an observer). This means that the findings do not reflect the full reality within each district. However, this was not the objective in the first place. We consider that the situational analysis lays a strong foundation on which the emerging stories of change can be built during subsequent data collection rounds.

The report consists of a cross-case synthesis report and individual district case study reports. Both the synthesis report and case study reports are structured in the same way. A first chapter presents a concise but holistic summary of the general socio-economic, cultural, demographic and administrative context of the districts. In a second chapter we present the child protection context of the districts, including a review of the main child protection concerns, the child protection actors, structures and services, other child protection initiatives in the districts, and resources available for child protection. Chapter three reviews the rollout of the workforce strengthening initiative in the five case study districts and presents the answer to the first evaluation question about the relevance of the initiative. Finally, chapter four review the situation of the child protection workforce: their awareness about the policy, practices, formal coordination and collaboration, and linkages between formal and informal actors.



2. General context of five case study districts

This section provides an overview of the social, economic, cultural and administrative context of the five Districts selected for this evaluation.

Since child protection systems develop and function contextually, it is imperative to understand the similarities and differences in contextual conditions between the selected Districts. Throughout the course of the evaluation we will examine how the contextual conditions highlighted here influence the expected outcomes of the workforce strengthening process.

Geographical context

The five selected Districts—Asokore Mampong, Lambussie Karnie, Shama, Talensi, and Upper Denkyira West—are located in five out of the ten regions of Ghana (see Figure 1 below). These are respectively the Ashanti, Upper West, Western, Upper East, and Central Region. Together the five Districts cover the three geographical belts of Ghana. Shama and Upper Denkyira fall within the Coastal Zone, Asokore Mampong falls in the middle belt, while Lambussie-Karnie and Talensi fall within the Northern Zone.

Of the five Districts, only one District, Shama, is a coastal District. This has implications for child protection issues that one might expect,

particularly in relation to child trafficking and child labour (see section 2). Similarly, one out of five of the study Districts, Lambussie-Karnie, is a border District, serving as the gate way to Burkina Faso through its regional capital, Wa. Two Districts, Shama and Asokore Mampong, are large and vibrant urban Districts, while the others are rural.

Demographic context

Asokore Mampong is the smallest District in terms of land size (23.91 km²), and has the largest population size of 304,815 according to the 2010 population census. As such it is the most densely populated of the five Districts. The population in Asokore Mampong has increased by about 9% since 2000 due to net immigration to the District. The District with the smallest population is Lambussie-Karnie with a population of 51,654. With a total land area of 811.9 km² this makes Lambussie-Karnie the District with the lowest population density.

Out of the five Districts, the average household size is highest in Lambussie-Karnie, where the average household size is 6.8, which is above the regional (6.2) and national (4.4) average. With the



exception of Talensi, which average household size is around 6, Asokore Mampong, Shama, and Upper Denkyira all have average population size which is in line with the national average.

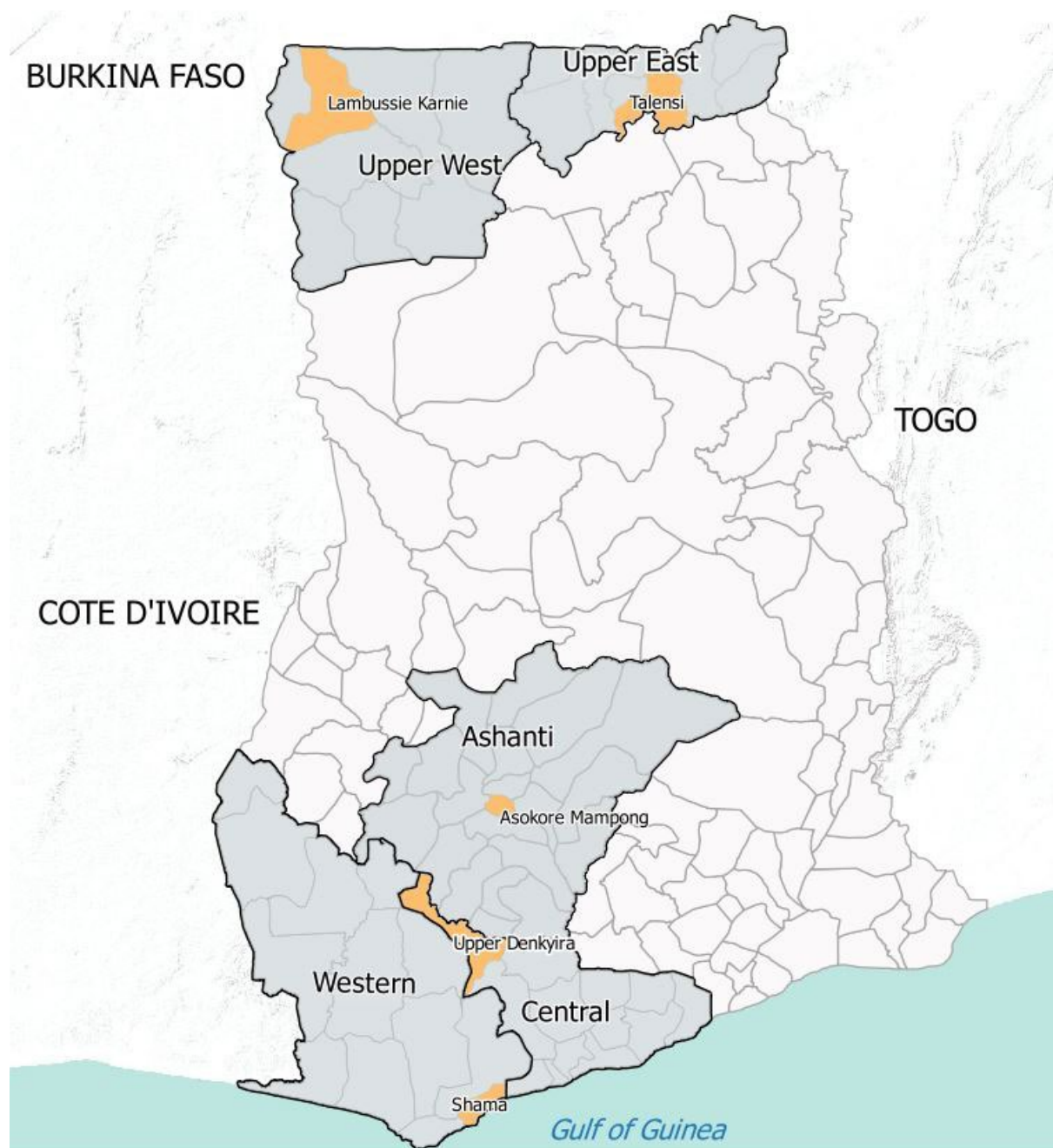
Ghana's population has a youthful structure. Nearly half of the population across all five Districts are youth. The largest proportion of the population who are youth is in Lambussie-Karnie where 54% of the population is under the age of 19, this compares to Asokore Mampong which has the lowest proportion of youth aged 19 and under (46%).

Based on the 2010 population census data, at least a third of all households can be described as extended families consisting of head, spouse/s, children and head's relatives. Notably

in Lambussie-Karnie and Asokore Mampong, over half of all households are extended, which is considerably above the national average of 14% of households being classified as extended. Nationally, extended family households are more prevalent in rural areas than urban areas. That said across the three northern regions of Ghana extended family households are more prominent accounting for more than a third of household types.

Across the five Districts, the proportion of the population with disability ranged between 2.3% (Shama and Upper Denkyira West) and 5.2% (Talensi). Nationally, the proportion of the population with a disability is 3%.

Figure 1 Location of five study Districts





Administrative and traditional governance context

Two (Asokore, Mampong and Talensi) out of the five of the evaluation case study Districts are new Districts established in 2012. The remaining three Districts were established in 2008. The number of assembly members and unit committees varies between the five Districts and appears to be correlated to the size of the Districts, with the larger Districts of Lambussie-Karnie and Talensi consisting of the largest number of assembly members and Unit Committee members (see table 1 below).

At the end of 2014, Upper Denkyira West achieved the highest actual revenue of GHS 4.6 million of which 7.2% came from Internally Generated Funds (IGF). Asokore Mampong, while being the largest MMDA in terms of population, had a lower annual actual revenue of GHS 3.8 mio, but 25% constituted IGF. Lambussie achieved the lowest actual revenue of GHS 3 million of which only 4% was generated through IGF. The district with the lowest IGF is Talensi where only 2% of its revenue of GHS 3.8 million came from IGFs.

Cultural and religious context

The traditional authority in all five Districts are headed by a (male) paramount chief, who rules parallel to the formal system of governance. Each paramount chief is assisted by a number of sub chiefs and elders. In terms of ethnic makeup, with the exception of Asokore Mampong, the four other Districts are ethnically homogenous and inhabited by ethnic groups which are indigenous to the District. Although Asokore Mampong is located in the in the Ashanti region, 59% the population are not indigenous to the district, having migrated from the three Northern Regions, the Volta Region, and Greater Accra Region. Across all Districts, however, there are small populations of migrant groups. The majority of the population in Asokore Mampong, Shama, Upper Denkyira West belong to the Akan ethnic group and as such practice a matrilineal inheritance

system. On the other hand, the inhabitants of Talensi and Lambussie- Karnie follow a patrilineal system of inheritance.

Across Ghana, 71% of the population are reported to be Christians. Muslims and traditionalists make up 17.6% and 5.2% of the population respectively. In the five sampled locations, three out of five Districts (Shama, Upper Denkyira West, and Lambussie) have Christianity as a dominant religion. In Talensi a high proportion of the population (47%) self-identify as traditionalist, with African Traditional Religion being the dominant religion.

Economic context

In terms of livelihoods, with the exception of Asokore Mampong, the dominant form of livelihood is subsistence agriculture employing between 32% to 79% of the population. Agriculture takes the form of crop farming, livestock keeping and fishing. While agriculture is the dominant livelihood activity in Shama employing up to 32% of the population, here agriculture as a livelihood activity is less concentrated, with another 23% and 15% of the population engaged in manufacturing and retail as their main livelihood activity.

The practice of small scale illegal mining—Galamsey—has in recent years become an issue of national concern. Among the case study Districts, this practice is prevalent in Upper Denkyira West, Shama and Talensi. The link between Galamsey and child labour and child trafficking has been widely acknowledged in the literature (see Section 3). Owing to its highly vibrant urban nature, and in contrast with the four other Districts, the majority of the population in Asokore Mampong is engaged in the service and manufacturing sector, and only 5% is engaged in agriculture.



Social context

In terms of social amenities, across the five case study Districts, there are a total of 748 education institutions. Overall Asokore Mampong has the highest number education facilities (277) while Lambussie-Karnie, has the lowest number (103). This is consistent at kindergarten, primary and junior secondary level. At senior secondary level, however, Talensi has the lowest number of secondary schools, recording just one institution compared to five in Asokore Mampong. It is interesting to note that only Talensi and Asokore Mampong have a special needs institution in the District.

With regards to health infrastructure , Upper Denkyira West has the fewest number of health facilities because of the limited number of Community Based Health Planning Services (CHPS), limited private health facilities and no hospital or clinic. Of the sampled Districts, CHPHs are particularly common in the two northern Districts of Lambussi-Karnie and Talensi as well as in Shama. With a presence of ten private hospitals or clinics, Asokore Mampong Municipality is relatively well endowed with private sector health care, although one also needs to consider that the Municipality has a population that is a multiple of that of the other districts.

In terms of poverty head count, of the five Districts, Lambussie-Karnie has the highest poverty rate (73%). This makes Lambussie-Karnie one of the poorest Districts in Ghana ranking 14th out of 216 District. This contrasts sharply with Upper Denkyira West and Asokore Mampong, which have a poverty head count rate of only 3%. They rank among the Districts and Municipalities with lowest poverty incidence.



Table 1 Summary of background of five case study districts

Characteristics		Asokore Mampong	Lambussie Karnie	Shama	Talensi	Upper Denkyira West
Geography	Region	Ashanti region	Upper West region	Western	Upper East	Central
Demography	Locality	Urban	Rural	Urban	Rural	Rural
	Population ²	304,815	51,654	81,966	81,194	60,054
	Proportion of children and adolescents (19 and below) ³	46%	54%	52%	52	50.6%
Administrative structure	Year of creation	2012	2007	2008	2012	2008
	District Assembly Structure	15 assembly men and women. 10 electoral areas and 1 constituency	36 Assembly members 4 council areas and 25 Unit Committees	27 assembly members: 17 elected, 8 appointed, 1 Member of Parliament an 1 District Chief Executive	34 members, 10 appointed members including the District Chief Executive (DCE) and the Member of Parliament	23 Assembly members with 16 of them being elected members. The District has 16 electoral areas ⁴ and 4 Area Councils
Economic activities	Key economic activities ⁵	Commerce, manufacturing	Agriculture	Agriculture, Manufacturing	Agriculture	Agriculture

² Ghana Statistical Service, 2014

³ Ghana Statistical Service, 2014

⁴ Composite Budget Narrative of the Upper Denkyira District Assembly for the Fiscal Year 2016.

⁵ Ghana Statistical Service, 2014



Characteristics		Asokore Mampong	Lambussie Karnie	Shama	Talensi	Upper Denkyira West
Social development	Poverty headcount ⁶	3.3	73	21.7	56.5	3.3
	Gini coefficient ⁷	32.6	48	32.1	51.3	38.4
	Health facilities presence ⁸	1 public health facility and 10 private hospitals/clinics.	1 polyclinic, 5 health centers, 10 functional Community Health Planning and Services (CHPS) compounds and 2 private health facilities	2 hospitals, 3 health centres and 12 community health planning service (CHPS) compounds	The District has 20 health facilities: 1 District hospital, 1 health centres, 3 clinics and 15 community health planning services (CHPS) compounds	3 health centers, 7 functional CHPS, 2 Clinics and 2 private health facilities.
	Education facilities presence ⁹	93 pre-schools, 101 primary schools, 76 junior high schools, 5 senior high schools, 1 tertiary school and 1 special needs school	39 Kindergartens, 35 Primary Schools, 25 Junior High Schools and 2 Senior High Schools	112 education facilities which is made up of 40 kindergarten schools, 27 Junior High Schools, 2 Senior High Schools and 3 Vocational schools	46 pre-schools, 46 primary schools, 28 Junior High Schools, 1 Senior High School, 1 Technical Vocational, and 1 Special School for the deaf	59 Kindergartens, 57 Primary Schools, 37 Junior High Schools and 2 Senior High Schools
	Literacy rate ¹⁰	77%	44%	61%	55.7%	73.3%
	Net primary enrolment rate ¹¹	40.3	93	101	81.9%	139%
	Net secondary enrolment rate ¹²	24.7	48	57.3	31.2%	-
	Number of LEAP beneficiaries ¹³	1,022	3,220	1055	4126	48
Culture	Main religion	Islam	Christianity	Christianity	Traditional African Religion	Christianity
	Inheritance system	Matrilineal	Patrilineal	Matrilineal	Patrilineal	Matrilineal

6 Ghana Statistical Service, 2015

7 Ghana Statistical Service, 2015

8 Ghana Statistical Service, 2014

9 ibid

10 ibid

11 EMIS 2014/2015

12 ibid

13 Based on data sent by UNICEF, March 2017





3. Child protection context in five case study districts

3.1 Child protection concerns

In order to identify the child protection concerns from each of the 5 districts, data from the 2014 baseline study and the 2016 ILGS Reconnaissance Study yielded qualitative information on some of the primary concerns and issues in the respective districts. In addition, information from the Sensitization, Reflection, and Planning (SRP) Workshops and the District Activity Plans added additional descriptive information. Relevant information from the District Medium Term Development Plan 2018-2021 also included some information on child protection concerns.

For these 5 districts, the child protection concerns focused primarily on risky behaviours of children and adolescents such as early sexual activity, teen pregnancy, smoking, gambling, use of alcohol, fighting, and stealing. Other concerns focused on the high risk of child exploitation including being trafficked for sexual activity and child labour. Exploitation of children in the form of hawking and illegal mining—often referred to as *Galamsey*—were concerns specific to Shama, Talensi, and Upper Denkyira West. The participation of young girls in the practice of *Kaayaye* was a particular concern in urban Asokore Mampong, but also seem to affect rural areas like Talensi through migration to the

South.¹⁴ The cultural practice of early marriage was identified as a concern in all districts.

The causes of these problems of risky behaviours were perceived to be the result of a number of individual, family, and social issues. Poverty and neglect of parental responsibilities are seen as contributing to many of these types of problems. And parental neglect is commonly seen as the result of a breakdown of traditional values. This is also related to an increase in single parent homes and a change in the communal way of raising children.

Sometimes, these behaviours are blamed on the children themselves. For example, peer pressure is viewed as one of the reasons for these problems of early adolescents. But, more commonly cited is the harsh discipline and treatment that occurs at home and school that results in physical and psychological harm to children. It is generally recognized that the physical and psychological harm is inflicted by those adults that are meant to protect them: teachers, parents, and communities as a whole. This type of discipline and treatment is believed to instil fear in children and youth, resulting in lowered self-confidence. This type

¹⁴ Kaayaye is a Ghanaian term that refers to young girls who work as head porters in large urban cities. Girls typically migrate from rural areas in the northern regions of Ghana.



of relationship between adults and children is viewed, in some ways, as cultural in nature and the data shows there is a general agreement that this needs to be changed.

In one District, Upper Denkyira West, there was some disagreement on the role the promotion of child rights played. Some believed it contributed to these problem behaviours of children because it gave them too much freedom, making it difficult to discipline them. Others felt there were other root causes such as neglect, resulting in children trying to survive on their own. Overall, the breakdown in social norms and increasing levels of distrust were seen as contributing to these problems. In addition, a lack of prevention services was also seen to contribute to the problems of early adolescence.

Parents, teachers, the community at large, and children articulate a range of solutions. Overall, access to education for children was viewed as the primary solution. Because many of these types of risky behaviours interfere with schooling, it is critical that children get in school and stay in school. The provision of basic needs such as shelter, food, and health and training and advising children to become responsive citizens in society were often cited as contributing to child survival and progress in the 2016 Reconnaissance Study. Access to prevention services for early adolescents is viewed as important in addressing these issues. There is a need to recognize child protection as “cross-cutting” and districts need to plan for these activities.

It is important to note the absence of child protection concerns that impact infants and young children that may, in fact, have some bearing on these risky behaviours. Taking a developmental approach in which problems of infancy and early childhood may lead to earlier identification of risk factors. Some of the behaviours that get children in trouble later in life may be manifested in less dramatic and concrete ways earlier in life. For example, maybe they are being bullied in school, neglected by a caregiver, or they are failing in school at an early age. These are risk factors that,

if not addressed early, can result in more serious problems, such as youth engaging in these risky behaviours, at a later point in life.

3.2 Child protection actors, structures and services

For this evaluation, we define three categories of child protection actors:

1. **Core formal actors**, which include the Social Welfare Officers (SWO) and Community Development Officers (CDO), for whom child protection is their core mandate;
2. **Core informal actors** who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources; and
3. **Allied child protection actors**, which include actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, District gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

We define child protection **structures** as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to **services** as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. Table 1 offers a summary of each of the Districts, providing data on the population and whether it is urban or rural, giving data on the staffing of the core formal actors from the Department of Social Welfare and Community Development (SW\CD Department). We compare staffing levels with staff requirements by the Local Government Services (LGS) which prescribes a minimum of 7 professionals in the entire Department.¹⁵ The table then identifies the presence or absence of the different other child protection actors, structures and services.

¹⁵ In the new administrative structure, this department has now been renamed Department for Social Development.



Table 2 *Child protection actors and structures in the five case study districts*

	Asokore Mampong	Lambussie-Karnie	Shama	Talensi	Upper Denkyira West
Urban-rural (Population)	Urban (304,815)	Rural (51,654)	Urban (81,966)	Rural (81,194)	Rural (60,054)
Actors					
Core formal actor: SWO/CDO staffing	6 SWO/10 CDO Exceeds required staff	1 SWO/5 CDO Short of required staff	No SWO/10 CDO Exceeds required staff	2 SWO/14 CDO** Exceeds	No SWO/4 CDO Short of required staff
Core informal actors: Chiefs/Queen mothers	Yes	Yes	Yes	Yes	Yes
Allied actors:					
• DOVVSU/CHRAJ *	No	No	No	No	No
• District Girl Child Educ. Officer	Yes	Yes	Yes	Yes	Yes
• District Gender Desk Officer	Yes	Yes	Yes	Yes	Yes
Structures and services					
District Child Protection Committee	No	Yes	No	No	Yes
Community Child Protection Committee	No	No	No	No	Yes
Child Panel	No	Yes	No	No	No
Residential Care Facilities	Yes	No	Yes	No	No
Remand Home	No	No	No	No	No

* DOVVSU nor CHRAJ have a permanent presence in the Districts. However, both agencies may carry out activities in the Districts from nearby Districts.

** Reconnaissance studies (ILGS, 2016) indicate that there are no CDOs. However, the SRP workshop attendance lists include CD staff. The above figures presented are based on personal communication with Head of the Community Development Unit

Source: Population data are based on the 2010 Population and Housing Census; SWO/CDO staffing is mainly based on the Reconnaissance Study (ILGS, 2010) with updating through interviews with District SWO/CDO staff; data on the presence of different actors, structures and services are based on interviews with District SWO/CDO staff during the SRP workshops in 2017



Core formal actors

In terms of core formal actors, the staffing level and composition of the SW\CD Department varies considerably across the case study districts. In the urban districts or municipality, the staffing level exceeds the minimum staffing level prescribed by the LGS, while in the two rural districts the staffing falls short of this requirement, with the exception of Talensi. In Lambussie-Karnie, they rely on volunteers, although they do not have the requisite skills. Staff with a CD background exceed those with a SW background in most districts. In Shama and Upper Denkyira West no staff with a SW background are present, which limits the Department's capacity to respond to CP cases. For example, in Shama the Head of the SW\CD Department indicated that for difficult CP cases they must rely on support from supervisors at the regional office, which is not always forthcoming (OPM, April 2017).

During the Reconnaissance studies conducted by ILGS (2016), all of the Districts, regardless to the level of staffing, expressed lacking the capacity to meet the needs within their departments. The lack of capacities are attributed to both lack of human resources, including lack of knowledge and skills, as well as a lack of other necessary resources. All districts expressed concerns about the lack of necessary resources, including office space, equipment such as computers, projectors, and photocopiers, and transportation including motor bikes). Even if they were well staffed, this made it more difficult to make use of the human resources they had. The Reconnaissance study further identified human capacity needs in terms of training in ICT, report writing, community mobilisation skills, performance appraisal skills and public speaking (Asokore Mampong & Lambussie-Karnie). Training needs specific to Shama and Upper Denkyira West included community entry skills, leadership and decision making, and dispute/conflict resolution skills.

There is some confusion about roles since the merger of the Departments of Social Welfare and Community Development. Some Districts

were more clearly able to define their roles, while others felt there continued to be confusion. There tended to be little specificity about roles in relation to child protection often citing broader roles such as report writing, mobilization, and sensitization. It isn't clear what reports are being done and what specifically mobilization and sensitization includes. Another district stated the role to be "promotion and protection of child rights" without specifying exactly what that includes.

Core Informal actors

In all case study districts traditional authorities are present and play an active role in child protection. During the SRP workshops, traditional authorities were consistent in how they defined their roles, especially related to sensitization and mediation. They often referred to participating in marriage ceremonies as well as mediating family disputes. They also see themselves responsible for organizing community durbars on child protection issues. In each district informal actors express a role in addressing sexual related abuse such as incest, defilement, and rape although there were some differences on involvement of the formal authorities such as police. There was some concern expressed that the role of traditional authorities as "lawmakers" has been undermined in managing these cases and others felt that it is important to work with police in these cases. This narrative reflects an emerging awareness of the need to develop linkages between the formal and informal core actors, and specifically around sexual assault cases. There was a recognition that in sexual assault and abuse cases there was a stigma and some families prefer to handle these within their own families.

Allied CP actors

A variety of Allied child protection actors are active in the case study Districts. In all districts Girl Child Education Officers and Gender Desk Officers are appointed, who provide support to address concerns related girls' education and gender inequalities.

The Domestic Violence and Victim Support Unit (DOVVSU) of Ghana Police Service and the Commission on Human Rights and Administrative Justice (CHRAJ) are meant to play an important supporting role in child and family welfare in terms of facilitating children's access to justice and the prevention and investigation of child rights violations and domestic violence. In none of the case study districts these two agencies have a permanent presence. Regarding DOVVSU, SW\CD staff in Talensi and Shama indicate that this results in limited interaction around CP issues and DOVVSU not being perceived as playing a role in child protection. In Asokore Mampong, DOVVSU and SW representatives at the SRP workshop perceived there to be an overlap in their respective roles with each department having a different approach to handling similar cases.

In all District nongovernmental organisations (NGOs), Civil Society Organisations (CSOs) and faith-based organisations (FBOs) are active to support the child and family welfare. During the SRP workshops, NGOs, CSOs and FBOs tended to agree that their role was addressing some of the gaps in services and providing preventative services. They work closely with public services to assist in meeting the needs within their respective jurisdictions.

Interaction and Roles of Actors

During an interview with the District Heads of the SW\CD Department at the SRP workshop observations we examined the current situation in terms of interaction between the core formal actors (SWOs\CDOs) and other actors. The Head judged the degree of interaction between the actors.

There is variability among the Districts in terms of the patterns of interaction and the strength of those interactions. In most Districts the SW\CD Department has relatively high interaction with the Gender Desk Officer, Assembly members and CSOs, while high to intermediate interaction with the Girl Child Education Officer. Interaction

with traditional authorities is already taking place in Lambussie-Karnie, Asokore Mampong and Upper Denkyira West; however, is limited or none existing in Shama and Talensi respectively. As mentioned above, interaction with DOVVSU is very limited. Talensi District stands out with limited interaction between the SW\CD Department and all actors, except with FBOs. The low level of interaction between actors was confirmed at the SRP workshop, where actors in describing how they dealt with cases, did not refer to each other.

Child Protection Structures

Child Protection Committees are meant to function as a platform for CP coordination, oversight and monitoring, representing all relevant actors. At district level, they have only been established in Lambussie-Karnie and Upper Denkyira West. At community level, they have been formed in eight communities of Upper Denkyira West as part of the behaviour change communication programme roll out. Similarly, they have been established in 20 communities in Talensi. In accordance with the Local Government Act (1993), each District Assembly has a Social Services Sub-Committee, which also offers opportunity to coordinate CP issues, although based on our interviews with SW\CD Heads the Sub-Committee meets irregularly in some districts or is not an active structure that addresses child protection and family welfare issues.

The Children's Act 1998 established the legal basis to create Child Panels in each District as a multi-actor structure to mediate in civil matters which concern child rights and parental duties and minor criminal matters involving children. Only in Lambussie-Karnie a Child Panel exists. However, according to the SW\CD Department's Annual Report 2015/16 8 teenage pregnancy cases were handled by the Child Panel with 4 of them having been successfully sent back to school.

Child Protection Services

Judicial services to solve family and civil disputes involving children are being provided by Juvenile



Courts and Family Tribunals.¹⁶ Only in urban Asokore Mampong do both a Juvenile Court as well as a Family Tribunal exist. A Family Tribunal is also present in the other urban district Shama. In the other districts, neither Juvenile Court nor Family Tribunal are present.

None of the case study Districts have remand homes located in their district. Only the urban Districts/Municipality of Shama and Asokore Mampong have residential homes. In Asokore Mampong two NGOs—SOS Children's Village and Kumasi Children's home—offers residential care facilities. In Shama, there is a private-run orphanage—Jesus is King Orphanage.

3.3 Other child protection initiatives

In all five case study Districts, the Social and Behavioural Change Communication Strategy has been implemented. The Ministry of Local Government in partnership with UNICEF has rolled out a SBCC tool kit. The toolkit is used by CDOs to sensitize communities on child rights and child protection.

As part of the process of drafting Alternative Foster Care Regulations, SWOs are mandated to identify and register foster parents and place children in such families. A total of 354 potential foster parents have been initially identified across the country, but are yet to be screened and trained. There are no foster parents that have been identified, screened, or trained as part of the interventions in the pilot districts.

As with all twenty pilot Districts, the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme is operational in the five case study Districts with 4,126 beneficiary households on the programme in Talensi; 3,220 in Lambussie-Karniee, 1,055 in Shama, 1,022 in Asokore Mampong plus an additional 903 to be enrolled, and only 48 in Upper Denkyira West.

Specific to Lambussie-Karnie, the SW\CD Department provides soft loans through village

savings and loans associations. The report shows that 50 such associations have been put in place in the District. Extension services being rolled out in the District by World Food Programme, CAMFED, GES, CDA and Ghana Social Opportunity Programme variously are addressing food security, malnutrition, school enrolment at right ages, establishment of child protection committees in schools and the provision of bursary to pupils from very vulnerable families. The SW\CD in 2015/16 carried out outreach programmes in child labour reduction, parenting education to reduce child migration among others. School feeding programs.

3.4 Resources Available for Child Protection

Decisions on public budget resource allocation and release to the SW\CD Department are made by the District Assembly. Hence, the District Assembly has a significant role in funding service delivery in relation to child protection. Table 2 presents the annual budget allocations to the SW\CD Department in 2015, together with its disaggregation per expenditure categories and the allocation percentages for the total District budget to different departments.

The 2015 budgets for the SW\CD Departments vary from GHS 305,376 in Asokore Mampong to GHS 66,765 in Upper Denkyira West. The difference between both is more or less line with the difference in population and SW\CD staff between both Districts/Municipality. The Talensi budget is high compared to the other Districts relative to its population size.

Budgets often do not equal actual expenditure. We do not have annual actual expenditures for the SW\CD Department, but the budget performance of the Total District Budget in 2014 provides an indication of the percentage of budgets actually spent. This varied between 35% in Lambussie-Karni and 81% in Upper Denkyira West.¹⁷ Therefore, it is likely that the SW\CD Departments' actual expenditures was lower than the budgets.

¹⁶ According to the new Justice for Children Policy, Juvenile Courts and Family Tribunals will be merged into one Family Court.

¹⁷ The percentage for Lambussie-Karni uses the projected Annual 2014 Budget included in the 2015 Composite Budget report.



Table 3 Budget and budget allocations for SW\CD Department in the five case study Districts (in GHS)

	Asokore Mampong	Lambussie-Karnie	Shama	Talensi	Upper Denkyira West
Total SW\CD Budget 2015	305,376	81,123	91,983	272,752	66,765
Percentage of SW\CD Budget 2015 for:					
• Compensation	72%	61%	76%	82%	81%
• Goods and Services	28%	39%	24%	18%	19%
Percentage of District Budget 2015 for:					
• SW\CD	4%	1%	1%	3%	1%
• Education, Youth and Sport	20%	15%	25%	NA*	25%
• Health	18%	3%	4%	NA*	6%
* Departmental budget data are not available (NA) in the 2016 Composite Budget of the Talensi District Assembly.					

Source: Own calculations based on Composite Budgets of the District/Municipal Assemblies of Asokore Mampong, Lambussie-Karni, Shama, Talensi and Upper Denkyira West of the fiscal years 2014, 2015 and 2016.

The SW\CD Department is allocated a very minor share of the total District Budget. For the fiscal year 2015, in three Districts the SW\CD Department was allocated around 1% of the total District Budget. This was slightly higher in Asokore Mampong and Talensi, where the percentages were 4% and 3% respectively. Nonetheless, the Districts seem to allocate a slightly higher percentage to SW\CD compared to other Metropolitan, Municipal and District Assemblies (MMDAs). The 2015 Costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.¹⁸ Compared to other social sector departments, particularly Education, Youth and Sports, the SW\CD Department is allocated considerably less budget. As Table 2 shows, the Department of Education, Youth and Sports was allocated between 15% and 25% of the total District budget in four out of five the case study Districts in 2015. The health budget is generally less than the education budget, but

still above the SW\CD budget. In this regard, it needs to be kept in mind that national Ministries, Departments and Agencies (MDAs) may continue to be directly resourcing service delivery in education and health.¹⁹

In addition, Table 2 demonstrates that the SW\CD budget is mostly allocated towards the compensation of staff. In the fiscal year 2015, between 61% and 82% is allocated to Compensation. Goods and Services, which support the operating costs of the Department, account for a minor proportion of the Departmental budget. This is substantially higher than the proportion of total funding allocated to Goods and Services found in the 2015 Costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD budget allocated to Goods and Services was less than 10% over the period 2012-2014. The study points out that an accepted standard would be 20% and 30%. The case study Districts are in line with this standard in 2015.

¹⁸ MoGCSP and UNICEF (2015). The percentages were slightly higher in 2012 and 2013: around 1%. This is similar to the SW\CD budget allocation in Lambussie-Karni, Shama and Talensi.

¹⁹ MoGCSP and UNICEF (2015).



Across the SRP workshops, the issue of inadequate resourcing for delivering child protection services as was emphasised. A general perception of the participants was that the SW\CD Department's work was not adequately resourced by the Assembly; and, that child protection issues were not priority at the Assembly. The participants considered the success of the Initiative and putting the Policy into practice to be dependent on resource availability. In those workshops where the District Coordinating Director was present (Lambussie-Karni and Talensi), he promised to support the Initiative. Furthermore, the workshop facilitators encouraged participants to be resourceful and innovative in accessing resources.



4. The roll out of the workforce strengthening initiative

This chapter deals with the workforce strengthening initiative itself. A first section reviews the implementation of the District sensitisation, reflection and planning (SRP) workshops. The objective is not as much to assess its implementation performance but rather to understand participation (who, how) and how sensitisation, reflection and planning activities started off. This is important to comprehend how and whose practice may change as a result. The second section addresses an evaluation question regarding the relevance of the initiative, that is, how consistent the intervention approach of the initiative is with the objectives and operational plan of the CFWP.

4.1 Implementation of the district sensitisation, reflection and planning workshops

4.1.1 Participation

The rollout of the SRP workshops in the five selected districts took place between March 2017 and May 2017. A total of 161 participants from the Districts took part in the workshop with 37% (59) being female. Table 1 shows participants by actor category. Overall, the SRP workshops reached a wide variety of relevant local stakeholders, although some important actors, such as the District Coordinating Director and representatives of DOVVSU and CHRAJ, were underrepresented. The table also shows the specific numbers of participants per district and the percentage share of the total number of attendees. Asokore Mampong recorded the highest (25%), while Talensi had the lowest number (15%) of attendees.



Table 4 Number of participants in SRP workshops per type of actor *

	Asokore Mampong	Lambussie-Karnie	Shama	Talensi	Upper Denkyira W.	Total
Core formal actors	10 (24%)	6 (21%)	5 (14%)	6 (25%)	3 (10%)	30 (19%)
(Core) informal actors	5 (12%)	5 (17%)	6 (17%)	2 (8%)	13 (42%)	31 (19%)
Allied actors	26 (63%)	18 (62%)	25 (69%)	16 (67%)	15 (48%)	100 (62%)
Total	41	29	36	24	31	161

* The number include all participants that attended one of the two days of the workshop or both days.

Source: OPM, based on SRP workshop participant lists

Allied actors were in the majority with 100 participants (62%). There was nearly the same number of informal actors and core formal actors consisting of 19% of the attendees each.

Allied actors consisted of a large diversity of actors. In all workshops, District Assembly members were well represented; also participating were Officers from the Central Administrative Department (District Planning Officers and Human resource officers). Only two districts, Lambussie-Karni and Talensi, had their District Coordinating Directors participating in the workshop with Lambussie's appearing on both days. Participants in Asokore Mampong lamented the absence of the Coordinating Director given his critical role in resource allocation for the implementation of policies and programmes. Representatives of other government departments or agencies were often also represented; in particular, the Ghana Education Service (GES) and National Commission of Civic Education (NCCE).²⁰

Core formal actors were well represented at the workshops. Asokore Mampong had the highest number (10) of formal core actors, followed by Lambussie-Karnie and Talensi with 6 formal actors each. Shama and Upper Denkyira recorded 5 and 3 formal attendees respectively. Per the ILGS reconnaissance study records for formal

core actors in the districts, all or most SWOs and CDOs were present in Upper Denkyira West, Lambussie-Karnie and Asokore Mampong. Half of the CDOs attended in Shama, and less than half in Talensi.

Core informal actors such as Chiefs and Queen Mothers also well attended (chiefs were represented in all Districts, while Queen Mothers in three out of five). Upper Denkyira West stands out with 42% of its attendees being core informal actors made up of caregivers and community members which we categorised as informal actors.

In general, the Heads of the SW/CD Departments, who were in charge of mobilising workshop participants, when interviewed, expressed satisfaction with the actors represented and the turn up at the workshops. However, it should be noted that only in Asokore Mampong DOVVSU and CHRAJ attended, although in Lambussie-Karnie and Upper Denkyira West the Ghana Police Service were present. No representatives of the public health sector attended in any of the districts. In Asokore Mampong, participants felt that the workshop could have been more inclusive by including more women, children participants and representatives of slum dwellers in the district given the widespread child protection challenges prevalent in such localities. The absence of the information services department of the district also came up as a concern because of their needed support for the dissemination of

20 Other government departments and agencies that attended in some districts were: Department of Food and Agriculture (Upper Denkyira West), Ghana Immigration Service (Lambussie-Karnie), Ghana National Fire Service (Lambussie-Karni and Shama), NSS (Asokore Mampong), National Youth Authority (Asokore Mampong and Shama), Prison Service (Asokore Mampong)

information about the policy.

The flexible use of language at the workshops facilitated participation. While two districts, Lambussie-Karni and Talensi, used English throughout with simultaneous interpretation in the local language for some informal actors, two others, Upper Denkyira West and Shama, used the local language throughout with very little English. Asokore Mampong balanced the use of both English and local language. Overall, participants across the different actor categories were vocal and able to voice their opinions, although with some variation from district to district. Informal actors were somewhat less expressive in Lambussie-Karni and Talensi, which was likely related to the use of English.

Facilitation was sensitive and responsive to individual differences, interests and levels of capacity and rate of absorption. On the whole participants across case districts showed appreciable level of understanding proven by feedback during recap sessions, group work presentations and general discussions and questions. The near zero attrition over the two days also confirms participants sustained interest and commitment to the workshop.

4.1.2 Sensitisation, reflection and planning activities

The SRP workshop followed the planned schedule in all districts with facilitation varying in approaches and illustrations to fit contexts. Participants could relate well with the sensitisation sessions that explained the policies' background, CFWP formulation processes and the content of both Child and Family Welfare Policy (CFWP) and the Justice for Children Policy (J4CP); the latter receiving less emphasis than the former. Sensitisation highlighted the complementarity of the formal and informal systems and actors. The concepts of child protection, childhood, family, and community cohesion as well as principles that underpin the policies were explained in detail.

The extent of emphasis on aspects of the policies varied from district to district depending on participants' questions and comments and contributions. Emerging issues with varying degree of emphasis in some of the districts revolved around child protection concerns, actor roles, child and childhood definition and child rights. In Asokore Mampong, for example, there was a lengthy debate on roles between Social Welfare and DOVVSU over domestic violence issues, while in Upper Denkyira West the traditional chief and the Police Officer engaged over their traditional and legally mandated roles so far as the management of sexual offences of incest, rape and defilement are concerned. In explaining the policy in Shama, emphasis was laid on the need for actors to be proactive to ensure prevention and to move away from being reactionary and legalistic. Again, there was emphasis on complementarity and not competition or substitution. This was stressed in all districts. Child protection concerns witnessed vibrant discussions among participants but with varying focus and emphasis. While participants in Shama dilated on child labour and child work, those in Upper Denkyira West were particularly concerned about the concept of child rights which was perceived to be undermining parental control over their children. Overall, participants appeared to grasp the issues being discussed which was evidenced by the follow-up questions, contributions and recap session on day 2.

Sensitisation was directly followed by reflection at individual and group level to assess current roles and possible alternative ways of working in terms of work approaches, actor collaboration and linking in ways that reflect the ideals of the policies. The idea of collaboration among actors was a common topic of reflection across case districts. Challenges identified included financial constraints, potential clashes in roles and lack of commitment by actors to the entire process.

District planning sessions followed the reflection session. All districts maintained the reflection groups for the planning assignment except in



Lambussie-Karnie where the six groups for reflection were reorganised into five. Guidance for the planning also stressed ownership of the processes and activities. A District Focal Person was nominated in all districts, which was the head of Social Welfare or/and Community Development. Across Districts, participants were urged to test and experiment new ideas, interventions for prevention and response to child protection issues. The time frame was given as 5 weeks for all districts. Participants were provided with templates for the planning but with the flexibility to decide which issues of child protection to select for intervention. The commonest child protection issue across districts was teenage pregnancy. Others were child labour (in illegal mining), child marriage, child neglect, school dropout and gambling. The commonest interventions strategies were sensitisation, awareness, raising and public education targeting community members, children and schools, parents among others in almost all districts.

The workshops ended with a session on learning and documentation that was relatively short in two districts (Lambussie-Karnie and Upper Dekyira West and with less active participation compared to the previous sessions. The idea of documentation for evidence purposes was understood by all across districts but same cannot be said about the concept of learning. The planning template captures documentation methods which were also easily understood by participants.

4.2 Relevance of the initiative

This section addresses the evaluation question 'How consistent is the intervention approach with the objectives and operational plan of the CFWP?'.²¹

4.2.1 Methodology

The evaluation question is answered by assessing three criteria:

- **Consistency of objectives:** The aim and expected change of the WFS initiative are consistent with the CFWP's objectives and strategy.
- **Consistency of approach:** The policy to practice process promoted by the WFS initiative (e.g. using a problem driven iterative adaption approach, giving local agents discretion to try different solutions) is consistent with the CFWP's envisioned reform process.
- **Consistency of target population:** The social welfare actors targeted by the WFS initiative are consistent with the actors targeted by the CFWP.

The criteria are assessed by examining, firstly, the degree of consistency between the initiative's implementation document and CFWP policy document and implementation plan; and, secondly, the degree of consistency perceived by key national policy stakeholders between the initiative and the Policy at the start of the implementation of the initiative. This is based on a document review that was carried out at the end of March 2017 and key informant interviews with the members of the Technical Working Group (TWG) of the initiative during April and May 2017.²²

4.2.2 Findings

The overall finding is that the intervention approach of the WFS initiative is very well aligned with the objectives and operational plan of the CFWP. Document review and key informant interviews with TWG members indicate that the initiative's objectives, approach and target population are consistent with the CFWP and its operational plan. There is a risk of emerging inconsistencies regarding: the workforce

²¹ This refers to Detailed Evaluation Question 1.1. in the Evaluation Matrix.

²² The following TWG members were interviewed: Mr. Paul Avorkah (Department of Community Development, MLGRD), Mr. Benjamin Otoo (Department of Social Development, MoGCSP), Mrs. Helena Obeng-Asamoah and Mr. Chris Lartey (Department of Children, MoGCSP), Mrs. Emelia Allan (UNICEF) and Dr. Margaret Sackey (ILGS).

capacities required to achieve the initiative's objectives, the non-binding and adaptive nature of the guidelines, the compliance of bottom-up produced solutions with national standards, and the lack of common understanding of the initiative's primary target population.

Consistency of objectives

The objectives and the expected changes of the initiative that are reported in the initiative's implementation document do well reflect the objectives, strategies and actions included in the CFWP policy document and operational plan. The initiative addresses Objective 4 of the CFWP that aims to build the capacity of institutions and service providers. The initiative's objective to develop guidelines is included as a milestone of the Policy's Strategy 4.1. 'Social Welfare Resources and Capacity Building'. This Strategy also highlights curriculum reform in partnership with tertiary level educational institutions, which Objective 4 of the initiative addresses.²³ Beyond Objective 4 of the Policy, the initiative also contributes to its Objective 1 about Strengthening community structures by targeting informal SWAs, building their capacity, creating awareness and developing guidelines. In addition, the expected changes mentioned in the initiative's implementation document well reflect intended changes implicit in the CFWP, such as:

- strengthening the role of, involvement of and collaboration with chiefs and queen mothers (included in Policy Strategy 1.1);
- supporting the complementarity of formal and informal SWAs (Policy Strategies 1.3 and 1.4. promote the government providing services when community structures fail or are not an option);
- increasing SWAs awareness (included in the CFWP implementation plan);

²³ Objective 4 of the initiative is the review of ILGS academic curricula to include comprehension, application and evaluation of the Child and Family Welfare and Justice for Children Policies and its practical application in the management development and training.

- increasing the number of issues dealt with (see the Policy's Objective to more effectively prevent and protect children from all forms of violence, abuse, neglect and exploitation).

The interviewed TWG members agree that the objectives of the initiative and the Policy are aligned. They did not observe inconsistencies.

The stakeholders appreciate that the SRP workshops well addressed the objectives of the Policy. The interviewed TWG members highlighted two key objectives of the initiative: (1) to increase SWAs understanding about the Policy and its concepts, and (2) to bring about change how the SWAs work—in terms of collaboration, linking formal and informal sectors, more emphasis on prevention and working in line with the Policy. This seems to be in line with the two types of expected changes presented during the SRP workshops: conceptual change (i.e. change in the way child and family welfare is conceptualised) and institutional change.²⁴

While overall the document review and key informant interviews indicate that the initiative and Policy are very well consistent in terms of objectives, we observe a **risk to this consistency in two areas:**

- 1. Capacity building.** The capacity building of the SWAs through the initiative's sensitisation, reflection and planning process is unlikely to cover all the capacity needs of SWAs to translate the Policy into practice. Several of the interviewed TWG members acknowledge this. They see the SWAs in need of wide range of skills, such as facilitation skills, community engagement skills, resource mobilisation, networking, record keeping and social work competencies. The initiative will not be able to build all these skills. However, if these skills are needed to achieve the initiative's objective to bring about actual change in how SWAs work, there could be a misalignment between expected change and the capacity

²⁴ ILGS (2017) Powerpoint presentation 6 about the Reflection process used at the SRP workshops.



building strategy that the initiative is pursuing. The SWAs' capacity to experiment with new ideas and try out new solutions is likely to be influenced by their current skill level. And, in case they experiment beyond their skill level, it will be important to quality assure their actions and involve skilled staff to avoid potential harm and conflicts with statutory procedures.

2. **Guidelines.** The initiative is meant to develop guidelines that clarify roles, responsibilities and actions of the key stakeholders in the child and family welfare system. According to the initiative's implementation document the guidelines will be non-binding and encourage on-going adaptation. A potential tension may develop between the clarity of roles and responsibilities that the Policy seeks—which may require some form of standardisation—and the non-binding and adaptive nature of the guidelines that will emerge. In general, the TWG members see that guidelines taking the form of a broad framework that will guide different actors to understand their roles (and their boundaries) and how to do things rather than standard operating procedures. However, several interviewed TWG members acknowledge that there is uncertainty what the guidelines will cover and how they will be applied across contexts.

4.2.2.2 Consistency of approach

The approach that is presented in the initiative's implementation document is well aligned with the principles and strategies included in the CFWP policy or operational plan. The initiative uses a Problem-driven, Iterative Adaption (PDIA) approach, which main features are: local focus, openness to learning and experimentation, trust in the autonomy of local actors, leadership at the local level, and support & stewardship of higher institutional levels. This approach is well aligned with the Policy in terms of:

- relying on local problem solving instead of importing best practices;

- establishing guidelines and practices that fit the context of Ghana;
- providing local agents discretion and flexibility to try different solutions;
- dual leadership between local and higher levels since MoGCSP is expected to act as technical lead of the Policy while MMDAs are to ensure local ownership and implement MMDA-specific action plans.

In addition, the initiative emphasises documentation to support learning and to provide evidence about changes taking place in the districts. This is in line with the Policy's strategy to improve the evidence base of the impact of expected reforms. Finally, the planning and reflection events target multiple actors, both formal and informal, which is consistent with the Policy's strategy to strengthen the collaboration between formal and informal actors and ensure effective coordination of the child and family welfare system at all levels.

The interviewed TWG members consider the bottom-up, experiential learning approach as generally appropriate and promoting elements of the Policy. However, some are mindful that locally-developed solutions and action need to be linked to national standards. The key informants acknowledged many advantages of the initiative's approach, such as promoting ownership, continuous learning, engagement with multiple perspectives and attention to local context, which are in line with the Policy's strategy. Some TWG members explicitly expressed the bottom-up approach as relevant and appropriate, in particular given the decentralisation policy. However, they also saw some challenges to the approach, such as it being time consuming in terms of local engagement, requiring good facilitation skills and the risk of coming up with changing or unrealistic ideas. Several TWG members were particularly mindful of the need for bottom-up ideas and actions to take into considerations national CP standards or for local actors (particularly, informal) not to overstep the

boundaries of roles in terms of deciding on CP cases.

The key informants understand the district activity plans to mainly operate at district level. No vertical linkage with national operational plans is foreseen. It is not clear whether this would be necessary as district and national operational plans are meant to integrate activities at different levels among different stakeholders. Nonetheless, some interviewees consider this missing link between district activity plans and national frameworks to be a potential challenge. For example, during the SRP workshops district level actors have expressed that some issues need to be addressed at national level rather than in district activity plans. It is not clear how such proposed actions would filter upward.

4.2.2.3 Consistency of target population

The Social Welfare Actors referenced in the initiative's implementation document are well aligned with the target population of the relevant strategies implied in the CFWP policy document. The initiative's implementation document indicates that it focuses on the capacity development of *social welfare actors* and their practice at district level. The CFWP implicitly refers to target groups throughout the document, which in general align well with how the SWAs are defined in the initiative because:

- the initiative includes both formal and informal actors, as emphasised by the Policy;
- social workers of CSOs are considered SWAs, which is consistent with the Policy's Strategy 4.2. to build alliances with CSOs;
- a wider range of 'allied' sectors is invited to the SRP workshops, which aligns with the Policy's strategies to strengthen linkages across sectors and programmes;
- the initiative engages regional stakeholders periodically, which aligns with the Policy's objective to coordinate child and family welfare at all levels.

While the interviewed TWG members did not observe any inconsistencies between the target groups of the initiative and the Policy, they did not have a common understanding about which actors are the primary target population of the initiative. Some interviewees expect the initiative to change the practice of a wide range of district stakeholders, going beyond the SWAs defined in the initiative's implementation document, such as CHRAJ, DOVVSU, assembly members and teachers. Another interviewee considers the target population to be the SWAs, nuancing that CSO are considered SWAs to the extent that they work around CP issues; and, DOVVSU and CHRAJ are not considered the primary target population but are invited to follow-up meetings to the extent that they have physical presence in the districts. One other interviewee argued to focus the primary target population on the Social Welfare Officers, as they require a major shift in their work practice. The Policy's implementation plan does not provide much guidance in this regard. Strategy 4.1 of the Policy identifies 'key line staff' as the target group whose capacity needs to be strengthened. However, the Policy does not define the 'key line staff'.

With regards to groups that are not included in the initiative's implementation, one interviewed TWG member observed that children were not of the SRP process. This is important to note since the Policy promotes the principle of the child's right to be heard in matters affecting their life. However, while children did not participate in the SRP process, they have been consulted during preparatory reconnaissance visits.





5. Situation of the child protection workforce

5.1 Awareness and understanding of the policies

The Reconnaissance study (ILGS, 2016) sought to establish the understanding of the CFWP and J4CP among some core formal and informal actors as well as representatives of allied sectors, such as the District Central Administration. Overall the district reports suggest that respondents interviewed during the study did not demonstrate an adequate knowledge of either of the two policies even though some of them were aware of their existence. If some awareness existed, it was mostly among SWO or CDO. In some districts the District Coordinating Director and police officer interviewed were aware that the policies were launched. The Study does not provide much information about the knowledge among informal actors, but it seems that in some districts community leaders had heard about the CFWP during community activities as part of the rollout of the social and behavioural change toolkit.

At the SRP workshops, there was no specific exercise to determine the awareness level of participants, so it is difficult to make any meaningful assessment of the level of awareness and understanding of the policies at that point.

Our observation confirms that, particularly among formal and allied actors, there was some level of awareness about the existence of the policies because actors had been involved in the validation of the CFWP before.

By the end of the policy sensitisation session at the SRP workshop, participants seem to have gained knowledge beyond general awareness that the policy exists. Participants generally appeared to understand the principles of the policy and engaged in nuanced discussions and debates about key concepts and definitions. This was evidenced by participants highlighting and discussion, among others, the importance of collaboration among actors, the role of the extended family and the concept of a child and childhood.

5.2 Current practice of child protection actors and expected changes

We define practice as the decisions and actions that child protection actors take to ensure quality services for children and families along a continuum of care. While the District Reconnaissance study by ILGS include a section on child protection practice, it provides limited information on practices of child protection actors.



It rather describes corrective measures used by parents, teachers and community members to protect children.

We received SW\CD Departmental quarterly reports from Lambussie-Karni, Talensi and Asokore Mampong. These reports provide insight in the current and past practice of the core formal actors. SWOs and CDOs take on a number of different roles and responsibilities. They have been involved in sensitisation and education activities regarding a range of child protection concerns (e.g. child marriage, teenage pregnancy) at community level; sometimes using schools as an entry point. The SBBC toolkit is hereby implemented in specific communities. It should be noted that CD staff do not only engage communities around child protection issues. For example, in the first quarter of 2017 the Asokore Mampong CD unit mostly engaged communities or households around other topics, such as payment of levies to the Assembly.

An important responsibility of the SW\CD Department is to manage case work. The case work is traditionally handled by the SWOs. We have not received comparable data at the moment to compare case work across districts. Based on limited data, the number of cases handled seem low. For example, in Lambussie-Karnie and Talensi the Department handled respectively 32 and 18 maintenance cases over the two-year period 2015-2016 (maintenance cases being the most common type of case work). In Asokore Mampong, the Department addressed 3 maintenance cases in the first quarter of 2017. Abuse cases are rare. In Lambussie-Karnie, only 5 child abuse cases were managed during 2015-2016; in Talensi, according to the 2016 Progress Report of the Talensi Medium Term Development Plan only one case of abuse (children, women and men) was reported to the SW\CD Department in 2016. No abuse case was report in the 2017 first quarter report of Asokore Mampong.

In addition to the above-mentioned activities, the District SW\CD Departments take care of justice administration, support programmes like LEAP and the National Health Insurance, support Persons with Disabilities, facilitate and monitor NGOs active in the Districts, and register and inspect certain social services such as orphanages. The degree of activity in justice administration is likely associated with the presence of Family Tribunals, Juvenile Courts and Child Panels in the Districts (as well as other factors, such as population size of the district). For example, in Asokore Mampong, where a Family Tribunal and Juvenile Court is present, two acting probation officers adjudicate on cases brought before the Court/Tribunal and 3 social enquiry reports were submitted to the Juvenile Court in the first quarter of 2017. This contrasts with Lambussie-Karnie where the Department handled 3 juvenile court cases and 3 social enquiry reports over a two year period 2015-2016, while handling 8 Child Panel cases; a Child Panel being present in the District, while Juvenile Courts and Family Tribunals are not.²⁵

Given the focus and diverse nature of the SRP workshop participants, there was limited discussion about actual practice at the workshop. However, the following practices and required change were mentioned across the workshops:

- A need to use a proactive rather than a reactive approach in child protection practice, focusing on prevention.
- The importance of a more child-centred response to child protection issues. It was deemed important for children to be considered as stakeholders and allow for children's meaningful participation.
- A need to engage more closely with communities and making direct contact with families and children; acknowledging the important role of traditional authorities in child protection, in particular Queen Mothers.

²⁵ When comparing being Asokore Mampong and Lambussie-Karnie it is important to keep in mind that the population size of the former is six times that of the latter.



5.3 Current formal coordination and collaboration and expected changes

In three out of five districts there is not an inter-agency mechanism to formally and specifically coordinate child protection and child welfare concerns at the district level. Child Protection Committees at the district level have only been operationalised in Lambussie-Karnie and Upper Denkyira West. In Upper Denkyira West also Community Child Protection Committees have been formed in 8 communities, while in Talensi Child Protection Teams have been active in 20 communities. Only in Lambussie-Karnie has a Child Panel been established to coordinate formal and informal actors in child justice issues. A Social Services Sub-Committee is constituted in all Districts, but not necessarily active in coordinating child protection issues.

Our findings (as illustrated in the case studies) suggest that the SW\CD Department is interacting with different other formal actors, in particular the gender desk officer, Assembly members and CSOs. The Departmental reports also demonstrate that the SW\CD Departments collaborate with other sectors (such as education and judiciary) and protective programmes (such as LEAP and NHIP). As mentioned above, collaboration with DOVVSU is very limited. At the Asokore Mampong SRP workshops, participants indicated that the main mechanism for collaboration was through referrals. However, there does not seem to be a formal mechanism outlining a referral system that is clear and well defined for different actors to follow, avoid confusion and increase commitment to accountability. In the SW\CD Departmental quarterly or annual reports few referrals are mentioned.

During the SRP workshops, the participants acknowledged and agreed with the importance of collaboration in different stages of the promotion, prevention and response to child and family welfare concerns. In several workshops the participants recognised that currently cases are handled individually by formal organisations without consulting other formal actors. The challenge of coordinating with DOVVSU also came up and actually follow up on cases, which seems hampered by DOVVSU not having a permanent presence in the Districts. Furthermore, coordination with actors within the Assembly was also considered important in ensuring that elements of the Policy are contextualised and that the Policy is reflected in the medium-term development plans.

5.4 Current linkages between formal and informal child protection actors and expected changes

Interaction between formal and informal actors varies from district to district. Our findings indicates that relatively high interaction between the SW\CD Department and traditional authorities in Lambussie-Karnie and Asokore Mampong, while low or relatively low interaction in the other districts. This will require further investigation because it interesting to note that does not seem to be associated with the presence of community-level child protection structures. Neither in Lambussie-Karnie nor Asokore Mampong have Community Child Protection Committees been established, while in Talensi child protection teams have been active in 20 communities although interaction with traditional authorities is reported to be low. This could be explained by challenges that the SW\CD Department report in terms of inadequate support of some community members in the implementation of the programme promoting the child protection teams.



During the SRP workshops, participants acknowledged the need for further collaboration and consultation between formal and informal actors. They agreed that they needed to increase the range of actors they currently work with. However, participants appreciated that challenges remain how the formal and informal system can agree on how to manage certain issues. While informal actors handling a case can be appropriate in certain cases, there are others, especially those where the child has survived a criminal offence that need to be dealt with by the formal system. Participants were of the view that the capacity of informal actors needed to be built so that that they can effectively execute their role and know the boundaries in dealing with cases.



Evaluation of Child Protection System Strengthening at District Level

Case Study Appendix



Introduction

This appendix presents information for each of the five case study districts. The five case study districts are Asokore Mampong, Lambussie Karnie, Shama, Talensi, and Upper Denkyira West. It draws on all available information on the general and child-protection specific context of the district, the rollout of the workforce strengthening initiative in the district, and the situation of the child protection workforce at start of the initiative in terms of their awareness of the Child and Family Welfare Policy, their practices, coordination, collaboration and linkages.

It is the information for presented here that has been synthesized into the main situational report which accompanies this report. The evidence presented there is based on mixed methods data collection using extensive document review, observational research and key informant interviews. National, district and implementation information have been reviewed. For each of the case study districts we requested progress reports from the Social Welfare and Community Development (SW\CD) departments with support of the members of the Technical Working Group. However, we only received documentation for three of the districts. In addition, we observed the Sensitisation, Reflection and Planning workshops in each of the case study districts during the period March to May 2017. We collected data on the sensitisation, reflecting and planning process and on the topics discussed as it could enrich the situational analysis. In addition, in each district we interviewed the head of the SWCD department to collect information on presence of child protection actors and structures. A list of documents reviewed is presented at the end of the report



District case
study Profile:

**Asokore
Mampong**





6. District Profile for Asokore Mampong

6.1 General context of Asokore Mampong²⁶

Asokore Mampong Municipality (AMM) is located in the Ashanti Region of Ghana. It is an urban district situated to the North-East of Kumasi Metropolis. Although small in land size (23.91 km²)²⁷, it is densely populated. According to the 2010 population census the Municipality has a population of around 304,815, which translates into 12,746 persons per square km. Inter-censal population growth between 2000 and 2010 equalled 8.68%. Population growth was partly due to net immigration.²⁸ Based on 2010 census data, 36% of the Municipality population were born outside the Municipality.²⁹

²⁶ This section draws on the 2010 housing and population census result for Asokore Mampong Municipal unless otherwise stated (GSS, 2014a)

²⁷ Development Plan for Asokore Mampong Municipal 2014-2017

²⁸ Ghana Statistical Services, 2014.

²⁹ The birthplace of a person is defined in the 2010 census as the locality of the usual residence of the mother at the time of birth.



Figure 1 Location of Asokore Mampong



There are 72,478 households with an average household size of 4 which is consistent with the regional average. The district has a youthful population: around 46% of the population are aged 19 and under. Children consist of 40.6% of members of households. Based on the same 2010 census data, 59% of household heads are estimated to be male versus 41% female. The proportion of household population consisting of the extended family members is 51.6% while the nuclear family constitute 30% of households. The proportion of population in the Municipality with disability is 3%.

The Municipality is one of the 30 districts in the region. The Municipality is a new district, it was

carved out of Kumasi Metropolitan Assembly in 2012 following its rapid population growth. The new Municipal is made up of 10 electoral areas and one constituency.³⁰ In addition, it is administratively divided in three zonal councils and 10 Unit Committees. The Municipal Assembly counts 15 Assembly Men and women (10 elected and 5 appointed).³¹ At the end of 2014 the Municipal actual revenue amounted to GHS 3.8 million, which was financed for 25% by internally generated funds.³²

30

31 This excludes the Municipal Chief Executive nominated by the president and the Member of Parliament whose constituency falls within the Municipality (Development Plan for Asokore Mampong 2014-2017)

32 Composite Budget of the Asokore Mampong Municipal Assembly



Asokore Mampong is ethnically heterogeneous. Although it is located in the Ashanti region, only 41% of its population are from the Akan Ethnic group. The Akans follow a matrilineal system of inheritance. The remaining 59% the population are therefore not indigenous to Asokore Mampong and follow a patrilineal system of inheritance.³³ 38% originate from ethnic groups from Northern Ghana, 11% belong to the Guan ethnic group, 8% belong to the Ga –Dangme ethnic group, and 3% belong to the Ewe ethnic group. Islam is the dominant religion (55% of population).³⁴ There is one chief who is the head of the Traditional Authority. The Zongo communities are also governed by their traditional/religious leaders named the Imams and tribal chiefs.

The majority of the working population in Asokore Mampong are engaged in commerce, consisting of financial institutions, markets, wholesalers/retailers, transportation, hospitality etc. Manufacturing is the second largest employer. 67% of the district is economically active, among which 93% is employed while 7% is unemployed. Only 5% of households in the Municipal are engaged in agriculture.³⁵ The Municipality accommodates three markets: Asawese market, Yam market and Aboaba market; the first two have importance beyond the Municipality.³⁶

In terms of social amenities, the Municipality has 277 different educational facilities. This is made up of 93 pre-schools, 101 primary schools, 76 junior high schools, 5 senior high schools, 1 tertiary school and 1 special needs school. Around 77% of the population is literate,³⁷ and 19% of the population is aged 3 and above have never been to school. The Assembly has one Public health facility (Sepe Dote Health Centre) located at Sepe Timpom and ten (10) private hospital/clinics. Also, there are six (6) Community Health Based Planning and Services (CHBS) zones and twenty-nine (29) outreach sites.

The poverty head count rate is 3.3% compared to 14% for the entire Ashanti region. The Ghana Poverty Mapping report notes that Asokore Mampong ranks 212 out of 216 on the league table of poverty incidence.³⁸

With regards to specific child protection services, there are two children's homes: The Kumasi Children's home and the SoS Village.

for the 2016 Fiscal Year. The 2014 Actual Internally Generated Funds amounted to GHS 969,593.

33 Ghana Statistical Service, 2014

34 Ghana Statistical Service, 2014

35 Ghana Statistical Service, 2014

36 The Composite Budget of the Asokore Mampong Municipal Assembly for the 2016 Fiscal Year.

37 Population aged 11 years and over who can read and write any language.

38 Ghana Statistical Service 2015



Table 1 Summary of background context of Asokore Mampong

Characteristics		Asokore Mampong
Geography	Region	Ashanti region
	Locality	Urban
Demography	Population ³⁹	304,815
	Proportion of children and adolescents (19 and below) ⁴⁰	46%
Administrative structure	Year of creation	2012
	District Assembly Structure	15 Assembly Men and women 10 electoral areas and 1 constituency
Economic activities	Key economic activities ⁴¹	Commerce, manufacturing
Social development	Poverty headcount ⁴²	3.3
	Gini coefficient ⁴³	32.6
	Health facilities presence ⁴⁴	1 public health facility and 10 private hospitals/clinics.
	Education facilities presence ⁴⁵	277 educational facilities
	Literacy rate ⁴⁶	77%
	Net primary enrolment rate ⁴⁷	40.3
	Net secondary enrolment rate ⁴⁸	24.7
Culture	Number of LEAP beneficiaries	1,022 ⁴⁹
	Main religion	Islam
	Inheritance system	Matrilineal

6.2 Child protection context of Asokore Mampong

6.2.1 Child protection concerns

There is limited secondary information on child protection concerns for Asokore Mampong. The Reconnaissance Study undertaken by ILGS in 2016, however, highlighted a number child protection concerns related to gambling, early sex, smoking marijuana, watching pornographic videos, alcoholism, prostitution, and theft. According to the same study, such concerns are driven by poverty leading to a neglect of parental responsibilities, breakdown of traditional values, family breakdowns, peer pressure and inadequate prevention activities. In response to these child protection concerns, the Reconnaissance Study highlighted a range of “corrective” practices that are used by parents, teachers and community members. These three actors were perceived to be responsible for child protection

³⁹ Ghana Statistical Service, 2014

⁴⁰ Ghana Statistical Service, 2014

⁴¹ Ghana Statistical Service, 2014

⁴² Ghana Statistical Service, 2015

⁴³ Ghana Statistical Service, 2015

⁴⁴ Ghana Statistical Service, 2014

⁴⁵ *ibid*

⁴⁶ *ibid*

⁴⁷ EMIS 2014/2015

⁴⁸ *ibid*

⁴⁹ Based on data sent by UNICEF, March 2017

and family welfare in the district. The corrective practices involved a range of actions including physical and emotional punishments such as kneeling down, ignoring, shouting, beating, and starving, insults and so on. For many children, such practices instilled a sense of fear which suppressed their self-confidence and their ability to express themselves. Notably among teachers, issue of defilement of student was raised with some mentioning the growing practice of ‘sex for grades’.

A range of child protection concerns were raised in the sensitization, reflection and planning (SRP) workshop. Participants mentioned the prevalence of child labour, child marriage, child neglect, petty crime, and delinquency, physical and emotional abuse of children in their district. The lack of law enforcement on the part of the police was blamed for delinquency as bars and drinking spots are not policed. Participants discussed at length the participation of young girls in the practice of *kaayaye*⁵⁰ given the urbanised nature of the Municipality. Respondents discussed the worrying trend of older *Kayayee* girls using young girls as baby sitters which limited their attendance in school. The 2014 Child Protection Baseline Research Report confirms that girls migrate from several regions to Kumasi after Junior High School to work as head porters, which makes them vulnerable and many become pregnant or return home with sexually transmitted infections.⁵¹

According to a survey reported in the Medium Term Development Plan for Asokore Mampong (2014 to 2017), just over a third of sampled respondents were orphaned; around a fifth of sampled respondents experienced some form of child poverty. Other difficult situations that children experience include child abuse, child labour, and child trafficking.

6.2.2 Child protection actors, structures and services

We define three categories of child protection actors. First, we identify a group of core formal actors which includes two actors—Social Welfare Officers (SWO) and Community Development Officers (CDO)—for whom child protection is their core mandate. Second, we identify a group of core informal actors who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources. Finally, we identify a third group of *allied* child protection actors, which includes actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, district gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

On the other hand, we define child protection structures as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to services as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. There can be crossover between structures and services. Table 2 below shows the range of actors, structures and services involved in child protection in the Municipal.

⁵⁰ This is a Ghanaian term that refers to young girls who work as head porters in large urban cities. Girls typically migrate from rural areas in the northern regions of Ghana.

⁵¹ Government of Ghana (2014)



Table 2 Child protection actors, structures and services in Asokore Mampong

Child protection actors and structures		Present in the Municipality
Actors		
Core Formal Actors	Social Welfare Officer	✓
	Community Development Officer	✓
Core Informal Actors	Chiefs	✓
	Queen Mothers	✓
Allied Actors	District Gender Desk Officer	✓
	CHRAJ *	x
	DOVVSU *	x
	NGO/ FBO	✓
	District Girl Child Education Officer	✓
	NCCE	✓
Structures and services		
	Social Service Sub Committee	✓
	Child Protection Committee	x
	Child Panels	x
	Residential homes	✓
	Juvenile Court	✓
	Family tribunal	✓
	Remand homes	x

* No DOVVSU nor CHRAJ staff are physically based Kumasi metropolis.

Source: OPM, March 2017

In terms of core formal actors, the Municipality has 10 Community Development Officers and 6 Social Welfare Officers.⁵² The current staffing level of 16 exceeds the maximum staff required by the Local Government Services (LGS) which prescribes a maximum of 9 professionals in the entire Department.⁵³ Despite the current workforce exceeding the Local Government Service maximum requirement, the heads of the Community Development and Social Welfare Units were not unanimous in their view that current number of SWOs was adequate, although agreed that staff were able to undertake their duties even in the context of insufficient

resources.⁵⁴ The Reconnaissance Study indicates that equipment (office space, computers, projectors, photocopiers, transportation) are considered inadequate. For example, the CDOs were confined into a small space which implied that staff had to run a 'shift system' with regards to who sat inside the main office reducing staff productivity.⁵⁵ In addition, actors also perceived there to be gaps in their ability to undertake appraisals, public speaking, M&E, use of technology and report writing.

The Social Welfare Unit and Community Development Unit have been merged in one

⁵² ILGS, 2016

⁵³ In the new administrative structure, this Department has now been renamed Department for Social Development.

⁵⁴ ILGS, 2016

⁵⁵ ILGS, 2016

Department of Social Development. The head of the Social Welfare Unit is leading the Department. Following the merger, there still appear to be some confusion in the roles and responsibility between CDO and SWO. For example, when asked to articulate their roles and responsibilities during the SRP workshop, one participant noted: *“this merging at the SW and CD on the ground is still very confusing”* (OPM, March 2017). Nonetheless, actors described their roles and responsibilities in relation to child protection to involve sensitization, complaints handling, alternative dispute resolution, and provision and linkage to services (OPM, March 2017).

As shown in Table 2 above and as observed in the SRP workshop, Traditional Authorities play an active role in child protection although their role revolve mainly around mediation and sensitization within communities. Examples of activities mentioned include settling marital disputes, participating in marriage ceremonies, and organizing community durbars on child protection issues.

A large number of allied actors are active in the Municipality as shown in Table 2 above. While DOVVSU has no staff permanently based in the Municipality, it handles domestic violence matters and all queries related to criminal offences committed against children from Kumasi. This was reiterated by DOVVSU representative in the SRP workshop. However, there appeared to be no consistent approach to handling child protection cases. For example, victims can report issues of child abandonment to the SWO or the mother

and baby unit at the main teaching hospital. DOVVSU representatives and SWO perceived there to be an overlap in their respective roles and responsibilities with each Department having a different approach to handling similar cases. Workshop participants were of the view that while DOVVSU follows a legalistic approach, while SWO follows a welfare approach with a strong emphasis on mediation and reconciliation.

The CHRAJ representative in Asokore Mampong described the role that CHRAJ plays to be mostly referral, with majority of cases referred to the DSW or DOVVSU following deliberation by senior members of staff. However, the lack of transportation typically hindered any possibility of follow up. The District Gender Desk officer, and District Girl Child Education Officer, similarly described their role to mainly involve sensitization and referral to other players that played a larger role in service provision: SWO, NGOs, DOVVSU.

There are six main NGOs offering child protection services in Asokore Mampong.⁵⁶ Out of these two NGOs—SOS Children’s Village and Kumasi Children’s home—offers residential care facilities. NGOs described their role as filling the void in service provision left by the state providing shelter and in-kind support to vulnerable children and parents.

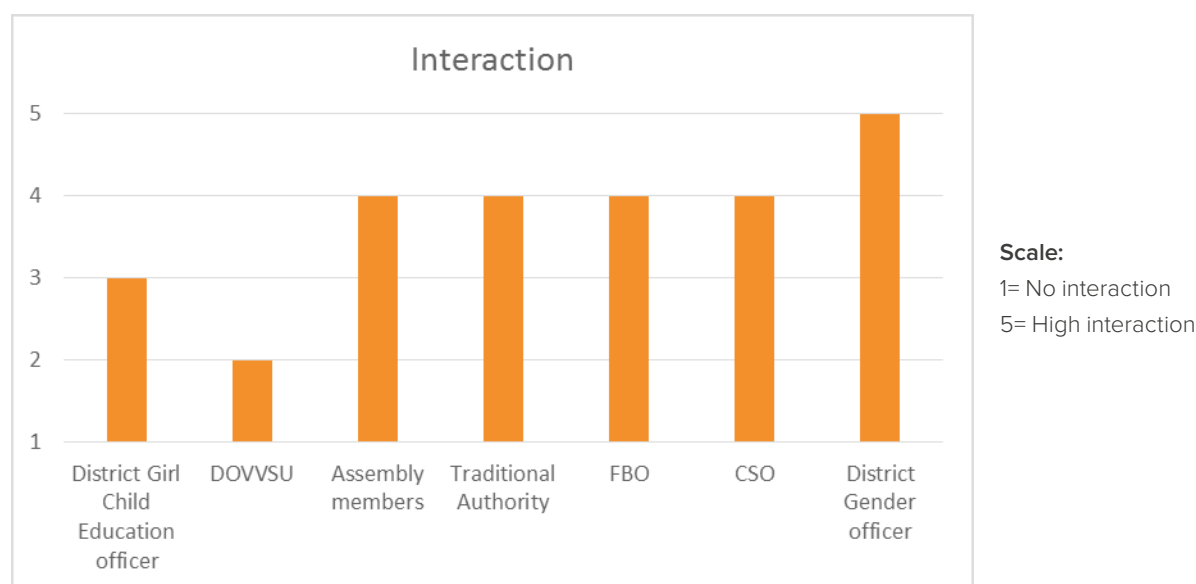
Figure 2 presents the degree of interaction between the core formal actors (SWOs\CDOs) and other actors based on the judgment of the Social Welfare Municipal Director.⁵⁷ What stands out is the relatively limited interaction between SWO/CDOs and DOVVSU and the relatively strong interaction with the district gender officer.

⁵⁶ ILGS, 2016

⁵⁷ The Director was asked to rate the degree of interaction of the SW/CDO office with different child protection actors on a scale from 1 to 5, with 1 being no interaction and 5 being high interaction.



Figure 2 Degree of interaction between SWO\CDO and other actors



Source: OPM, March 2017, based on interview with the Asokore Mampong Social Welfare Municipal Director

Related to child protection structures, Asokore Mampong does not have Child Panel and Child Protection Committees in existence. The first quarter social welfare unit report highlights the lack of funds as a hindrance to the establishment of Child Panels. However, in accordance with the Local Government Act (1993) the Executive Committee of the Municipal Assembly has a Social Services Sub-Committee. This consist of 19 members.⁵⁸ The committee is mandated to meet every quarter, the last meeting was held over six months ago (OPM, March 2017).

6.2.3 Other child protection initiatives

As part of a broader initiative promoting social behavioural change, the Ministry of Local Government in partnership with UNICEF is rolling out a SBCC tool kit. The toolkit that is used by CDOs to sensitize communities on child rights and child protection has already been rolled out in Asokore Mampong Municipality.

Additionally, as part of the process of drafting Alternative Foster Care Regulations, SWOs are mandated to identify and register foster parents and place children in such families. A total of 354 potential foster parents have been initially identified across the country, but are yet to be screened and trained. There is currently no foster parents in place in Asokore Mampong although the SW Director indicated that the list compiled includes two foster parents from Asokore Mampong Municipality.

As with all 20 pilot districts, the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme is operational in the district. There are 1,022 beneficiary household on the programme. The last payment was done in February this year (2017). As part of the ongoing scale up of the programme, it is expected that a further 903 households will be enrolled.

⁵⁸ The members are: A Chairman (Assembly man), 4 other Assembly Members, Social Welfare (Municipal Director) Social Welfare (unit head), 3 Government Appointees, 2 elected members, 2 Assistant Directors from the central Department, Directors of GES, Health, Agriculture, 1 representative from HR Department and 1 Environmental Officer.

6.2.4 Resources available for child protection

Decisions on public budget resource allocation and release to the Social Welfare and Community Development (SW\CD) Department are made by the Metropolitan, Municipal and District Assembly (MMDA). Hence, the MMDA has a significant role in funding service delivery in relation to child protection. Table 3 presents the annual budget allocations to the SW\CD Department in 2014 and 2015 (column 2 and 3). In addition, it shows the actual amounts spent in 2015 as at the end of June of that same year, and the 2016 budget projection included in the 2015 Municipal Composite Budget. The bottom row of the table indicates the percentage of the total Municipal budget or actual expenditure that the SW\CD budget or actual expenditure account for.

Table 3 Budget allocations and actual expenditure for SW\CD Department in Asokore Mampong Municipality (in GHS)

Expenditure categories	Budget 2014	Budget 2015	Actual 2015 (Jan-June)	Budget Projection 2016
Compensation	139,745	205,017	0	217,481
Goods & Services	181,599	86,077	54,365	66,168
Assets	34,535	14,282	0	0
Total SW\CD	355,879	305,376	54,365	283,649
% of Total	5.9%	4.1%	2.5%	2.8%

Source: Own calculations based on the Composite Budget of Asokore Mampong Municipal Assembly for the fiscal years 2014, 2015 and 2016

In 2014 and 2015 respectively, 5.9% and 4.1% of the total Municipal budget was allocated to the SW\CD Department. This was projected to decrease to 2.8% in 2016. This is relatively low compared to other social sector Departments. For example, in the fiscal year 2015 respectively 18% and 20% of the total budget was allocated to health and education, youth & sport. Nonetheless, Asokore Mampong Municipality seems to allocate a higher percentage to SW\CD compared to other MMDAs. The 2015 costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.⁵⁹

Table 3 also suggests that expenditure performance of the SW\CD Department (i.e. actual spent compared to the budget) is below the total budget performance as the percentage of actual spent on SW\CD by June 2015 was only 2.5% of total actual expenditure of the Municipality, which means that the Municipality was spending less on SW\CD than planned. In addition, Table 3 demonstrates that in 2015 and 2016 a relatively high proportion of the SW\CD budget is allocated towards the compensation of staff compared to goods and services and assets. In 2015, only 28% is budgeted for goods and services, which support the operating costs of the Department. This is, however, substantially higher than the proportion of total funding allocated to goods and services found in the 2015 costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD allocated to goods and services was less than 10% over the period 2012-2014.

At the SRP workshop, the issue of resources was emphasised by participants. They perceived the success of the initiative to be function of resource availability. A general perception of the participants

⁵⁹ MoGCSP and UNICEF (2015) Investing in Children earns Huge Dividends, Report on Investment, Budgeting and Economic Burden of Child Protection Violations in Ghana.



was that Departments work plans were not adequately resourced by the assembly, with priority given to physical and infrastructural projects. Others were of the view that the Assembly found the Department burdensome, incurring cost and but generating very little by way of income. As one participant lamented: *“I do not know if our superiors do not appreciate our work. We are always in workshops learning but we do not implement any of the things we learn”*. Another participant added: *“Assembly keeps saying Social Welfare Officers, will survive. We are not sure of the commitment of our superiors to these efforts... We are seriously marginalised. Our work plans are never responded to by the Assembly. They still owe my transport allowance for over six months. They keep tossing me up and down and playing me among three officers. One day I met all of them in their offices and demanded my refund. They just laughed at me. I still have not been paid”*. The groups were however encouraged to be resourceful and innovative in thinking about access to funding. In particular, churches were seen as a potential source of resource.

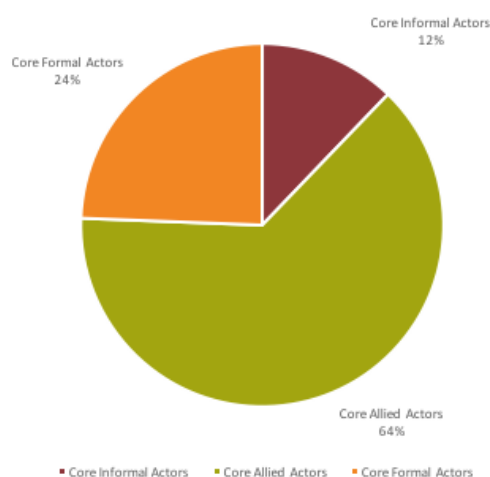
6.3 Rollout of workforce strengthening initiative in Asokore Mampong

6.3.1 Implementation of the sensitization, reflection and planning workshop

6.3.1.1 Participation

The SRP workshop took place between 15th and 14th March 2017. Over the two days, there were 41 participants in attendance (besides 2 UNICEF participants) of which 44% were female. Figure 3 shows participants by actor category. The majority of participants (64%) were allied actors. There was a large diversity of allied actors consisting of youth leaders, police service, prisons service, Assembly members, NCCE, National Youth Authority, National Service, Secretariat, NGO/FBO, Gender Desk officers, DOVVSU, and Judicial Service. In terms of core formal actors, almost all CDOs (8) attended, joined by two SWO (including the Director of Social Welfare).

Figure 3 District level participation at workshop



Source: Own calculations, based on ILGS data, March 2017

The workshop facilitators and Municipal Director of Social Welfare SWO were of the view that nearly relevant stakeholder groups were represented. It was expected that the Municipal Coordinating Director would participate; instead he delegated attendance to another colleague who has been involved in the regional workshops and had earlier engaged in the validation of the CFWP. According to one district-level government participant, the participation of the Municipal Coordinating Director would have helped in prioritizing the Department needs, understanding demands and new ethics required to meet the objectives of the policy, and thus helping to access resources at Assembly level. The first quarterly report of 2017 also highlights prolonged delays responses from the Municipal Coordinating Director following submission of memos. Some participants felt that the workshop could have been more inclusive by: inviting more community women; representatives from a nearby slum given the widespread child protection challenges faced; and, representatives from the information service Departments because of their needed support for the dissemination of information about the policy to the entire Municipality.

In general, the workshop facilitation was sensitive to participants' diversity and interests. The sessions were highly participatory combining individual reflections and group discussions and with active participation by all stakeholder groups. During discussions, all stakeholders were eager to share lessons and experiences. The local language (Twi) and English were used simultaneously to facilitate the active participation by informal actors in discussions—evidenced by the fact that they asked questions continuously—and a good understanding of concepts. However, participants felt that two days are insufficient for the full assimilation of concepts and the content of the policy.

6.3.1.2 Sensitisation, reflection and planning activities

The workshop covered the content and activities as outlined in the schedule. It was emphasised that change was not the sole responsibility of the formal actors, but that the translation of the policy into practice requires all actors to be involved. While the J4CP was presented, emphasis remained with the CFWP. Complementarity between the two policies was little discussed. In relation to the CFWP, its key tenants were highlighted: collaboration, emphasis on prevention, child friendliness and participation, family centeredness, linkages. For example, it was emphasised that the policy aimed to encourage collaboration and not competition particularly between formal and informal actors.

Reflection was organised in four groups, which were divided per their functional role (public servants, assembly members and Traditional Authorities, NGOs and security related actors). Reflection focused on current and future roles, responsibilities and collaboration. Not all groups fully understood the reflection task and more time was needed to reflect on the topics.

Reflection sessions were followed by a planning process based on a planning template. The importance of stakeholder's ownership of the plan was emphasised. Participants were

instructed to select 3 major issues that can be addressed in the short term (5 weeks). The groups were expected to plan according to what they can do and within the remit of existing resources. Four heterogeneous groups were randomly formed, on average of about 10 people, to develop four separate district plans, which would subsequently be consolidated. The Head of the Community Development Unit (rather than Head Social Welfare Unit) was selected as District Focal Person responsible for the coordination of the follow-up on the district planning. The District Focal Person was nominated by the Regional Director of the Department for Community Development prior to the SRP workshop. A seven member 'subcommittee' was constituted to support the District Focal Person with coordinating the planned activities. Here the selection was random, based on who volunteered or took the initiative.

The workshop ended with a session on learning and documentation. The session placed more emphasis on documentation than learning. Participants contributed little in this session. No templates were providing for the recording of learning and documentation of issues in the roll out of the plans.

6.4 Situation of the child protection workforce

6.4.1 Awareness and understanding of the policies

During the SRP, it appears that the majority formal and allied actors had at least heard of the CFWP. Many had been part of an earlier workshop to validate the policy. In contrast, informal actors had limited knowledge about the policy. While participants were aware of the broad lines of the policy (i.e. as the reference point for child protection), they lacked a detailed understanding of its core principles and its implication on their roles and responsibilities. These observations corroborate with the findings of the Reconnaissance Study which found that *"respondents could not demonstrate adequate*



knowledge of the CFWP and JACP even though some of them were aware of their existence” (ILGS, 2016).⁶⁰ The Reconnaissance Study also found that SWO and CDO “could not indicate any knowledge of the JACP”.

At the SRP workshop participants engaged with the information provided about the CFWP. The information provided generated ample discussions as participants tried to interpret these in terms relevant to them. Participants generally appeared to understand the principles of the policy and engaged in nuanced discussions and debates about key concepts and definitions. The Queen Mother, for instance, gave one of the most practical cases of collaborative work with other actors confirming her understanding and grasp of the issues being discussed. Participants questioned whether in the Ghanaian context a social definition of a child, rather than a legal definition was more appropriate. Similarly, the emphasis of the role of the family in the policy was questioned, with many participants cautioned over emphasis of the policy on extended family systems in Ghana given that the extended family system was perceived to be collapsing. The ensuing debates and questions, and examples given by participants is indicative of participants increased understanding of policy and its key features and principles. Participants understanding was facilitated by the freedom given by participants to use a Ghanaian language. At the end of the first day, participants demonstrated their understanding of the policy by recalling some of its key principles laid out in the policy. For example, one participant remarked: “*The best interest of the child principle is what has stayed with me*”. That said, participants also indicated that they still needed to fully assimilate the content of the policies.

6.4.2 Current practices of child protection actors and expected changes

We define practice as the decisions and actions that child protection actors take to ensure quality services for children and families along a continuum of care. While the Reconnaissance Study of Asokore Mampong (ILGS, 2016) includes a section on child protection practice, it provides limited information on practices of child protection actors. It describes measures used by parents, teachers and community members to protect children, such as advising, beating & caning, making children kneel or reporting children to parents.

The quarterly reports of the SW and CD Units provide information on current practice. The 2017 first quarter report points to SW and CD taking on a number of different roles and responsibilities. The CDOs were involved in organising mass meetings, adult education, home visits, extension services and self-help. These activities cover issues beyond child protection. During the 2017 first quarter, child protection was one topic of discussion during the home visits and the extension services were reported to support the implementation of the CFWP. The SWOs are more directly involved in child protection issues. The SW Unit has three core programmes: justice administration, community care and child rights promotion and protection. As part of the first programme, probation officers adjudicate on cases brought before the Family Tribunal Juvenile Court at Asokore Mampong and SWOs submit social enquiry reports to the Juvenile Court (3 reports were submitted in the first quarter of 2017). In addition, the SW Unit makes referrals to legal aid services and counsels on fostering services. Community care involves a range of activities: working with Persons with Disability (PWD), social education, support to Livelihood Empowerment against Poverty (LEAP) programme, facilitating and monitoring NGO activities and registration unto the National Health Insurance Programme. Finally, as part of its child rights promotion and

⁶⁰ The Reconnaissance Study collected information from formal and informal actors, including allied actors such as Gender Desk Officer, DOVVSU and Municipal government staff.

protection programme the SWOs register and inspect day care centres and orphanages; and handles a diverse child protection cases. During the 2017 first quarter three child maintenance cases, one paternity case and four child custody cases were brought forward.⁶¹ The 2017 first quarter report suggests that inadequate funds hindered monitoring of service providers and sensitization activities, and led to low reporting of cases.

Given the focus and diverse nature of the SRP workshop participants, there was limited discussions in Asokore Mampong about actual practice. However, we made some valuable observations:

- Currently, it appears that child protection actors follow a reactive rather than a proactive approach in their practice. The reactionary nature of current practice was attributed to the limited resources, which hindered outreach activities in communities.
- Actors acknowledged the limited engagement and participation of children in decision making and issues that affects children's wellbeing. This was a consistent theme throughout the workshop. Accordingly, different actors expressed their intention to modify the ways in which they currently interact with children to be more child centred and allow for children's meaningful participation. It is however not clear how actors will be enabling and promoting meaningful participation of children throughout all the stages of the continuum of care.
- Stakeholders identified the need for improvement in physical environment when interviewing children. This was similarly raised in the 2017 first quarterly report of the Community Development Unit.
- The SWO indicated their current limited capacity to deal with children in alternative care.

- It was discussed that actors needed to ensure that their decisions made in their practice reflect local culture such as the engagement of Imam in child protection issues that occur within Zongo communities.

6.4.3 Current formal coordination and collaboration and expected changes

In Asokore Mampong Municipality there is not an inter-agency mechanism to formally and specifically coordinate child protection and child welfare concerns at the district level. Child Protection Committees at the district or community level have not yet been operationalised.

The relationship between the Social Welfare Unit and Community Development Unit and NGOs requires both an authority role as well as coordination and collaboration roles. The Social Welfare Unit has some oversight responsibilities to assure that services provided by NGO's meeting quality standards that are established by the government. For example, this includes oversight over day care centres, education programs, and children's homes. During the first quarter of 2017 the SW Unit inspected 26 day care centres and started the registration process of 6 day care centres. It also carried out an inspection of the resident home from SOS Children Village, and monitored two other registered NGOs. At the same time, social welfare units have a supportive and coordinating role in ensuring common knowledge, skills, and practices; advocating and supporting registration of NGO's where needed; identifying gaps in services and common approaches for filling the gaps; and monitoring family and community needs. The 2017 first quarter reports indicates that the SW Unit carried out this supportive role. Overall, the data from the 2017 quarterly report confirms that the Asokore Mampong SW/CD Department is actively engaged with CSOs and FBOs (see Figure 2 in section 2.2). The Reconnaissance Study (ILGS, 2016) also points to existing collaboration between SWOs/CDOs and CSOs,

⁶¹ Department of SW/CD of Asokore Mampong Municipal Assembly (2017) 2017 First Quarter Report of SW Unit.



churches, schools and other organised groups. During the SRP workshop the role of churches was highlighted and the need for them to come on board to address child protection concerns.

During the SRP workshop, the participants acknowledged and agreed with the importance of collaboration in different stages of the promotion, prevention and response to child and family welfare concerns. The notion of complementarity and non-competition was stressed throughout the discussions. The importance of collaboration was also seen from the point of view of cost efficiency, where a broader set of actors implied lower costs. The need for collaborative efforts to enhance the achievement of the child protection efforts is also recommended in the Asokore Mampong Reconnaissance study by ILGS.

A first step to enhanced coordination and collaboration is for actors to understand each other's roles and responsibilities. As mentioned before, the SRP workshop brought to light some misalignments in roles, particularly between Social Welfare and DOVVSU. The workshop facilitated an enhanced understanding and steps to realign and redefine roles. Participants acknowledged that an understanding of each other's roles and mandates could facilitate more regular meetings and further strengthen collaborative practices.

The main mechanism for collaboration identified by actors during the SRP workshop was through referrals. Currently, child protection allied actors such as DOVVSU, the gender desk officer and CHRAJ indicated they refer cases when necessary to SWOs. However, there is no formal mechanism outlining a referral system that is clear and well defined for different actors to follow, avoid confusion and increase commitment to accountability. During the discussions, it emerged that, in the instances where referrals are made, there is often no follow up of the cases, and as such outcomes of the process are unknown. It is interesting to note however that, in spite of the lack of a formally spelt out referral system coordination still takes place.

The SRP workshop participants also emphasized the importance of coordination with other actors of the Assembly for whom child protection was not a direct mandate but whose actions had implications for the protection of children. The assembly and unit committee members are identified as major partners in collaboration regarding social education programmes. Currently, there is a lack of coordinated approach to data management, and information management systems are weak. It is interesting to note the use of informal channels of communication and new technologies such as a WhatsApp groups is also discussed in the Activity Plans as mechanisms to facilitate collaboration. The sharing and pooling of resources was seen as one mechanism of facilitating coordination. For example, the use of the Behavioural Communication Change toolkit by other actors mentioned in this regard.

6.4.4 Current linkages between formal and informal child protection actors and expected changes

The CFWP encourages linkages between formal and informal actors to promote, prevent and respond to child protection concerns. The participants of SRP workshop agreed with the need for further collaboration and consultation between formal and informal actors. Informal actors play an important role on issues and minor offences committed by children with communities typically playing a mediation role as explained above. However, workshop participants discussed that while informal actors handling a case can be appropriate in certain cases, there are others, especially those where the child has survived a criminal offence that need to be dealt with by the formal system. Doing broader consultation with informal actors for inputs on cases was generally regarded as an approach to take.

Additionally, while Traditional Authorities are widely respected and listened to, some participants raised the issue that the decisions taken might sometimes be driven by socio-cultural

norms and beliefs which, on occasion, might be conflicting with what is in the best interest of the child and his/her family and might not be always the most appropriate for the survivor and/or in her/his best interest. For example, one case of defilement was presented by a Queen Mother, in which she described how she worked with police and health actors as well as the family to reach a positive outcome for the survivor. For this reason, participants were of the view that the capacity of informal actors needed to be built, to increase their knowledge and understanding about child protection issues as *“not every respectable looking person [could] handle child protection issues... Everybody needs serious training in order to handle protection cases”*.

Workshop participants mentioned some main areas of change as a result of the policy. First, while informal actors already collaborate with Assembly members, schools and FBOs, informal actors anticipated increasing collaboration with formal actors such as the units of social welfare and community development, DOVVSU, NCCE and CHRAJ. Government actors agreed that the CFWP requires more collaboration with community actors to educate on the policy and expand networking and referrals. Reflecting the principle of child friendliness, actors anticipated engaging and building linkages with children and children’s groups working at community level and the use of child friendly ways to address children’s issues. As one Queen Mother explained: *I now know I must make myself accessible to young people. I must help to identify issues affecting children in my community*. Informal actors also expressed the need to conduct more advocacy and education on the content of the policies in the communities.

6.4.5 District Activity Plans

The area of focus for the CFWP and learning for Asokore Mampong Municipality is the broader category of children that are neglected and/or abused (physically and verbally) with a focus on capacity building of responsible staff to care and support them. This focus is inclusive and reflects the CFWP’s holistic approach to child and family welfare and protection rather than selecting more narrow categories of children as the primary focus. The entry points during week 1 emphasize the stakeholders, the community, and capacity building of the various actors through workshops and meetings. During week 2, specific sensitization and awareness activities are planned, although it isn’t clear the specific focus of the sensitization (CFWP; needs of children and families; etc.). During week 3 there is more focus on the underlying causes and solutions of child abuse and neglect, engaging specifically with Chiefs and Queens, and continuing awareness creation on child neglect. During week 4, use of case study, more specific education of faith-based organizations and schools, and creation of community committees are planned. During week 5, 2 of the 4 groups identified specific action plans (community visits to learn about reported cases and implementation of at least 5 community committees). The Policy Implementation Plan focused heavily on the Traditional leaders and informal actors with strong collaboration and linkages between the formal and informal actors.

For the 3-months plan, the actions focus on evaluation and assessment, learning more about community cases, sensitization, lobby and initiating and capacity building of community committees. These interventions are addressing one side of the problem but isn’t really developing specific services that can support and respond to child abuse and neglect cases.



District case study Profile:

Lambussie Karnie



7. District Profile for Lambussie Karnie⁶²

7.1 General context of Lambussie Karnie

The Lambussie-Karnie District, with Lambussie as its capital, is one of the 11 administrative Districts of the Upper West Region of Ghana. The District lies in the north-western corner of Ghana, bordering Burkina Faso to the north. It therefore serves as a national gate way to Burkina Faso through Wa – Hamile trunk route.⁶³

⁶² This section draws on the 2010 housing and population census result for Lambussie Karnie District unless otherwise stated (GSS, 2014a)

⁶³ Composite Budget of the Lambussie-Karni District Assembly for the Fiscal Year 2016.



Figure 4 Location of Lambussie-Karnie



The District has a total land area of 811.9 km². According to the 2010 Population and Housing Census, it has a population of 51,654, made up of 24,952 males (48.3%) and 26,702 females (51.7%). Based on these numbers the population density is 63.6 persons per km², which is relatively low and is testimony of its rural character. Per 2010 Census, 86.7% of the population lived in rural areas. With the growth rate of 1.9 %, the population for 2016 was projected at 57,542.⁶⁴ The population growth puts pressure on the resources of the District i.e. farmlands, economic and social infrastructure etc.⁶⁵

Per 2010 Census, there are 7,524 households with an average household size of 6.8 which is above the regional average and well above the national average of 4.4. The District has a youthful population: around 54% of the population are aged 19 and under. Children constitute 43.6% of members of households. Based on the same 2010 census data, 73% of household heads are estimated to be male versus 27% female. The household structure in the District is largely the extended family system as the majority households (53.6%) consist of the extended family members. Nuclear family accounts for 17.4% of households. The proportion of population in the District with disability is 4%.

64 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

65 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

The District was carved from the then Jirapa-Lambussie District in 2007. It is sub-divided into four Area Councils namely, Karnie, Hamile, Lambussie and Samoa; and 25 Unit Committees of 5 members each making a total of 125 unit committee members in the District.⁶⁶ The District Assembly counts 36 Assembly members (25 elected and 11 appointed).⁶⁷ At the end of 2014 the District actual revenue budget amounted to GHS 3 million, of which 4% (GHS0.1 million) were internally generated funds, 96% (GHS2.9 million) were grants of which 24% was from the Government of Ghana and 72% from NGOs.⁶⁸

Lambussie-Karni District has one paramountcy (Lambussie Kuoro) which serves as a symbol of authority of the people. The traditional area has 10 divisional and 13 sub-divisional chiefs. The District is made up of two main ethnic groups, the Sissalas and Dagaabas. There are other ethnic groups such as the Waala and the Lobi. Other minor ethnic groups found in the area include Moshi, Walas, Akan, Wangara, Gurunshi and Fulani. The District practices patrilineal system of inheritance. The major religions are Christianity (50.7%), Islam (25.5%)⁶⁹ and traditional African religion (19.2%).

The Lambussie-Karni District is mainly an agricultural District, with majority of the population engaged in crop farming, livestock keeping, fishing, weaving, shea-butter extraction and other related trading activities. The sector employs about 72.5% of the population.⁷⁰ There are two dams in the District which serve as sources of livelihood for many people during the dry season. Farming activities are mainly on subsistence basis, rearing of small ruminants; trading and local poultry keeping are some of the main economic activities of the people and serve as their source of income.⁷¹

The District has a very poor road network which makes transportation of farm produce difficult. The existing road infrastructure is in a deplorable situation; no one of the District's road is tarred.⁷²

In terms of social amenities, the Lambussie-Karnie District has 101 basic schools, made up of 39 Kindergartens, 35 Primary Schools, 25 Junior High Schools and 2 Senior High Schools. Due to the dispersed settlement pattern in the District, some settlements are beyond commutable distances from Junior High Schools, implying that a number of children are not able to access Junior High School due to distance. Total enrolment in all basic schools during the 2014/2015 school year was 17,311 pupils, consisting of 51.2% boys against 48.8% girls.⁷³ 43.5% of the population is literate,⁷⁴ and 49.1% of the population aged 3 years and above has never been to school.⁷⁵ In terms of health facilities, the District has one polyclinic, five health centers, ten functional Community Health Planning and Services (CHPS) compounds and two private health facilities. There are few health personnel available per patient. The Nurse-Patient ratio stands at 1:1,638 and the Doctor-Patient ratio is 1:57,542.⁷⁶

The poverty head count rate is 73% compared to 69% for the entire Upper West region. The Ghana Poverty Mapping report ranks Lambussie-Karnie 14 out of 216 on the league table of poverty incidence.⁷⁷

During the presentation at the 2017 District Composite Hearing in October 2016, the District Budget Officer identified the District's main development issues to be: inadequate technical know-how in agricultural mechanisation, high levels of environmental degradation,

66 Community Development unit of the Lambussie-Karnie District.

67 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

68 The Composite Budget of the Lambussie-Karnie District Assembly for the 2016 Fiscal Year).

69 Ghana Statistical Service, 2014

70 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

71 Ghana Statistical Service, 2014

72 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

73 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

74 Population aged 11 years and over who can read and write any language.

75 Ghana Statistical Service, 2014

76 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

77 Ghana Poverty Mapping Report, Ghana Statistical Service 2015



poor hygiene practices and inadequate hygiene education, inadequate educational infrastructure, inadequate health infrastructure and personnel, weak internal revenue mobilisation, high level of unemployment among the vulnerable and the excluded, and inadequate women representation and participation in public life and governance. For the period 2014-2017 the District's development focus is on transparent and accountable governance, infrastructure and human settlements development, human development, productivity and employment, and accelerated agricultural modernisation and sustainable natural resource management.⁷⁸

Table 4 Summary of background context of Lambussie-Karnie District

Characteristics		Lambussie-Karnie
Geography	Region	Upper West region
	Locality	Rural
Demography	Population ⁷⁹	51,654
	Proportion of children and adolescents (19 and below) ⁸⁰	54%
Administrative structure	Year of creation	2007
	District Assembly Structure	36 Assembly members 4 council areas and 25 Unit Committees
Economic activities	Key economic activities ⁸¹	Agriculture
Social development	Poverty headcount ⁸²	73
	Gini coefficient ⁸³	48
	Health facilities presence ⁸⁴	1 polyclinic, 5 health centers, 10 functional Community Health Planning and Services (CHPS) compounds and 2 private health facilities
	Education facilities presence ⁸⁵	39 Kindergartens, 35 Primary Schools, 25 Junior High Schools and 2 Senior High Schools
	Literacy rate ⁸⁶	44%
	Net primary enrolment rate ⁸⁷	93
	Net secondary enrolment rate ⁸⁸	48
	Number of LEAP beneficiaries	3,220 ⁸⁹
Culture	Main religion ⁹⁰	Christianity
	Inheritance system	Patrilineal

78 Mujeeb-Rahman (2016) Presentation at the Lambussie District Assembly 2017 District Composite Budget Hearing

79 Ghana Statistical Service, 2014

80 Ghana Statistical Service, 2014

81 Ghana Statistical Service, 2014

82 Ghana Statistical Service, 2015

83 Ghana Statistical Service, 2015

84 Ghana Statistical Service, 2014

85 ibid

86 ibid

87 EMIS 2014/2015

88 ibid

89 Based on data sent by UNICEF, March 2017

90 Ghana Statistical Service, 2014



7.2 Child protection context of Lambussie-Karnie

7.2.1 Child protection concerns

The 2014 baseline study gives a general picture of the child protection landscape for the country.⁹¹ Most of their findings on child protection concerns are prevalent also in the Lambussie-Karnie District. The study mentioned child marriage, child trafficking and child labour among others.

The ILGS Reconnaissance Study in 2016 identified the following negative practices committed against children in the District: early marriage, child labour, child trafficking, parental neglect, sexual abuse, discrimination, elopement and excessive beating. The Reconnaissance Study identifies three major perpetrators as parents, teachers and the community as a whole. All three actors practice some kind of tough physical treatment on children such as beating and harsh punishment. According to the 2014 baseline report, *physical harm of children is mostly perpetrated under the guise of discipline and occurs widely at home and at school, as well as in the community.*

The Reconnaissance Study team⁹² further found negative practices self-inflicted by the children in matters of early sex, stealing, prostitution, smoking, drinking alcohol, defiling one another, physical fight and abortion. Key factors cited by respondents for being responsible for these negative practices include: poverty, neglect of parental responsibilities, lack of parental control, broken homes, single parenting, ignorance, peer pressure, curiosity and breakdown of traditional values such as communal ways of raising children. Parents, teachers, community and children articulate a range of solutions. They all prioritized education of children for their positive progress in life. Other expectations key for child survival and progress included the provision of basic needs such as shelter, food and health, training and

advising children to become responsive citizens in society were also high in the responses given in the Reconnaissance Study.

Participants at the District sensitisation, reflection and planning (SRP) workshop in May 2017 corroborated these findings from the Reconnaissance Study and further identified teenage pregnancy, child migration, elopement and drug abuse as child protection concerns in the District. The paramount chief of Lambussie-Karni who participated in the workshop declared; *I am personally interested in this policy because the rate of child protection issues is alarming in the District.*

The Ghana Statistical Service⁹³ brief background description of the District mentioned the practice of elopement as a source of concern. The service indicated that it is actually a cultural practice that targets girls and puts an abrupt end to their education.⁹⁴

It is noteworthy that the District Medium Term Development Plan (2018-2021)⁹⁵ for Lambussie-Karni under the Thematic Area: Human Development, Productivity and Employment has specifically spelt out interventions for child protection. This is quite a progressive move since DMTDP over the years have often lumped children's issues together under the provision of school infrastructure, basic health and other social amenities and leaving out interventions for child protection such as addressing child migration, child abuse, sexual abuse and so on. The DMTDP 2018-2021 has captured direct programmes to intensify public education on children's rights, the dangers of child abuse and harmful cultural practices; and has spelt out activities such as assisting in resettling abandoned and orphaned children, and educating people on the dangers of child migration and betrothal. During the SRP workshop, the District Coordinating Director/ Acting District Chief Executive confirmed this new

91 2014 Baseline Study

92 ILGS, 2016

93 <http://lambussie-karnie.ghana Districts.gov.gh>

94 <http://lambussie-karnie.ghana Districts.gov.gh>

95 Medium Term Development Plan 2018-2021



wave of change to ensure that child protection concerns are captured in plans when he said, *I will advise my planning officer to feature Child Protection as one of the cross cutting issues. These days development is shifting from physical to human development or else our physical infrastructure will go rot.*⁹⁶

7.2.2 Child protection actors, structures and services

We define three categories of child protection actors. First, we identify a group of core formal actors which includes two actors—Social Welfare Officers (SWO) and Community Development Officers (CDO)—for whom child protection is their core mandate. Second, we identify a group of core informal actors who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources. Finally, we identify a third group of *allied* child protection actors, which includes actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, District gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

On the other hand, we define child protection structures as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to services as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. There can be crossover between structures and services. Table 2 below shows the range of actors, structures and services involved in child protection in the District.

In terms of core formal actors, the District has 5 Community Development Officers and 1 Social Welfare Officer: 4 men and 2 women⁹⁷. The current Social Development workforce of the Lambussie-Karni District falls short of the minimum staffing requirement of 7 officers prescribed by the Local Government Service (LGS). During the 2016 Reconnaissance Study, the District Head of the Department of Social Welfare indicated that inadequate staffing makes their work difficult because of the size of the district. She noted the pressure staff, and indicated that the departments makes use of volunteers who do not have the requisite skills. The study further identified capacity needs in terms of training in ICT, report writing, community mobilisation skills, performance appraisal skills and public speaking. Equipment needed by the department were computers and accessories, and means of transportation.

96 OPM (May 2017)

97 ILGS Reconnaissance Study 2016



Table 5 Child protection actors, structures and services in Lambussie-Karnie

Child protection actors and structures		Present in the District
Actors		
Core Formal Actors	Social Welfare Officer	✓
	Community Development Officer	✓
Core Informal Actors	Chiefs	✓
	Queen Mothers	✓
Allied Actors	District Gender Desk Officer	✓
	CHRAJ	×
	DOVVSU	×
	NGO/ FBO	✓
	District Girl Child Education Officer	✓
	NCCE	✓
	Youth Employment Agency	✓
	Immigration	✓
	Ghana Police Service	✓
	Central Unit and Assemblymen	✓
Structures and services		
	Social Service Sub Committee	✓
	Child Protection Committee	✓
	Child Panels	✓
	Residential homes	×
	Juvenile Court	×
	Family tribunal	×
	Remand homes	×

Source: OPM, May 2017

The Mapping and analysis of the child protection system⁹⁸ for example confirm roles played by Traditional Authorities in marriages, family disputes, child abuse especially sexual related abuse;-incest, defilement, rape. However, during the workshop, participants were of the view that within the District, reporting an issue to the formal institutions constitute a betrayal of their common trust and brotherliness. There is a strong belief and position collectively held that they all as a people are one expressed in their local language as: *“Ti jaa bun yeng” (which translates as “we are all one”)*.⁹⁹ The SW\CD actors during the workshop also noted challenges such as breakdown in social norms particularly toward Traditional Authorities, the possible delays in accepting new concepts of child protection and inadequate flow of resources as factors that can affect their work.

During reflection session at the SRP, Traditional Authority representatives mentioned their roles to include organising community meetings and durbars. When asked about the challenges they perceive in their

98 UNICEF/Ghana(2012). Mapping and analysis of the child protection system

99 OPM Observation notes,2017



roles, they lamented about the loss of respect for them as law makers. According to a paper developed by Kesse¹⁰⁰ on traditional leadership in Ghana, although Traditional Authorities are authentic and time-tested institutions of governance, their role and importance has been significantly undermined by the modern system of governance at the local level.¹⁰¹ The core actors at the SRP embraced the idea of linking up with the informal core actors and considered it an opportunity.¹⁰²

Allied actors present at the District include the Gender Desk officer, NCCE, GES, CSO, FBOs, YEA Police Service and Immigration Service. In particular Allied actors from the security services perceived their expanded role in child protection to include prevention through community education against practices such as trafficking in children. They see opportunity in community engagement which they believe will open them up to the public on their services in the District. The group's plenary presentation after reflection identified a key opportunity in the policy as *helping to reinforce our mandate as service and security service providers. As we get involved in sensitisation, we will be more proactive and help to prevent abuses.*¹⁰³

During reflection session, officials from the District Assembly viewed CDOs and SWO as having the primary responsibility on child protection issues. However, other participants were of the view that more could be done by the Assembly in ensuring that (i) child protection interventions are reflected on the District Development Plans; (ii) resources for work by core actors are made available; and (iii) Traditional Authorities are mobilised and interacted with to deliver on what is expected of

them.

The CSO present at the workshop articulated their roles to include preventive actions through poverty alleviation, livelihoods, food security, education and health programming. CSO also act as advocates who put formal actors on their toes to deliver what is expected of them.

In terms of CP structures, a District child protection committee has been established in the District and they hold meetings quarterly. The committee's last meeting was in March 2017.¹⁰⁴ In addition, a Social Services Sub-committee that meets quarterly is active and their last meeting was November, 2016. In terms of CP services, justice for children service are provided through an active Child Panel. However, neither Family Tribunal nor a Juvenile court is present in the District. According to the annual report (2015/16) by the Department of Community Development and Social Welfare, 8 teenage pregnancy cases were handled by the Child Panel with 4 of them having been successfully sent back to school. Neither foster homes nor children's home is present in the District.

Figure 2 presents the degree of interaction between the core formal actors (SWOs/CDOs) and other actors based on the judgment of the District Head of Social Welfare and Community Development Department.¹⁰⁵ The SW/CD Department interacts most intensely with CSOs and the District girls' education officer compared to the other actors. The Figure also indicates that the Department already has relatively strong interaction with Assembly members and Traditional Authorities.

¹⁰⁰ Traditional leadership factor in modern local government system in Ghana-Policy Implementation, Role Conflict and Marginalization, K D Kesse, Department of Planning, Kwame Nkrumah University of Science and Technology, Ghana

¹⁰¹ Traditional leadership factor in modern local government system in Ghana-Policy Implementation, Role Conflict and Marginalization, K D Kesse, Department of Planning, Kwame Nkrumah University of Science and Technology, Ghana.

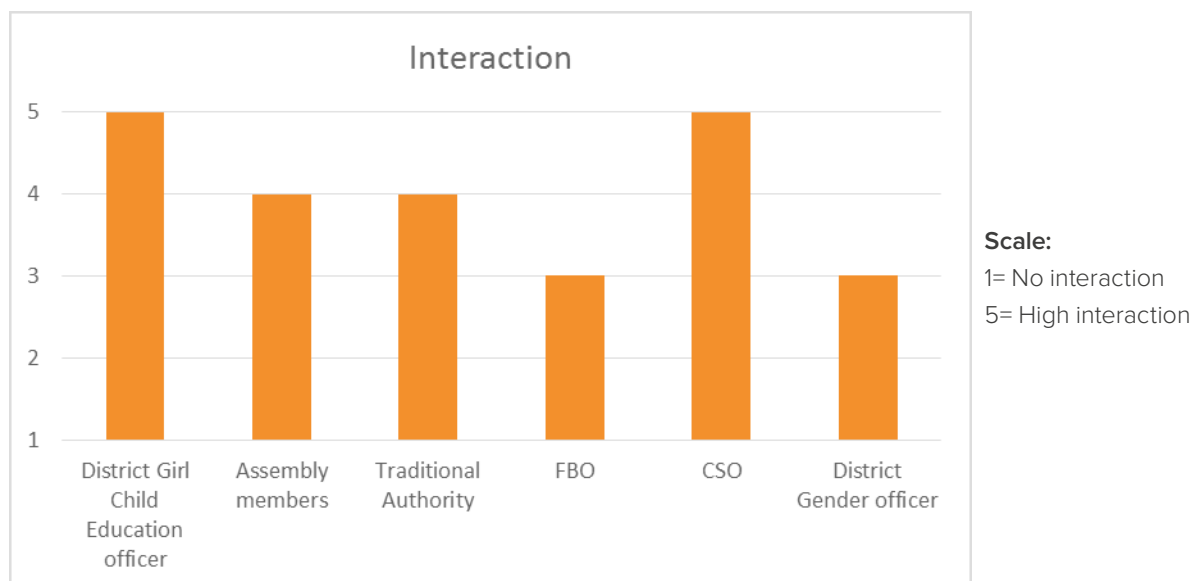
¹⁰² OPM 2017 notes during SRP

¹⁰³ OPM 2017 Observation notes, 2017

¹⁰⁴ Interview with the District Head, SW/CD, May 2017

¹⁰⁵ The Head was asked to rate the degree of interaction of the SW/CD office with different child protection actors on a scale from 1 to 5, with 1 being no interaction and 5 being high interaction.

Figure 5 Degree of interaction between SWO/CDO and other actors



Source: OPM, May 2017, based on interview with the Lambussie-Karnie District Head of Community Development and Social Welfare.

7.2.3 Other child protection initiatives

As part of a broader initiative promoting social behavioural change, the Ministry of Local Government in partnership with UNICEF is rolling out a SBCC tool kit. The toolkit that is used by CDOs to sensitize communities on child rights and child protection has already been rolled out in Lambussie-Karnie in 15 communities so far.¹⁰⁶

Additionally, as part of the process of drafting Alternative Foster Care Regulations, SWOs are mandated to identify and register foster parents and place children in such families. A total of 354 potential foster parents have been initially identified across the country, but are yet to be screened and trained. There are currently no foster parents in place in Lambussie-Karnie District.

As with all 20 pilot Districts, the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme is operational in the District. There are 3,220 beneficiary households on the programme.

According to the annual report of Social Welfare Unit and Community Development Unit¹⁰⁷ there are a number of interventions being rolled out given that poverty has been identified¹⁰⁸ as one of the key predisposing factors to child protection concerns, these interventions are primarily preventive in character and can reduce the incidence of child abuse to a large extent. Apart from the LEAP, the Department provides soft loans through village savings and loans associations. The report shows that 50 such associations have been put in place in the District. Extension services being rolled out in the District by World Food Programme, Campaign For female Education (CAMFED), Ghana Education Service (GES), Community Development Alliance (CDA) and Ghana Social Opportunity Programme (GSOP) variously are addressing food security, malnutrition, school enrolment at right ages, establishment of child protection committees in schools and the provision of bursary to pupils from very vulnerable families. The SWCD in

¹⁰⁶ Interview with District head of SW\CD, Lambussie-Karnie, May 2017

¹⁰⁷ Annual report 2015/2016, Department of Community Development and Social Welfare, Lambussie-Karnie

¹⁰⁸ ILGS, 2016



2015/16 carried out outreach programmes in child labour reduction, parenting education to reduce child migration among others.

7.2.4 Resources available for child protection

Decisions on public budget resource allocation and release to the Social Welfare and Community Development (SW\CD) Department are made by the District Assembly. Hence, the District Assembly has a significant role in funding service delivery in relation to child protection. Table 3 presents the annual budget allocations to the SW\CD Department in 2014 and 2015 (column 2 and 3). In addition, it shows the actual amounts spent in 2015 as at the end of June of that same year, and the 2016 budget projection included in the 2015 Municipal Composite Budget. The bottom row of the table indicates the percentage of the total Municipal budget or actual expenditure that the SW\CD budget or actual expenditure account for.

Table 3 Budget allocations and actual expenditure for SW\CD Department in Lambussie Karni Municipality (in GHS)

Expenditure categories	Budget 2014	Budget 2015	Actual 2015 (Jan-June)	Budget Projection 2016
Compensation	60,801	49,341	0	98,683
Goods & Services	79,753	31,782	21,274	163,425
Assets	7,100	0	0	0
Total SW\CD	147,654	81,123	21,274	262,108
% of Total	2.1%	0.9%	0.9%	3.3%

Source: Own calculations based on the Composite Budget of Lambussie-Karni District Assembly for the fiscal years 2014, 2015 and 2016

In 2014 and 2015 respectively, 2.1% and 0.9% of the total municipal budget was allocated to the SW\CD Department. This was projected to increase to 3.3% in 2016. This is relatively low compared to other social sector departments. For example, in the fiscal year 2015 15% of the total budget was allocated to education. However, with 3% of the total budget allocated to health, this social sector was also assigned limited budget. Nonetheless, Lambussie-Karni seems to allocate a slightly higher percentage to SW\CD compared to other MMDAs. The 2015 costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.¹⁰⁹

Table 3 also suggests that expenditure performance of the SW\CD department (i.e. actual spent compared to the budget) is similar to the total budget performance, given that the percentage of actual spent on SW\CD by June 2015 was 0.9% of total actual expenditure of the District, which means that the District was spending resources on SW\CD that were in line with what was planned for the overall year.

In addition, Table 3 demonstrates that in 2014 and 2015 the District allocated budgets in varying proportions towards the compensation of staff and goods and services. In 2015, 61% was budgeted for compensation of staff while 39% for goods and services, which support the operating costs of the Department. This was more or less the reverse in 2014. The budget allocation to goods and services in Lambussie-Karni District is substantially higher than the proportion of total

¹⁰⁹ MoGCSP and UNICEF (2015) Investing in Children earns Huge Dividends, Report on Investment, Budgeting and Economic Burden of Child Protection Violations in Ghana.

funding allocated to goods and services found in the 2015 costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD budget allocated to goods and services was less than 10% over the period 2012-2014. Table 3 also points out that the compensation of staff is not necessary spent as planned. By June 2015 no budget was actually spent on staff compensation.

At the SRP workshop, the issue of resources was emphasised by participants. They perceived the success of the initiative to be function of resource availability. A general perception of the participants was that Department's work plans were not adequately resourced by the Assembly, with priority given to physical and infrastructural projects. Others were of the view that the Assembly found the department burdensome, incurring cost and but generating very little by way of income. As one participant lamented: *"There has been scores and scores of budgets and planning but they do not get anywhere. What is the local Government doing?"* Participants were promised by the central administration unit and confirmed by the head of administration, the District coordinating director that District plans are henceforth going to capture child protection concerns.¹¹⁰

7.3 Rollout of workforce strengthening initiative in Lambussie-Karnie

7.3.1 Implementation of the sensitization, reflection and planning workshop

7.3.1.1 Participation

The SRP workshop took place between 2nd and 3rd of May 2017. Over the two days, there were 29 participants in attendance of which only 17% were female.¹¹¹ Figure 3 shows participants by actor category.

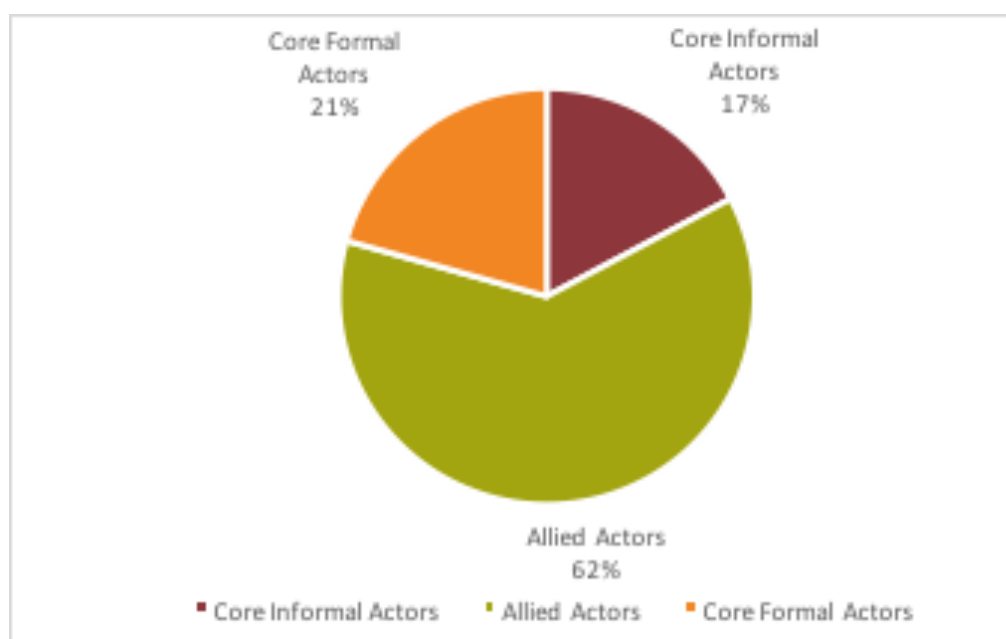
The majority of participants were allied actors, such as Assembly members, staff of the District Central Department, representatives of other government departments (e.g. Ghana Immigration Service, National Fire Service, Ghana Police Service, Ghana Education Service) and CSOs and FBOs. The District Assembly was represented by the District Coordinating Director, Human Resource Officer and the Planning Officer who were present over the 2 days. There were three CSOs at the workshop: Community Development Alliance (CDA), Women Integrated Development Organization (WIDO), and Partnership for Rural Development Action (PRUDA). In terms of core formal actors, all the 6 SW\CD staff participated. Core informal actors included the Chief of Lambussie-Karnie who attended for only day. Representatives of the Queen Mother and the Chief also attended.

110 OPM Observation notes

111 OPM Observation notes, May 2017



Figure 6 District level participation at workshop



Source: Own calculations, based on ILGS data, May 2017

English language was used throughout. Some of the Traditional Authority representatives were assisted with simultaneous interpretation in the local language. This limited their participation as they hardly asked any questions or contributed. The CSO and the SW\CD representatives were the most active and articulate during discussions. The DCD stayed for both days of the workshop. According to the District Head of SW\CD all relevant sectors were present.

7.3.2 Sensitisation, reflection and planning activities

The workshop followed planned arrangements without any significant changes. Sensitisation sessions focused on the policies' background, policy formulation processes and policy content. The complementarity of the two policies was explained to reflect their expectations in institutional and operational changes as they relate to the formal and informal systems and actors; and the reconceptualization of child protection in the country context. Concepts of childhood, family and community cohesion as well as principles that underpin the policies were

also explained. Six groups were put together for the reflection exercise. The groups were: Social Welfare and Community Development; District Assembly and Assembly members; Security Services; FBOs and CBOs; and Traditional rulers and Caregivers. Following individual and group reflections, plenary presentations by each group were done. All groups pointed out opportunities being offered by the Policy. The most common opportunity expressed was the space for work with all actors in a collaborative manner especially collaboration between formal and informal actors. Challenges identified included financial constraints, potential clashes in roles and lack of commitment by actors to the entire process.

Following the reflection session, the planning session began. This was preceded by detailed explanation of what is expected. It was explained that the main purpose of the planning activities was to translate the policy into practice. The participants were encouraged to reflect the following principles in their planning: non-discrimination, best interests of the child, right to survival and development and right to be heard (child participation). Participants were also urged

to be guided by beliefs and values that promote family cohesion, common responsibilities of children, families and the community. Ownership of the processes and activities were stressed. Definition of roles, communication channels and coordination measures were stressed to be incorporated into the planning which is to span over a period of 5 weeks. Finally, participants were encouraged to test and experiment new ideas, interventions for prevention and response to child protection issues.

Participants were put into five groups for the planning activities. The groups were SW\CD, Security Services, Central Unit and Assembly members, Social Services and CSO/FBO/Traditional Authority. Each group was given the flexibility to select their child protection issues.

ILGS had adjusted the planning template based on the learnings from previous workshops.¹¹² The importance of stakeholder's ownership of the plan was emphasised as well as the need to address internal institutional challenges rather than focus on external challenges and resources that are less under control of the participants.

Outputs from the group planning showed a balance of institutional strengthening and actor collaboration initiatives. While three of the groups identified institutional capacity-related issues for intervention, all five selected teenage pregnancy and child marriage as child protection issues they want to address. Other thematic areas picked by individual groups were elopement, child labour and child migration. Approaches were a mix of interactive meetings, mass sensitisation, visits to schools, public education for specific target groups and in-house interactions over institutional matters.

Documentation methods were photographs, video recordings, minutes of meetings, reports and media reports.

¹¹² The guiding questions were now captured in the columns in the template. The explanation for the planning was improved to the extent that plans reflected the expected changes at institutional and conceptualisation of CP level.

7.4 Situation of the child protection workforce

7.4.1 Awareness and understanding of the policies

According to the ILGS Reconnaissance Study, *respondents could not demonstrate adequate knowledge of the CFWP and J4CP in the District even though some of them indicated that they were aware of their existence.* The recap session on day 2, plenary discussions, question and answer sessions helped to establish attendees' level of awareness, understanding and appreciation of policy content during the workshop. Contributions at the SRP workshop indicated some level of understanding of the historical background, rationale and processes towards the formulation of the policies. For example the District head recalled that the policy sought to and establish collaboration between and among actors. Similarly, the representative from NCCE recalled that the policy aimed to facilitate a collaborative relationship between the formal and informal actors of. The introductory session of the workshop gave an impression of some attendees (mainly core formal actors) were aware of the policies existence, although expressed the desire to have in-depth understanding of it. However, many participants had never seen the policy and asked the facilitation team for copies which was obliged.

7.4.2 Current practice of child protection actors and expected changes

Actors in the District currently carry out actions in several ways to address child protection and welfare from all angles depending on their capacities and core mandates. Promotional activities take the form of campaigns, outreach, mass education and meetings aimed at raising awareness on child welfare concerns with families, community members and the children as well. The 2015 and 2016 Annual Reports of the SW\CD Department capture a number of such promotional interventions by allied actors like the CSOs and Ghana Education Service. The



Community Development Alliance (and NGO) is running a campaign against child marriage, while Girls Education Unit conducted an enrolment drive for kindergarten pupils. The report also indicates mass meetings in 50 communities to reduce parental abuse and teenage pregnancy in the District. It was not indicated if these actions were done in collaboration with other actors. A number of community and school-based sensitisation actions took place in 2016 using the child protection toolkit designed to address child protection issues. In 2015 the community development unit focused more on the role of parents and community members in addressing these identified child protection concerns.

Response and case management activities are more in the domain of Social Welfare. In the ILGS Reconnaissance Study, in response to questions on how actors carry out their work in their offices and the communities, the head of the Social Welfare Unit, indicated that the unit's work include: *"receiving cases from people on maintenance and paternity; assessing the issues; and carrying out administrative duties"*.

Over the period 2015-2016, the Social Welfare unit implemented activities around their core areas of Child Rights protection and promotion, justice administration and community care. A total of 53 families were given general advice, 32 maintenance cases, 19 custody cases, 5 child abuse cases, 8 teenage pregnancy cases. There was one referral case to court during the reporting period.¹¹³

In the Most Significant Change project which is running along-side the SRP and others, change stories are emerging showing change as a result of public education and sensitisation interventions with the toolkit. Child marriage is being gradually appreciated with parents resolving to support and not push girls to men who have perpetrated sexual abuse of their children.

The SRP workshop did not provide ample opportunities to discuss specific definition and description of practice of actors, however the following points were raised:

- A need to work proactively, focusing on prevention by educating the communities against certain inimical practices against children so that the abuses do not occur at all.
- A need for further sensitisation and dissemination about the policy among the public at community level and with allied sectors, such as GES officers.

Changes in practice was mostly expected in the area of closer collaboration among actors and creating linkages between formal and informal actors (see next sections).

7.4.3 Current formal coordination and collaboration and expected changes

As mentioned in Chapter 2, in Lambussie Karnie District a District Child Protection Committee (DCPC) has been established as an inter-agency mechanism to formally and specifically coordinate child protection and child welfare concerns. The committee is a unit in the vertical arrangement for coordinating all actors at the district and community levels and reports to the Regional Child Protection Committee. It serves as a platform for regular engagement for information sharing and dissemination. According to the District Head of SW\CD Department, the committee meets monthly and had last met in March 2017.¹¹⁴ Community-level Child Protection Committees in the district, however, have not yet been operationalised.

The Social Services Sub-Committee and the Child Panel are two functional coordinating bodies in the District. While the Sub-Committee's fundamental role in addressing vulnerability issues such as disability requires coordination

¹¹³ 2015/16 casework reported by the Head of the SW/CD Department to OPM in June 2017.

¹¹⁴ The interview took place in May 2017. It is possible that since the time of the interview another meeting of the DCPC has taken place.

of a number of child protection allied actors, the Child Panel operates as quasi-judicial body that coordinates both formal and informal actors in child justice issues. The District Head of the SW\CD Department is represented in both structures as a key stakeholder.

The Social Welfare and Community Development units operate under one administrative leadership who coordinates their operations and reporting to the Central Administration of the District. Within their respective mandates, the units separately have oversight roles for some allied actors.

Figure 2 in Section 2.2 indicates that the SW\CD Department appears to be a fairly close link with some allied actors like the girl's education unit and CSOs. The 2015 Annual Report shows a number of activities being rolled out under their extension services with World Food Programme, UNICEF, Care International, CAMFED, GES, Ghana Social Opportunity Programme, and CDA. This may explain the high ranking for CSOs and GES on the scale of interaction with SW\CD. Interaction with the judicial systems seems limited. The SW\CD Department reported to have referred one maintenance case to court in the period 2015-2016.

The District activity plans and the groupwork to implement them point to a likely change in actor collaboration. Several actors working together to implement the activity plan can change coordination and referral landscape. This was also acknowledged during the reflection at the SRP workshops, where the following points were raised:

- An opportunity identified by actors and likely to result in change in collaboration is the broadened actor base for work. Consultations and joint decision making processes can emerge as actors defined who they will collaborate with to deliver planned activities.
- Decision-making and processes in dealing with cases will now have the inputs of relevant actors to enrich outcomes.

- SWO and CDO noted change in information flow. This implies more linking and collaboration mechanisms which hitherto may be non-existent or if exists at all very loose and unsystematic. With the introduction of e-communication incorporated into the planning, change in communication and information flow can be realised.

7.4.4 Current linkages between formal and informal child protection actors and expected changes

Figure 2 in section 2.2 also refers to the degree of interaction between the SW\CD Department and Traditional Authorities. According to the Head of SW\CD Department this interaction is relatively high. No such interaction is mentioned in the Annual Report; potentially because interaction has been so informal that there is neither documentation nor records on the kind of interaction and or collaborative work.

During the SRP workshop the SW\CD staff recognised the key role chiefs and elders play in family and child care, and expressed their intention to more consult and engage with Traditional Authorities in their plans to deal with cultural practices that militate against children's welfare. Some participants pointed out that an increased involvement of traditional authorities in dealing with child protection requires them to be sensitised to know their limits and boundaries in dealing with cases.

The District Assembly links to the informal sector as there is a mandatory 9% membership reserved for traditional leadership.¹¹⁵ Participants at the SRP workshop confirmed this linking role of the District Assembly. However, participants also pointed to the waning influence of the traditional leadership, which may pose a challenge to policy implementation.

¹¹⁵ www.clgf.org.uk/default/assets/File/Country_profiles/Ghana.pdf 24th July 2017



7.4.5 District Activity Plans

Activity plans for Lambussie-Karnie was put together by five groups reflecting their peculiar areas of concern and drawn up interventions to address them within five weeks. While other sampled District plans were more focused on public education and sensitisation and awareness creation, Lambussie-Karnie had a balance with institutional and collaboration strengthening which is one key expectation of the workforce strengthening effort. Institutional re-assessment and reflection led to a departure from blame on external resources like funding even though it continues to be a bottleneck. Actors identified institutional weaknesses like absenteeism, lack of commitment, unprofessional conduct and knowledge gaps in dealing with Child Protection matters. These concerns informed activities such as *“organize joint meeting between Immigration and Police to remind officers and men to perform their duties according to our Standard Operational Procedures, provide institutional support for CFW activities by the central administrative unit of the District, hold meetings to tackle causes of absenteeism and lack of commitment towards work, need for effective report writing.*





District case study Profile:

Shama



8. District Profile for Shama¹¹⁶

8.1 General context of Shama

Shama District is located in the Western Region of Ghana. It is one of eighteen districts in the region. The District is bordered to the west by Sekondi Takoradi Metropolis, which is the most urbanised district in the Western Region. To the South, Shama is bordered by the Gulf of Guinea, which makes Shama a coastal District. According to the 2010 population census, the District has a population of 81,966 which represents 3.4% of the regions total population. Shama is considered an urban District, 56.2% of the population live in urban areas.¹¹⁷ The District covers a total area of 193.7 km² which translates into 423.16 persons per square km, and has 67 settlements.¹¹⁸

¹¹⁶ This section draws on the 2010 housing and population census result for Shama District unless otherwise stated (GSS, 2014)

¹¹⁷ Ghana Statistical Service, 2014

¹¹⁸ Ghana Statistical Service, 2014



Figure 7 *Location of Shama*



There are 19,291 households in the District. The average household size is 4, which is consistent with the regional average. Over half of the population (52%) is aged 19 and under. The number of male headed (60%) household is higher than female headed households (40%). In both households, children (biological) constitute over 40% of these households. Nuclear family constitute 32.6% of total households in the District. The proportion of the population that have a disability is 2.3%.

Shama District was established in 2008, having been carved out of Shama Ahanta East Metropolis. There are 27 Assembly Members: 17 elected, 8 appointed, 1 Member of Parliament and 1 District Chief Executive. There are 6 Area councils: boadze-Aboasi Area, Inchaban Area, Shama Junction Area, Beposo-Supom Dunkwa Area Council, Shama Area and Assorko-Essaman. There are 17 Unit Committees. At the end of 2014 the District budget expenditure amounted to GHS 4.4 million, which was



financed for 8% by internally generated funds.¹¹⁹

Shama District is ethnically homogenous. The Fante's (belonging to Akan ethnic group) constitute 75% of the population. The Akan's practice a matrilineal system of inheritance. The remaining 10% of the population belong to the Ewe ethnic group, while 5% belong to ethnic groups from the northern region of Ghana. The remaining 10% belong to other smaller ethnic groups. Shama District is a predominantly Christian District (81%), although belonging to different Christian groups. 8% of the population are Muslims.¹²⁰ Shama is the traditional paramount seat of Shama Traditional Area. The *Omanhene* (paramount chief) is supported by three divisional chiefs, six sub-divisional chiefs and thirty-three elders. The *Omanhene* is the head of the Traditional Council and is supported by the Adontenhene (divisional chief of Yabiw).¹²¹

68.5% of the population is economically active of which 92.5% is employed and 7.5% is unemployed. The agriculture (including forestry and fisheries) is the largest sector in terms of livelihood activities, employs around 32.4 % of the population followed by manufacturing, which employs 23.4% and wholesale and retail, which employs 15%. The District has three markets: Beposo, Shama Junction and Shama. The District is a low-lying area at the river mouth of the Pra River, one of the major rivers in Ghana. The Pra River is a good source of alluvial gold and serves as the sites for small scale gold miners—*Galamsey*—who engage in small scale illegal mining. These *Galamsey* activities attract children into mining.¹²²

In terms of social amenities, the 2010 Population census reports that the District has 112 education facilities which is made up of 40 kindergarten schools, 40 primary schools, 27 Junior High Schools 2 Senior High Schools and 3 Vocational schools in the District. The 2014/2015 EMIS data on the other hand, shows that there are 38 nursery schools, 79 kindergarten schools, 77 primary schools, and 53 Junior High Schools. Around 61% of the population is literate,¹²³ and 23.4% of the population aged 3 and above have never been to school. There are more males (83%), aged three and over, who have ever been to school than females (71%). Of the proportion of people who have ever been to school, only 6.4% and 1.5 % reach secondary and tertiary level respectively. In terms of health, there are 2 hospitals, 3 health centres District and 12 Community Health Based Planning Services (CHPS) compounds in the District.¹²⁴ The majority of the District (97%) has access to some form of pipe borne water (either inside their dwelling, outside their dwelling, or at a public place). However, in very poor communities such as Krobo, Bosomdo, and Anlo Beach communities access to potable water is scarce, and children have to trek and fetch water fetch water before going to school.¹²⁵

The poverty head count rate is 21.7 % compared to 19.2 % for the entire Western region. The Ghana Poverty Mapping report notes that Shama ranks 133 out of 216 on the league table of poverty incidence.¹²⁶

119 Composite budget for 2014

120 Ghana Statistical Service, 2014

121 Ghana Statistical Service

122 ILGS, 2016

123 Population aged 11 years and over who can read and write any language

124 2016 Composite Budget of the Shama District Assembly.

125 ILGS, 2016

126 Ghana Statistical Service 2015



Table 7 Summary of background context of Shama

Characteristics		Shama
Geography	Region	Western
	Locality	Urban
Demography	Population ¹²⁷	81,966
	Proportion of children and adolescents (19 and below) ¹²⁸	52%
Administrative structure	Year of creation	2008
	District Assembly Structure	27 Assembly Members: 17 elected, 8 appointed, 1 Member of Parliament and 1 District Chief Executive
Economic activities	Key economic activities ¹²⁹	Agriculture, Manufacturing
Social development	Poverty headcount ¹³⁰	21.7%
	Gini coefficient ¹³¹	32.1
	Health facilities presence ¹³²	2 hospitals, 3 health centres and 12 community health planning service (CHPS) compounds
	Education facilities presence ¹³³	112
	Literacy rate ¹³⁴	61%
	Net primary enrolment rate ¹³⁵	101
	Net secondary enrolment rate ¹³⁶	57.3
	Number of LEAP beneficiaries	1055 ¹³⁷
Culture	Main religion	Christianity
	Inheritance system	Matrilineal

8.2 Child protection context of Shama

8.2.1 Child protection concerns

There is limited information on child protection concerns in Shama. The Reconnaissance study undertaken by ILGS (2016) however identifies a number of child protection concerns in the District. First, the report notes the prevalence of sexual abuses perpetrated by adults resulting in teenage pregnancies and consequently school drop outs. Second, the report also notes the high levels of child labour, with children involved in hawking, small scale illegal mining—*Galamsey*—, fishing and cocoa cultivation. Accordingly, child labour and teenage pregnancy features as priority issues to be addressed

¹²⁷ Ghana Statistical Service, 2014

¹²⁸ Ghana Statistical Service, 2014

¹²⁹ Ghana Statistical Service, 2014

¹³⁰ Ghana Statistical Service, 2015

¹³¹ Ghana Statistical Service, 2015

¹³² Ghana Statistical Service, 2014

¹³³ *ibid*

¹³⁴ *ibid*

¹³⁵ EMIS 2014/2015

¹³⁶ *ibid*

¹³⁷ Based on data sent by UNICEF, March 2017



in the District Activity Plans. Particularly within fishing communities, absenteeism from school was perceived to be rampant, with parents withdrawing their children to engage in the fish trade on market days. The report notes how regular absenteeism leads to eventual drop outs. A third major concern raised by the study relates to child trafficking, where children (mostly male) are trafficked by strangers who pose as relatives to take children across the border to Ivory Coast or Liberia. The report further notes the reluctance of community members to openly discuss such issues. Fourth, the report identifies psychological abuses in the form of insults and name calling disguised as discipline.

Similar challenges were echoed during the sensitization, reflection and planning (SRP) workshop, with participants making the link between the involvement of children in fishing activities and absenteeism. In instances where children are trafficked to nearby fishing communities across the border, one participant at the workshop was of the view that this exposed children to abuse and high risk activities because of the long periods of separation from parents. In the case of psychological abuse, it was noted by workshop participants that children living outside the nuclear families were more susceptible to such abuses, and in extreme cases, pulled out of school to work as domestic servants. One participant also discussed the issue of children working in sand pits as a child protection concern, although chiefs in the District have issued a by-law which states that parents of children found undertaking this activity to be fined 2000GHC, which is then used to provide education support to vulnerable children in the District.

The Reconnaissance study identifies poverty, and the resultant negative consequences this has on intra household relationships in terms of stress, frustrations, and tensions, as a contributor to some of the above-named child protection concerns. Respondents in the study thus alluded to the need to improve financial security of families as a means of addressing some of the

above child protection concerns. The report also identifies the role of the media, proliferation of churches and prophets, influencing children's behaviour such that children transgress outside their normative roles and expectations.

8.2.2 Child protection actors, structures and services

We define three categories of child protection actors. First, we identify a group of core formal actors which includes two actors—Social Welfare Officers (SWO) and Community Development Officers (CDO)—for whom child protection is their core mandate. Second, we identify a group of core informal actors who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources. Finally, we identify a third group of allied child protection actors, which includes actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, District gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

On the other hand, we define child protection structures as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to services as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. There can be crossover between structures and services. Table 2 below shows the range of actors, structures and services involved in child protection in the District.



Table 8 Child protection actors, structures and services in Shama

Child protection actors and structures		Present in the District
Actors		
Core Formal Actors	Social Welfare Officer	×
	Community Development Officer	✓
Core Informal Actors	Chiefs	✓
	Queen Mothers	✓
Allied Actors	District Gender Desk Officer	✓
	CHRAJ	×
	DOVVSU	×
	NGO/ FBO	✓
	District Girl Child Education Officer	✓
	NCCE	✓
Structures and services		
	Social Service Sub Committee	✓
	Child Protection Committee	×
	Child Panels	×
	Residential homes	✓
	Juvenile Court	×
	Family tribunal	✓
	Remand homes	×

Source: OPM, April 2017

In terms of core formal actors, the District has 10 Community Development Officers (CDOs), of which six are men and four are women. No Social Welfare Officers (SWOs) are among the District staff. While this current staffing level exceeds the maximum staff required by the Local Government Services (LGS), which prescribes a maximum of 9 professionals in the entire Department, the absence of SWOs limits the Department's capacity to respond CP cases. In the absence of SWOs, CDOs are responsible for responding to child protection cases besides their mandate to undertake outreach and prevention activities on CP issues. However, for difficult CP cases CDOs need to request support from supervisors at regional level, which participants at the SRP workshop indicated is not always forthcoming (OPM, April 2017). Furthermore, during the

SRP workshop participants perceived the CDO's presence at the community level to be minimal. Accordingly, in describing their roles and responsibilities one CDO mentioned: "*we investigate child protection issues when the case comes into the office*". In general, even beyond CDOs, a general view that was consistently echoed in the SRP workshop was the need to build capacity of actors to handle cases more effectively. In addition, the Reconnaissance Study indicates that CDOs have inadequate access to equipment such as office space, computers and related accessories, and motorbikes. The report identifies four capacity needs: community entry, leadership, dispute resolution, and decision making.¹³⁸

138 ILGS, 2016

The discussions held at the SRP workshop (OPM, April 2017) and the information presented in the Reconnaissance Report points to the important role of Traditional Authorities in child protection. Queen Mothers at the SRP workshop describe themselves as being the first point of call for most child protection issues, often playing the role of a mediator. In general, difficult cases such as rape are escalated to the police, although a Queen Mother pointed out that the family of the rape victim sometimes decide to keep quiet about the incident to avoid stigma. The Queen Mother also alluded to having limited interaction with CDOs compared to the police, perhaps attributed to CDO's limited presence in communities as described above. This assertion corroborates with the view of the Head of the Department of Social Welfare and Community and Development (see figure 2 below) who ranked their interaction with Traditional Authority as relatively low.

A variety of allied actors are active in the District as shown in Table 2 above. DOVVSU does not have a physical presence though in Shama District, which is confirmed District in the Reconnaissance Study. One CDO alleged that they play no role in child protection in the District and that the SW\CD Department has limited interaction with them (OPM, April 2017). Child protection issues which are criminal in nature are reported to the regular police. Some participants were of the view that the police did not have a good understanding of how to handle such cases.

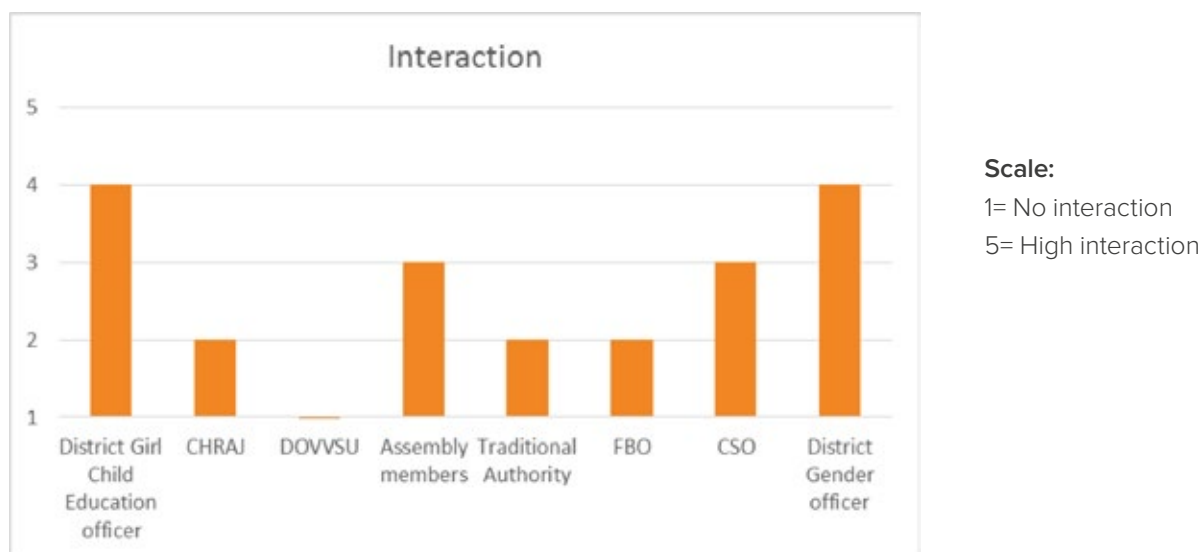
There are some Non-Governmental Organizations and Faith Based Organizations operating in the District that offer child protection services. The Reconnaissance Study identifies two Civil Society Organizations: Rural Aid Alliance Foundation and Assemblies of God Youth Fellowship. There is only one orphanage in the District— Jesus is King Orphanage—which is privately run. At the SRP workshop a representative from the orphanage noted that while orphanages were frequently used by the SW\CD Department, no financial provision were made for such children. During the discussions, it emerged that there existed a correctional centre although this was no longer functional.

Figure 2 presents the degree of interaction between the core formal actors (CDOs) and other actors based on the judgment of the Head of Community Development.¹³⁹ What stands out is the relatively absence of interaction between SWO/CDOs and DOVVSU and the relatively low level of interaction with traditional actors. However, the interaction with the District Gender Officer and the District Girl Child Education Officer is relatively high.

¹³⁹ The Head was asked to rate the degree of interaction of the SW\CD office with different child protection actors on a scale from 1 to 5, with 1 being no interaction and 5 being high interaction.



Figure 8 Degree of interaction between SWO/CDO and other actors



Source: OPM, April 2017, based on interview with the Shama Head of Department Social Welfare Community and Development

Related to child protection structures, Shama does not have a Child Panel nor Child Protection Committees in existence. In accordance with the Local Government Act (1993) the Executive Committee of the District Assembly has a Social Services Sub-Committee. However, the Head of Community Development Unit was unaware of the composition of this committee, the frequency of meetings, and the last time the group met, which suggests that Social Services Sub-Committee is not an active structure that addresses child protection and family welfare issues.¹⁴⁰

A 2014 Mapping of CP Services reports on several services being available in Shama, that is, domestic and inter-country adoption of children, services focusing on trafficked children, child labour, children in conflict/contact with the law, and support to children who have been married early as well as prevention of early marriage (CHRAJ, 2014). In comparison to other MMDs, Shama District had relatively few institutions that provided these services.

8.3 Other child protection initiatives

As part of a broader initiative promoting social behavioural change, the Ministry of Local Government in partnership with UNICEF is rolling out a SBCC tool kit. The toolkit has already been rolled out in Shama District and is used by CDOs to sensitize communities on child rights and child protection.

Additionally, as part of the process of drafting Alternative Foster Care Regulations, SWOs are mandated to identify and register foster parents and place children in such families. A total of 354 potential foster parents have been initially identified across the country, but are yet to be screened and trained. There are currently no foster parents in Shama identified as part of this process.

As with all 20 pilot Districts, the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme is operational in the District. There are 1,055 beneficiary households on the programme.

¹⁴⁰ Note that at the time of the interview in April 2017, the Head of the Community Development Department had only been in post for 8 months.



8.4 Resources available for child protection

Decisions on public budget resource allocation and release to the Social Welfare and Community Development (SW\CD) Department are made by the District Assembly. Hence, the District Assembly has a significant role in funding service delivery in relation to child protection. Table 3 presents the annual budget allocations to the SW\CD Department in 2014 and 2015 (column 2 and 3). In addition, it shows the actual amounts spent in 2015 as at the end of June of that same year, and the 2016 budget projection included in the 2015 Municipal Composite Budget. The bottom row of the table indicates the percentage of the total Municipal budget or actual expenditure that the SW\CD budget or actual expenditure account for.

Table 9 Budget allocations and actual expenditure for SW\CD Department in Shama District (in GHS)

Expenditure categories	Budget 2014	Budget 2015	Actual 2015 (Jan-Sept.)	Budget Projection 2016
Compensation	69,345	69,574	60,952	67,723
Goods & Services	12,756	22,409	0	36,531
Assets	0	0	0	0
Total SW\CD	82,101	91,983	60,952	104,246
% of Total	1.3%	1.2%	2.2%	1.4%

Source: Own calculations based on the Composite Budget of Shama District Assembly for the fiscal years 2014, 2015 and 2016

In 2014 and 2015 respectively 1.3 % and 1.2% of the total District budget was allocated to the SW\CD Department. There was no projected substantial increase in the allocation to the Department which similarly stands at 1.4% in 2016. This is relatively low compared to other social sector Departments. For example, in the fiscal year 2015 25% of the total budget was allocated to education. However, with 4% of the total budget allocated to health, this social sector was also assigned limited budget. Nonetheless, Shama seems to allocate a slightly higher percentage to SW\CD compared to other MMDAs. The 2015 costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.¹⁴¹

Table 3 also suggests that expenditure performance of the SW\CD Department (i.e. actual spent compared to the budget) is higher than the total budget performance as the percentage of actual spent on SW\CD by June 2015 was 2.2% of total actual expenditure of the District, which means that the District was spending more on SW\CD than planned for the overall year.

In addition, Table 3 demonstrates that in 2014 and 2015 the District allocated budgets in varying proportions towards the compensation of staff and goods and services. In 2015, 76% was budgeted for compensation of staff, while 24% for goods and services, which support the operating costs of the Department. In 2014, a higher proportion of the budgets were allocated to compensation at 84%, although the amount allocated to goods and services was nearly half (16%) of what was allocated in 2015. For the 2016 fiscal year, the proportion allocated to goods and services was planned to increase to 35%. This is substantially higher than the proportion of total funding allocated to goods and services found in the 2015 costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD budget allocated to goods and services was less than 10% over the period 2012-2014.

¹⁴¹ MoGCSP and UNICEF (2015) Investing in Children earns Huge Dividends, Report on Investment, Budgeting and Economic Burden of Child Protection Violations in Ghana.



The issue of resourcing both in terms of staffing numbers and finance was a major theme at the SRP workshop. For example, it was noted that the many government institutions involved in child protection were limited in their ability to efficiently undertake their mandated functions because of the limited human and financial resourcing. The indifference to child protection issues at Assembly meetings by actors in the District Assembly was raised in the Reconnaissance Report. The view was that, although the Assembly receives a lot of support from various social intervention projects from the European Union, USAID and so on, such projects prioritized the infrastructure sector over issues of child protection. During the SRP workshops respondents acknowledged the importance of reflecting elements of the two policies in the District Medium Term Development Plans to facilitate the implementation of the policy. However, it was emphasized by facilitators that actors should be thinking about resources and opportunities that already exist in the District. In particular, it was acknowledged by the participants that the participation of the District Coordinating Directors in the SRP workshop was fundamental in mainstreaming the implementation of the policy and to advocate for specific budget lines child protection activities. However, a commonly held view that the Department of Social Welfare¹⁴² required trained staff and additional staff. The view was that there was inadequate amount of resourcing to train new officers at post.

8.5 Rollout of workforce strengthening initiative in Shama

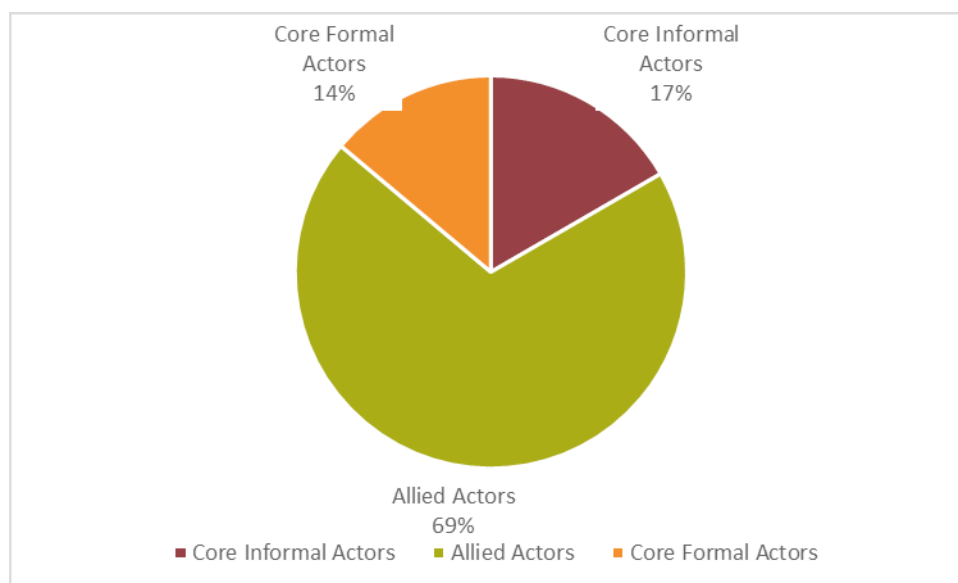
8.5.1 Implementation of the sensitization, reflection and planning workshop

8.5.1.1 Participation

The SRP workshop took place between 4th and 5th April 2017 at the Youth Development Centre in Shama. Over the two days, there were 36 participants in attendance of which 47% were female. Figure 3 shows participants by actor category. The majority of participants (69%) were allied actors. There was a large diversity of allied actors consisting of, Assembly Men, representatives from NCCE, Ghana Fire Service, Ghana Association of Hair Dressers and Beauticians, NGO/FBO, Ghana Education Service and so on. Half of the formal social development workforce in the District (CDOs) participated in the workshop.

¹⁴² In the new administrative structure, this Department has now been renamed Department for Social Development

Figure 9 District level participation at workshop



Source: Own calculations, based on ILGS data, April 2017

Participants felt that the representatives from the fishing community were absent, but these actors were later asked to join. The District Coordinating Director was present in some sessions, as was the Director, Research, Statistics & Information Management of the Local Government Services. The latter was present for all the two days. The dominant language of facilitation was Fante. This enabled full participation from all participants without the need for translation. Most sessions were followed by questions and contributions from participants.

8.5.1.2 Sensitisation, reflection and planning activities

The workshop covered the content and activities as outlined in the schedule. It was emphasized that the responsibility of child protection lay with all stakeholders. Although the facilitators started by introducing the two policies, the main focus of attention and discussions was on the CFWP. Information was given about the history of the policy, its contents and the role of the different actors in bringing the policy to life, as well as the implications of the policy for their work. Key concepts within the policy were highlighted including the definition of a child, and the difference between child labour and child work in the Ghanaian context. In explaining the policy emphasis was given to the need to move away from a legalistic approach of child protection to a more prevention based approach. The importance of complementing the work of different actors (rather than substitution) was also emphasised. The key principles that were highlighted from the policy included non-discrimination, best interest of the child, right to survival and development and right to be heard (participation). Overall, participants appeared to grasp the issues being discussed which was evidenced by the follow-up questions that participants asked at the end of the sensitization session. Following sensitization on the policy, hard copies of the CFWP were given out.

The reflection sessions started by facilitators giving participants' individual reflection forms to fill in. Participants had to individually reflect over issues around their current practices in relation to the principles set out in the policy; who they work with and ought to work with currently; the implications



of the policy on their roles and responsibilities and practice, and opportunities and challenges the policy presented. This was followed by a presentation which provided guidance on the reflection process. Participants were then randomly placed in groups of four, and given a set of questions to reflect over, before reporting back to a plenary.

Following the reflection exercise, the team then embarked on planning. It was explained that the issues that arose from the reflection exercise would form the basis for planning. Each group selected a coordinator, who would be responsible for ensuring that the activities outlined in the plans are implemented. The team was given a planning template and encouraged to agree on specific child protection issues they wished to focus on. The most common issue was teenage pregnancy, followed by child labour, child neglect and school dropout. It was also emphasised that that activity plans being developed was different from regular work plans in that they had to reflect the principles of the CFWP. Following the planning exercise, each group presented in a plenary while other participants gave feedback.

At the end of the planning session a District focal person was selected. The group was encouraged by the facilitators to select the Head of the Community Development Unit, which they did without question. The facilitator was of the view that the core formal actors, was likely to make the implementation of the activity plan easier as they had already been involved in coordinating the process until now. However, it appears that the CDO was not aware of the roles and responsibility of the focal person, and asked the OPM observer to clarify this

The workshop ended with a session on learning and documentation. It is unclear if participant understood how learning and documentation fitted into the process. There were no questions or contributions from participants at the end of this session. Participants were not given any template for the recording of learning and documentation

of the roll out of the plans.

8.6 Situation of the child protection workforce

8.6.1 Awareness and understanding of the policies

Some stakeholders at the SRP workshop (mostly the formal and allied actors) were aware of the existence of the policy having been involved in the earlier process of validating the policy. The Reconnaissance study finds that there was very little knowledge about the CFWP and J4CP at the time of the visit in June 2016. The only people who had knowledge about the two policies were some formal actors such as the District Coordinating Director, the CDO and the Police Commander of the District. However, the study mentions that the knowledge was mainly about the launching and existence of the policy but not its contents, although some officers knew that the policy is meant to build on the existing positive child protection practices especially the extended family system to ensure children's welfare. The study also notes some community leaders and NGOs had heard about the CFWP from District Social Development officers during the community activities on the child protection toolkit.

By the end of the policy sensitization session at the SRP workshop, participants seem to have gained knowledge beyond general awareness that the policy exists. This was evidenced by the fact that when asked, many actors could recall key tenets of the policy. The following are some of the responses given by participants when asked to recall elements of the policy a day after being sensitized on it:

"The two policies are built on the cultural believes and practices of Ghana...the policy tries to bridge the gap between the formal and non-formal"

"The community structure is recognised by the J4CP to handle minor cases"

“Children should be empowered to know their rights and responsibilities and to promote their welfare”

8.6.2 Current practices of child protection actors and expected changes

We define practice as the decisions and actions that child protection actors take to ensure quality services for children and families along a continuum of care. While the Reconnaissance Study of Shama includes a section on child protection practice, it provides limited information on practices of child protection actors. It describes corrective measures used by parents, teachers and community members to protect children, such as insulting, suspension from school, caning, weeding, and ignoring the children.

Given the focus and diverse nature of the SRP workshop participants, there was limited discussions in Shama about actual practice. However, the following practices and required change were mentioned:

- The importance of a more child-centred response to CP issues. It was highlighted that there was a need for children to be empowered to know their rights and responsibilities and to promote their welfare. Furthermore, it was stressed that community actors such as Queen Mothers need to be accessible, as it was felt that currently children feel intimidated in approaching actors. It was deemed important for children to be considered as stakeholders.
- The importance of protecting children who have committed crime or who are victims of crime from stigmatization. It was also highlighted that children who are offenders should be linked to interventions and services which will help to rehabilitate and reintegrate them into society rather than punish them.
- The limited engagement of CDOs at community level. It was emphasized that these actors should be more involved with

the cases that are being handled at the community level.

- The important role of Traditional Authorities in child protection, in particular Queen Mothers. As mentioned above, they often play the role of a mediator, more specifically handling issues related to civil cases, child maintenance, and truancy. The Queen Mothers at the SRP workshop indicated that community members were aware that they played these functions, and frequently referred cases to them.

8.6.3 Current formal coordination and collaboration and expected changes

In Shama District there is no inter-agency mechanism to formally and specifically coordinate child protection and child welfare concerns at the District level. Child Protection Committees at the District or community level have not yet been operationalised. Furthermore, it appears that the Social Service Sub Committee is also not active in addressing child protection and family welfare issues (see above). No Child Panel has been established to coordinate between formal and informal actors in child justice issues.

The importance collaboration was emphasized, and there was a general consensus this was an important ideal in the provision of adequate and effective child protection services: *“All actors should be working and collaborating for the sake of the child and the family”*. The participants acknowledge that coordination between actors was currently limited. The challenge of coordinating with DOVVSU, was frequently cited. It was felt that currently, effective collaboration depended on the extent to which there was the willingness (and sometimes skills) by one party to pursue issues at hand and follow up, otherwise cases were left unaddressed. It was felt that CDO needed to collaborate more with security agencies, although this was hampered by the absence of DOVVSU in the District.



Furthermore, coordination with actors within the Assembly was also considered important in ensuring that elements of the policy are contextualised and that the Policy is reflected in the medium-term development plans.

8.6.4 Current linkages between formal and informal child protection actors and expected changes

During the SRP workshops it emerged that while there is some level of linkage between formal and informal actors, this was limited to a narrow range of stakeholders. An interview with one Queen Mother at the workshop revealed that Queen Mothers currently collaborate with the police, representatives of the Ghana education service, but very rarely with CDOs, as they are unclear about their role in child protection issues. This confirms the relatively low interaction between the SW\CD Department and Traditional Authorities presented in Figure 2 in Section 2.2. Currently, Queen Mothers role appears to be response based, reacting and reaching out in the first instance with other community members (elders). Where cases are criminal in nature, these are then referred to the police. The Queen Mother interviewed alluded to the need to monitor and following up with police to ensure adequate care and protection. The relationship between informal actors and the police was judged to be good.

During the reflection session, Queen Mothers agreed with the need to collaborate with more actors as outlined in the Policy. They agreed that they needed to increase the range of actors they currently work with. The Queen Mother interviewed alluded to now understanding the importance referring cases to the SW\CD Department. Even where cases were solved through mediation, she was of the view that actors in the SW\CD Department should be aware and know of the outcomes and decisions taken. In her view, a good record keeping would help to facilitate such linkages.

The Reconnaissance study highlights complains from community level vigilante groups about the lack of support from the District Assembly and the Police. It was also reported that community members appeared not to be appreciative of their work which reduced morale of the members and caused them to stop providing any services to the Community.

8.6.5 District Activity Plans

The actors agreed to focus on three main areas for application of the CFWP and learning: teenage pregnancy, child neglect, and child labour. The main activity planned by the four different sub-groups for the first 5 weeks of experimentation is community sensitisation about these three issues or the CFWP. The main methods of engagement are conducting community meetings, which may include the use of the SBCC toolkit. Hence, the activities planned as part of the workforce strengthening initiative intertwine with the SBCC.

One group decided to start the three first weeks of their plan to first further develop the problem, do research and have further discussions before planning community sensitisation. Another group planned activities beyond general community sensitisation, proposing the formation of youth groups in a nearby Junior Secondary School to sensitise about teenage pregnancy. They also foresee a role-model outreach programme.

Most groups proposed to meet weekly and through a range of communication mechanism such as through social media, phone calls and face to face meeting.





District case study Profile:

Talensi



9. District profile for Talensi

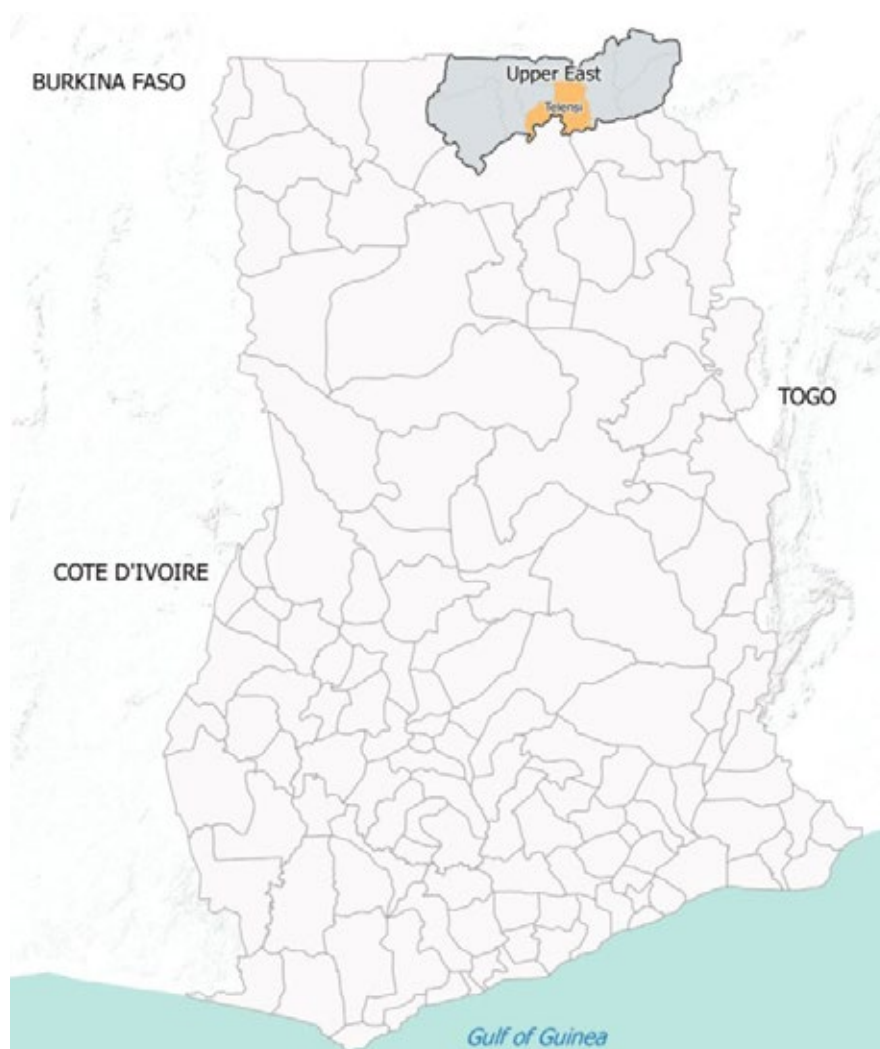
9.1.1 General context of Talensi

Talensi District is one of the nine Districts in the Upper East Region of Ghana. Talensi is a rural District, with 85% of the population living in rural areas. The District has a relatively large land size of about 838 km square.¹⁴³ According to the 2010 Population census, it has a population of about 81,194, which translates into 96.89 persons per square km, which makes the District sparsely populated. The population size constitutes about 7.8% of the region's population.

¹⁴³ Government of Ghana, Talensi District Medium Term Development Plan: 2014-2017



Figure 10 **Location of Talensi**



There are 15,748 households in Talensi. The average household size is 5.2, which is above the national average of 4.5. However, the average household size for the region is 5.9. The District has a youthful population. Around 52% of the population is aged 19 and below. Children constitute 45.3% of household members. Nuclear families constitute 25% of total households in the District and that of the extended family members is 37.7 percent. The proportion of the population with a disability is 5.2%. Emigration is considered an alarming issue in the District Medium Term Development Plan 2014-2017 because of the calibre of the labour force leaving the District due to push and pull factors.¹⁴⁴ Mostly the more productive youth between the ages of 12 to 40 migrate, leaving older people behind. Migration is particularly endemic in Yinduri, Gorogo, Tongo, Baare, Yameriga, Namoligo, Duusi and Sheaga communities.

Talensi District was established in 2004, carved out of Bolgatanga District. In 2012, Nadem District was carved out of the then Talensi-Nadem District. The Assembly is made up of 34 members, 10 appointed members including the District Chief Executive (DCE) and the Member of Parliament for Talensi

¹⁴⁴ Some of the push factors are: low agricultural productivity, lack of employment opportunities, socio-cultural burdens and underdeveloped infrastructure. Pull factors are: job opportunities and better services in the cities.



Constituency. Out of the total Assembly members, 30 are Males and 4 Females. The District is made up of 1 constituency, three area councils, 22 electoral areas and 110 Unit Committees.¹⁴⁵ At the end of 2014, the District budget expenditure amounted to 3.8 million which was financed 2% by internally generated funds. According to the 2014-2017 District Medium Term Development Plan revenue mobilisation in the District is very minimal because subsistence farming is main economic activity (with low crop yield) and the District has a poorly constituted secondary sector.

The main ethnic group in the District is the Gurunssi. The people of Talensi, follow a patrilineal system of inheritance. The majority of the population practice Traditional African Religion (47%), 43.3% practice Christianity and only 3.7% practice Islam. There is one paramount chief under the Nabdam Traditional Council. The paramount chief and the traditional councils are supported by sub-chiefs who administer specific areas of jurisdiction. Each village/community has a chief. Apart from the chiefs, there are *Tindanas*, who are the custodians of the sacred traditions as well as the administrators of the ancestral lands, which they hold in trust for the living and the dead.

About 75.7% of the population aged 15 years and above are economically active. Of the economically active population, 98.4% are employed while 1.6 %are unemployed. The majority (79%) of the employed population is engaged in agriculture, forestry, and fisheries. 7.2% of the population work as plant machine operators and assemblers, and 4.9% work in services and sales. About 96.5% of the agricultural households in the District are engaged in crop farming, 85.6% rear livestock, 0.3% are into fish farming and 0.2% are engaged in tree planting. In addition, there are two main extractive activities in the District, namely, gold mining and quarrying. While quarry mining is developed and managed

by private company, the gold mining is not developed, and illegal mining—*Galamsey*—is rampant in the District.

In terms of social amenities, the District has a total of 123 schools, which according to the District Medium Term Development Plan 2014-2017 are in a deplorable state and difficult to access by road. This is made up of 46 pre-schools, 46 primary schools, 28 Junior High Schools, 1 Senior High School, 1 Technical Vocational, and 1 Special School for the deaf. The District education administration has been divided in 8 Circuits.¹⁴⁶ Around 42% of the population is literate.¹⁴⁷ Among the literate population, 55.7 % are males and 44.3 % are females. Of the population aged 3 and above who have never been to school, 48.3% have never attended school. More females (52.1%) have never been to school compared to males (45%).

The District has 20 health facilities which comprise of 1 District hospital, 1 health centre, 3 clinics and 15 Community Health Planning Services (CHPS) compounds.¹⁴⁸ The District health administration has been divided into eight administrative sub-Districts. The District has a National Health Insurance Scheme operating at the District Capital; however, coverage is limited according to District Medium Term Development Plan 2014-2017. The main source of water in the District is a bore hole, where around 64% of households drink from.¹⁴⁹

The poverty head count is 56.5% compared to 45.9% for the entire Upper East Region. The Ghana Poverty Mapping reports that Talensi ranks 27 out of 216 on a league table of poverty incidence.¹⁵⁰

¹⁴⁵ Government of Ghana, Talensi District Medium Term Development Plan: 2014-2017

¹⁴⁶ Government of Ghana, Talensi District Medium Term Development Plan: 2014-2017

¹⁴⁷ Population aged 11 years and over who can read and write any language.

¹⁴⁸ 2016 Composite Budget of the Talensi District Assembly.

¹⁴⁹ Government of Ghana, Talensi District Medium Term Development Plan: 2014-2017

¹⁵⁰ Ghana Statistical Service, 2015



Table 10 Summary of background context of Talensi

Characteristics		Talensi
Geography	Region	Upper East
	Locality	Rural
Demography	Population ¹⁵¹	81,194
	Proportion of children and adolescents (19 and below) ¹⁵²	52
Administrative structure	Year of creation	2012
	District Assembly Structure	The Assembly is made up of 34 members, 10 appointed members including the District Chief Executive (DCE) and the Member of Parliament for Talensi Constituency. Out of the total Assembly members. The District is made up of 1 constituency, three area councils, 22 electoral areas 110 Unit Committees
Economic activities	Key economic activities ¹⁵³	Agriculture
Social development	Poverty headcount ¹⁵⁴	56.5
	Gini coefficient ¹⁵⁵	51.3
	Health facilities presence ¹⁵⁶	The District has 20 health facilities: 1 District hospital, 1 health centres, 3 clinics and 15 community health planning services (CHPS) compounds
	Education facilities presence ¹⁵⁷	The District has a total of 123 schools. This is made up of 46 pre-schools, 46 primary schools, 28 Junior High Schools, 1 Senior High School, 1 Technical Vocational, and 1 Special School for the deaf
	Literacy rate ¹⁵⁸	55.7%
	Net primary enrolment rate ¹⁵⁹	81.9%
	Net secondary enrolment rate ¹⁶⁰	31.2%
	Number of LEAP beneficiaries	4126 ¹⁶¹
Culture	Main religion	Traditional African Religion
	Inheritance system	Patrilineal

¹⁵¹ Ghana Statistical Service, 2014

¹⁵² Ghana Statistical Service, 2014

¹⁵³ Ghana Statistical Service, 2014

¹⁵⁴ Ghana Statistical Service, 2015

¹⁵⁵ Ghana Statistical Service, 2015

¹⁵⁶ Government of Ghana, Talensi District Medium Term Development Plan: 2014 -2017

¹⁵⁷ ibid

¹⁵⁸ ibid

¹⁵⁹ EMIS 2014/2015

¹⁶⁰ ibid

¹⁶¹ Based on data sent from UNICEF, March 2017



9.2 Child protection context of Talensi

9.2.1 Child protection concerns

During the Sensitization Reflection and Planning (SRP) workshop, three child protection concerns were consistently mentioned as being prominent in Talensi: child labour, teenage pregnancy, and substance abuse. These three concerns subsequently featured in all four District Activity Plans. Notably, substance abuse by children was seen to lead to other possible forms of abuse such as domestic violence within households. The Talensi District Medium Term Development Plan 2014-2017 highlights the high incidence of child labour as an important challenge, particularly the worst forms of child labour in the area of mining, dry season irrigation and stone crashing and heaping; a situation that has negatively affected teenage pregnancy school enrolment, school drop outs and the spread of sexual transmitted diseases, HIV and AIDS.

The assertions of the workshops participants are corroborated by findings from the ILGS Reconnaissance report,¹⁶² which similarly identifies substance abuse (smoking marijuana and alcohol consumption), child labour (participation in *Galamsay*, *Kaayaye* in Southern Ghana), but also school drop outs, theft, underage sex, and prostitution as child protection concerns. The Medium Term Development Plan 2014-2017 asserts that the migration of children to participate in Kaayaye activities is problematic because children (perhaps because of the absence of parental care) return with values and attitudes which are counterproductive for the development of a child and leads to poor education performance and child delinquency and teenage pregnancy. However, migration of parents also lead to lasting negative effects on children through weakening of social ties, divorce, so on.¹⁶³ Of these child protection concerns, the respondents in the Reconnaissance Study identified illegal mining, early sex and drug abuse as most concerning.

There are a range of factors which drive the above-named concerns. These include poverty of parents, neglect of parental responsibilities, lack of parental control, divorce and broken families, and break down of the extended family system.¹⁶⁴ The extended family system was seen to provide a safety net for children because responsibility for children in this context is seen as a communal responsibility and not just the responsibility of the birth parents. On the part of children, peer pressure, curiosity and children wanting to take control of destinies in an early age drove some of these concerns.¹⁶⁵

9.2.2 Child protection actors, structures and services

We define three categories of child protection actors. First, we identify a group of core formal actors which includes two actors—Social Welfare Officers (SWO) and Community Development Officers (CDO)—for whom child protection is their core mandate. Second, we identify a group of core informal actors who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources. Finally, we identify a third group of allied child protection actors, which includes actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, District gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

On the other hand, we define child protection structures as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to services as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. There can be crossover between structures and services. Table 11 below shows the range of actors, structures and services involved in child protection in the District.

¹⁶² ILGS, June 2016

¹⁶³ Government of Ghana, Talensi District Medium Term Development Plan: 2014-2017

¹⁶⁴ ILGS, June 2016

¹⁶⁵ ILGS, June 2016



Table 11 *Child protection actors, structures and services in Talensi*

Child protection actors and structures		Present in the District
Actors		
Core Formal Actors	Social Welfare Officer	×
	Community Development Officer	✓
Core Informal Actors	Chiefs	✓
	Queen Mothers	✓
Allied Actors	District Gender Desk Officer	✓
	CHRAJ	×
	DOVVSU	×
	NGO/ FBO	✓
	District Girl Child Education Officer	✓
	NCCE	✓
Structures and services		
	Social Service Sub Committee	✓
	Child Protection Committee	✓
	Child Panels	×
	Residential homes	×
	Juvenile Court	×
	Family tribunal	×
	Remand homes	×

Source: OPM, March 2017

In terms of core formal actors, the District has 2 Social Welfare Officers and 14 Community Development officers are among the District staff.^{166 167} This staffing level exceeds the maximum staff required by the Local Government Service which prescribes 8 professionals in the entire District.

The head of Social Welfare Unit in the District described her units' role to include promotion and protection of child rights, settlement of disputes, attending court cases with clients and report writing.¹⁶⁸ The Head of Community Development, on the other hand described her unit's role to include report writing, mobilization, and sensitization. She was of the view that her team was unable to reach all communities because of current staffing levels. The Head of CDO also alleged that while she and her team tried their best in address cases they were often confronted with those which were beyond their jurisdiction, and these were often passed on to the regional office.¹⁶⁹

As shown on Table 11 above, and as observed at the SRP workshop, Traditional authorities play an important role in child protection issues in the District. One participant described informal actors as

¹⁶⁶ ILGS, June 2016

¹⁶⁷ There appears to be some inconsistency in the number of staff at the DSW in this district. While the ILGS Reconnaissance report notes that there are no CDOs, we note the presence of CDOs are the workshop. The assessment team followed up directly with the head of department, but no response was received at the time of writing this report.

¹⁶⁸ ILGS, June 2016

¹⁶⁹ ILGS, June 2016

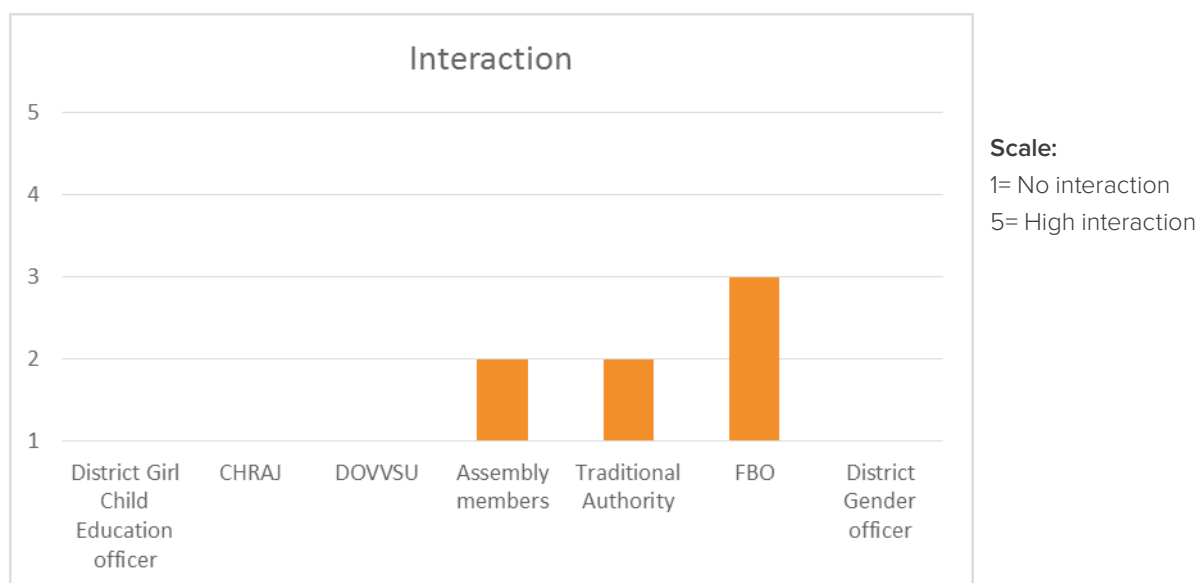
having “*veto powers*”, which determined how effectively cases were handled.

A variety of allied actors are active in the District as shown in Table 2 above. For example, the Girl Child Officer described her role to include counselling and support for victims of sexual violence. DOVVSU and CHRAJ do not have a physical presence in Talensi District, which is confirmed in the Reconnaissance study. During the workshop, no references were made to imply their possible involvement in child protection issues in the District. This was further confirmed by the Head CDO who noted that both actors were not engaged in child protection issues in the District, and as such she has limited interaction with them (see figure 2 below). During the SRP workshop it was suggested that CP cases can be reported to the regional DOVVSU office in Bolgatanga.

Some NGO and FBOs are involved in child protection issues in the District and provide child protection services. NGOs/FBOs present in the District include: World Vision International, LINK, Afrikids Ghana, Dance for Life, and Precious Kids Academy. The latter for example, provides education services to out of school children at primary school level. Overall, a 2014 Mapping study of child protection services (CHRAJ, 2014) indicates that among seven Districts and municipalities investigated in the Upper East Region Talensi had the least institutions working in child protection.

Figure 2 presents the degree of interaction between the core formal actors (CDOs and SWOs) and other actors based on the judgment of the Head of Community Development.¹⁷⁰ What stands out is the limited interaction between the Department of SW\CD and all actors, except for the department’s interaction with CSO and FBOs, which the Head of Community Development unit ranked to be relatively higher than the other actors. The low level of interaction between actors was confirmed at the SRP workshops, where actors in describing how they dealt with cases, did not refer to each other.

Figure 11 Degree of interaction between SWO/CDO and other actors



Source: OPM, March 2017,

Related to child protection structures, Talensi does not have a Child Panel nor Child Protection Committees

¹⁷⁰ The Head was asked to rate the degree of interaction of the SW\CD office with different child protection actors on a scale from 1 to 5, with 1 being no interaction and 5 being high interaction.



in existence. However, in accordance with the Local Government Act (1993), the Executive Committee of the District Assembly has a Social Services Sub-Committee although the Head of Community Development was of the view that the Committee met irregularly. The Committee is composed of four Assemblymen, Heads of the Social Welfare and Community Development units, representatives from National Disaster Management Organisation (NADMO), Ghana Health Service, Ghana Education Service and the District Environmental officer.

In terms of services, there are no orphanages or correction homes located in the District. The 2014 Mapping study of CP Services reports on some child protection services being available in Talensi, such as care and support to children without parental care, domestic and inter-country adoption, street children, victims of child labour, child trafficking, FGM, early marriage and children in conflict/contact with the law (CHRAJ, 2014). However, in comparison to other Districts and municipalities, Talensi District had the lowest number of institutions that provided these services.

9.1.3 Other child protection initiatives

As part of a broader initiative promoting social behavioural change, the Ministry of Local Government in partnership with UNICEF is rolling out a SBCC tool kit. The toolkit has already been rolled out in Talensi District and is used by CDOs to sensitize communities on child rights and child protection. According to a report provided by the SW\CD Department to OPM in June 2017, the Department implemented and monitored capacity strengthening of child protection teams (CPTs) and community members in 20 communities during 2015 and 2016. The SBCC toolkit is used to improve the CPTs and community members' knowledge base on child protection.

Furthermore, each community is meant to draw on action plans to help address the issues of child protection.

Additionally, as part of the process of drafting Alternative Foster Care Regulations, SWOs are mandated to identify and register foster parents and place children in such families. A total of 354 potential foster parents have been initially identified across the country, but are yet to be screened and trained. There is currently no foster parents identified in Talensi as part of the intervention.

As with all 20 pilot Districts, the Livelihood Empowerment against Poverty (LEAP) cash transfer programme is operational in the District. There are 4,126 beneficiary households on the programme. The last payment was done in June 2016. The Ghana Social Opportunities Project also operates in this District

9.1.4 Resources available for child protection

Decisions on public budget resource allocation and release to the Social Welfare and Community Development (SW\CD) Department are made by the District Assembly. Hence, the District Assembly has a significant role in funding service delivery in relation to child protection. Table 3 presents the annual budget allocations to the SW\CD Department in 2014 and 2015 (column 2 and 3). In addition, it shows the actual amounts spent in 2015 as at the end of June of that same year, and the 2016 budget projection included in the 2015 Municipal Composite Budget. The bottom row of the table indicates the percentage of the total Municipal budget or actual expenditure that the SW\CD budget or actual expenditure account for.

Table 12 Budget allocations and actual expenditure for SW\CD Department in Talensi District (in GHS)

Expenditure categories	Budget 2014	Budget 2015	Actual 2015 (Jan-June)	Budget Projection 2016
Compensation	Not available	223,571	111,786	211,344
Goods & Services	Not available	49,000	12,123	57,146
Assets	Not available	0	0	0
Total SW\CD	Not available	272,752	123,909	268,490
% of Total	Not Available	2.6%	3.1%	3.7%

Source: Own calculations based on the Composite Budget of Talensi District Assembly for the fiscal years 2015 and 2016

In 2015, 2.6 % of the total District budget was allocated to the SW\CD Department. This was projected to increase to 3.7% in 2016.¹⁷¹ The 2015 budget allocation for the other social sectors is not recorded, however, it was projected that 12.7% and 7% of total 2016 budget was allocated to education and health respectively. Nonetheless, Talensi seems to allocate a slightly higher percentage to SW\CD compared to other MMDAs. The 2015 costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.¹⁷²

Table 3 also suggests that expenditure performance of the SW\CD Department (i.e. actual spent compared to the budget) is higher than the total budget performance as the percentage of actual spent on SW\CD by June 2015 was 3.1% of total actual expenditure of the District, which means that the District was spending more on SW\CD than planned for the overall year.

In addition, Table 3 demonstrates that 2015 the District allocated budgets in varying proportions towards the compensation of staff and goods and services. In 2015, 82% was budgeted for compensation of staff while 18% for goods and services, which support the operating costs of

the Department. For 2014, we do not have figures available to make this assessment. For the 2016 fiscal year, the proportion allocated to goods and services was planned to increase to 21%. This is substantially higher than the proportion of total funding allocated to goods and services found in the 2015 costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD budget allocated to goods and services was less than 10% over the period 2012-2014.

The issue of inadequate resourcing for delivering child protection services as was raised many times during the SRP workshop. For example, one representative from the NCCE lamented over the Assembly's prioritization of projects which in his view scored political points at the detriment of activities which help to create awareness on child and family protection: *"It is sad to say that institutions that work to bring about change are neglected."* (OPM, March 2017). Similarly, the Head of Community Development added that request for resources such as fuel or motor bikes from the District Assembly were often faced with delays or a lack of response, which led to cancellation of planned activities. However, the DCD in defence of the Assembly, emphasized on the need for requests to the Assembly to be submitted on time, as the Assembly is unable to respond to request for *"impromptu budgets"*.

Additionally, when the facilitators provocatively asked participants if the WFS initiative was workable, this was met with mixed reactions.

¹⁷¹ The Composite Budgets for 2015, 2016, and 2017 made available to the evaluation team do not consist of budget data for 2014.

¹⁷² MoGCSP and UNICEF (2015) Investing in Children earns Huge Dividends, Report on Investment, Budgeting and Economic Burden of Child Protection Violations in Ghana.



Participants were assured of the necessary support from the national level and the District. The presence of the DCD at the workshop was seen as a starting point. The DCD also promised to support the work of the participants if plans are submitted to the Assembly. That said, following the presentation of District Activity Plans, the Planning and Budget officer cautioned participants not to involve too many communities in their activities as funding was limited.

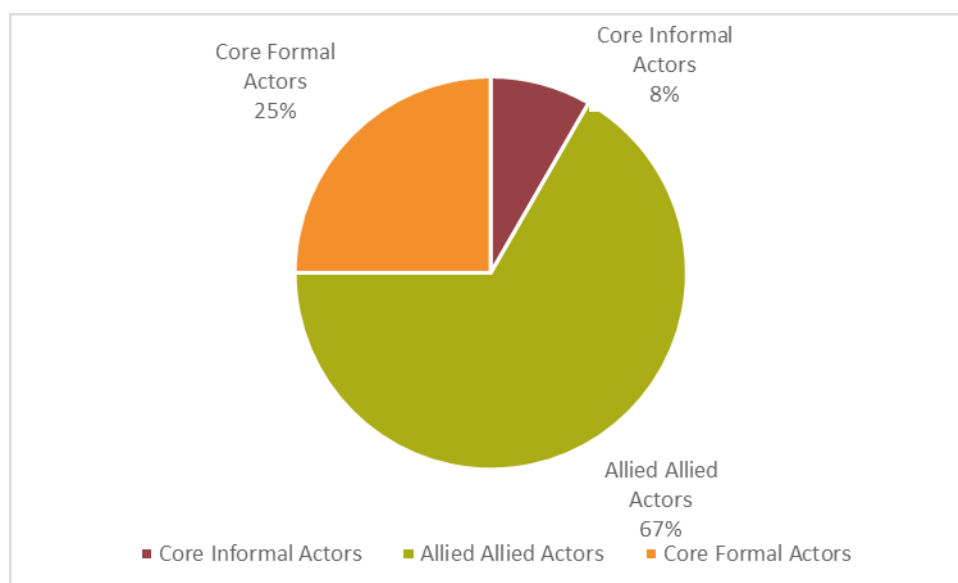
9.3 Rollout of workforce strengthening initiative in Talensi

9.3.1 Implementation of the sensitization, reflection and planning workshop

9.3.1.1 Participation

The SRP workshop took place between 16th and 17th March 2017. Over the two days, there were 24 participants in full attendance of which 45% were female. Figure 2 shows participants by actor category. The majority of participants (67%) were allied actors. The allied actors consisted of: representatives from NCCE, Ghana Education Service, Bureau of National Investigations, NGO/FBO, so on. Less than half of the formal social development workforce in the District participated in the workshop, mainly made up of CDOs. It is interesting to note the absence of security actors and Assembly members. The nearest police station is in the regional capital, Bolgatanga. The District Coordinating Director (DCD) and the District Planning Officer attended, although the DCD did not attend the whole time.

Figure 12 District level participation at workshop



Source: Own calculations, based on ILGS data, March 2017

One participant was of the view that chiefs of the various communities and Assembly members should have been invited because of the influence they have in the District. However, another participant expressed the challenge of getting such actors involved in child protection activities, such as this workshop, as participants often required that their expenses are paid. Similar challenges were raised when community members were called to discuss other community development issues with organizers often asked to pour libation and other dues.

The main language of facilitation was English. It appears that some individuals, particularly informal actors, spoke little or no English. A participant was nominated to act as a translator. However, it proved challenging to play the role of a participant and a translator simultaneously. Based on our observations, the use of English held back full participation of informal actors who remained mostly silent throughout the workshop, even in the group settings. During the 2nd day of the workshop only two of three informal actors who attended the first day participated.

9.3.1.2 Sensitisation, reflection and planning activities

The workshop covered the content and activities as outlined in the schedule. The two policies were introduced, although participants were told by the facilitator that the emphasis was on CFWP. In sensitising the participants on the CFWP, the various background research exercises that led to the development of the CFWP were highlighted, along with some short comings of the existing policy leading to the need for a new policy. The importance of translating the policy into a document which was fit for the Ghanaian context was emphasised, along with the need to recognize the role played by informal actors. A participant expressed some concerns about the risks of the policy, like its predecessor, ending up on the shelf. However, it was explained that the main objective of the WFS initiative was to facilitate the translation of the policy into practice. It was expected that clear guidelines would be developed on how the policy to practice process would be implemented.

The WFS process itself was explained as a mechanism of helping ideas, proposals, principles outlined in the policy to be translated into action. It was also emphasised that the process of translation would be made possible through greater stakeholder engagement, particularly with child protection actors at community level. In explaining the policy, the facilitators highlighted, through a number of examples, the principles

of child centred decision making, reciprocity, prevention, and the importance of collaborating and linkages with community leaders in the design of programmes and in offering alternative resolution options.

The J4CP was similarly explained, highlighting its origins and importance. The principles of family involvement in administering justice, use of alternative conflict resolution mechanisms, prevention, strengthening of community mechanisms, collaboration between formal and informal actors in administering justice and so on was discussed. Some participants felt that given the similarities in goals and objectives in the two policies, the two policies, should be merged.

The majority of the participants demonstrated a good understanding of the issues being discussed during the sensitization. This was evidenced by their comments, contributions, questions throughout the sessions. The participants cited many socio-cultural practices, along with specific past and ongoing cases to buttress the relevance and their support for the provisions in the policies, particularly the Child and Family Welfare Policy (CFWP).

The reflection session started with individual reflections followed by group reflection.¹⁷³ Participants were reminded of the principles of the policy and encouraged to reflect on how the principles would be translated into practice and affect their roles individually, but also their work with other actors. The discussions were led and dominated by the formal actors, with little participation from informal actors, perhaps because of the language barrier.

Following the reflection session, the teams embarked on a planning exercise in their groups. Each group selected a leader and the core formal actors (CDOs and SWOs) were spread across the groups. The head of CD and SW was nominated as the District Focal Person, ahead of the workshop. Her nomination was accepted

¹⁷³ Participants were divided in four groups.



unanimously by the participants. Participants were then given a planning template to complete before presenting their plans in a plenary. Participants were reminded to reflect how formal and informal actors could complement each other in the plans. Teams were encouraged to be flexible in their planning and activities proposed to be realistic and workable in the context of Talensi. The groups mostly decided to focus their initial activities in one or two activities, in particular teenage pregnancy and child marriage were emphasised.

The workshop ended with a session on learning and documentation. Participants were encouraged to use documentation as a way of noting down learnings – both successes and challenges that emerged out of implementing their Activity Plans. As part of the group Activity Plans all the groups had included aspects of documentation, like writing reports, taking pictures, videoing activities and performing drama. This indicates their understanding and ability to apply the discussion on documentation.

9.4 Situation of the child protection workforce

9.4.1 Awareness and understanding of the policies

During the SRP workshop, a minority of participants knew about the CFWP because they had been part of the ILGS Reconnaissance Study in 2016. Seven out of the 24 participants had heard about the policy, although only 2 participants were currently in possession of the policy document. By the end of the policy information session at the SRP workshop, participants appeared to have understood the policy, which was demonstrated by their constant engagement and questions of clarifications. In some cases, participants appeared to even challenge some of the concepts in the policy, for example calling for a distinction to be made between a legal definition of a child and a socio-cultural definition. Participants intimated that the difficulty in interpreting some of these concepts often created some difficulty in

handling particular child protection cases.

The ILGS Reconnaissance Study sought to establish actors' understanding of the policy. Overall the report suggests that respondents interviewed during the study did not demonstrate an adequate knowledge of either of the two policies even though some of them were aware of their existence. Both the District CDO and SWO interviewed gave the objective of the policy to be strengthening of existing community and District structures for effective child protection when asked about their knowledge of the two policies. The District Planner Officer and DCD on the other hand had no knowledge of either of the two policies.

9.4.2 Current practices of child protection actors and expected changes

We define practice as the decisions and actions that child protection actors take to ensure quality services for children and families along a continuum of care. While the Reconnaissance Study of Talensi includes a section on child protection practice, it provides limited information on practices of child protection actors. It describes corrective measures used by parents, teachers and community members to protect children, such as advising, suspension from school, caning, weeding, and denying children of their wants.

SW\CD Department progress reports provide information on current practice of the core formal actors. The SW\CD Department reported that during 2015 and 2016 the Departmental staff conducted community sensitisation activities using the SBCC toolkit and working with child protection teams in 20 communities. Topics addressed were: child marriage, teenage pregnancy, child labour, child migration, school dropout and peer group influence. Through this programme, school child rights and protection clubs were also formed in five communities and concrete child protection cases were addressed (e.g. school dropouts due to teenage pregnancy). In addition, the Department handled 18 child



maintenance cases and conducted 2 social investigation reports during 2015 and 2016. The SW\CD Department in Talensi also supports the implementation of the Livelihood Empowerment against Poverty (LEAP) programme and the National Health Insurance Programme (NHIP) in the District. According to the 2016 Progress Report of the Talensi Medium Term Development Plan only one case of abuse was reported to the SW\CD Department in 2016.

Given the focus and diverse nature of the SRP workshop participants, there was limited discussion in Talensi about actual practice. However, the following practices and required change were mentioned:

- The respondents highlighted the importance of child centred responses in programmes and activities. It was emphasized that children were to be viewed as part of a family and community. Currently, participants were of the view that this principle was not adequately reflected in actors' activities and handling of cases, with children looked at in isolation.
- The importance of early intervention and response was highlighted. Participants spoke of the need to incorporate child protection issues in education programmes and working more closely to diverse range of actors. While prevention and outreach programme are part of actors' roles, actors felt that it was important to extend programmes to hard-to-reach communities within the District.
- Participants emphasized the need to work with communities to reintegrate children in the families in the community rather than punishing them.
- The importance of making direct contact with families and children was emphasised, with participants identifying the need to have direct contact with children and families, and creating a cordial environment in such cases.

9.4.3 Current formal coordination and collaboration and expected changes

In Talensi District there is not an inter-agency mechanism to formally and specifically coordinate child protection and child welfare concerns at the district level. A Child Protection Committees at the district level has not yet been operationalised. At community-level, child protection teams have been active in 20 communities during 2015 and 2016. Also, no Child Panel has been established to coordinate between formal and informal actors in child justice issues.

From the discussions at the SRP workshop, a consistent theme that emerged was the importance of improving on stakeholder engagement to enable effective child protection response in the District. This was similarly the focus of the opening and closing statement of the District Coordinating Director. It appears that currently cases are handled individually by formal organizations without consulting other formal actors. During the discussions and examples of cases given, it was evident that collaboration was limited with actors making little or no reference to each other in their description of how cases were handled. One actor also noted that there was a lack of trust between actors and pointed this as a possible challenge for the WFS process. This confirms the low degree of interaction among actors presented in Figure 2 in section 2.2. The SW\CD Department also reported no referrals over the period 2015-2016 and, as was mentioned above, only one abuse case was reported in 2016, which may indicate low interaction and referrals between formal actors.¹⁷⁴ Collaboration was consequently identified as one area for proposed change during the SRP workshop.

The SW\CD Department activity data for 2015 and 2016 do indicate collaboration between CD/SW and the education sector since sensitisation

¹⁷⁴ Social Welfare and Community Development Department, District Talensi (2017), report on child protection workforce strengthening initiative by UNICEF. Direct communication OPM and SW/CD Department.



activities are conducted in schools and school child rights and protection clubs were also formed in five communities. Also, the Department is collaborating with the LEAP programme and the NHIS to provide preventive protective support to vulnerable families.

9.5 Current linkages between formal and informal child protection actors and expected changes

The importance of linkages between formal and informal actors was similarly emphasized during the SRP workshops. It was emphasized that it was important for actors to *“think together and work together as complements.”* During the discussions, it emerged that currently there is some competition between formal and informal actors in handling child protection cases. For example, there were examples of cases that needed to be sent to the police station, but informal actors withdraw them, arguing that cases could be better settled at home. There was a discussion in terms of the factors to consider when handling over such cases. One participant was of the view that it was important to have a description and clarity on issues to resolved by the different actors to avoid confusion. Another participant raised the issue of conflicting views and opinions between formal and informal actors and noted the challenge this presented in terms of stakeholder mobilisation and activity implementation in the communities. One participant went as far as describing informal actors as having *“veto powers”* capable of determining the outcome of cases.

Going forward participant’s spoke of the need to work with and build the capacity of informal actors so that they could effectively execute their assigned roles. It was also highlighted that it was important to for the roles of both formal and informal actors to be clarified to enhance the effectiveness of child protection response at community and national level. Majority of actors were optimistic that the proposed partnership between the formal and informal system in handling child and family welfare cases was in the right direction.

As noted before, the SW\CD Department is already working at community level sensitising about and addressing child protection issues through child protection teams. The Department reported challenges in terms of inadequate support of some community members in the implementation of this programme and poor cooperation in helping to solve child rights issues by some parents and community members. This confirms the issues raised during the SRP workshop.

9.6 District Activity Plans

There were four separate Activity Plans drafted in Talensi. Collectively groups focused on five main activities: child labour, early marriage, out of school/ drop outs, teenage pregnancy and substance abuse. These focus areas are in line with the child protection concerns in the District. Each sub-group nominated a coordinator. Three of the four coordinators were social development staff, and one actor was from the NCCE. The groups planned to meet weekly within the community.

Most of the groups focused on sensitization activities in either in schools, at places of religious worship or in the community focusing on teenage pregnancy. Groups planned to start with planning and prior meeting with relevant stakeholders before embarking on sensitization activities. As commented during the SRP workshop, response activities to support those who have already been affected were less considered. There was one group who proposed to identify victims of teenage pregnancy and listen their stories. However, it is unclear what the outcome of this activity would be. The same group also proposed to listen stories from perpetrators of teenage pregnancy with the view to supporting them financially and morally.

In the medium term (3 months) all groups planned to follow up with the relevant stakeholders they had engaged with.





District case study Profile:

Upper Denkyira West



10. District Profile for Upper Denkyira West

The Upper Denkyira West District is one of the twenty Metropolitan, Municipalities and Districts in the Central Region of Ghana.¹⁷⁵ The administrative capital of the District is Diaso. It is the northernmost District in the Central Region sharing common borders with Districts in Western Region and Ashanti Region (to the North-West and East respectively). The District has a total land area of 850 square kilometres which represents 3% of the total land area of the Central Region. The population of the District, according to 2010 Population and Housing Census, stands at 60,054 with 30,193 males (50.3%) and 29,861 females (49.7%). The projected population for 2017 is 74,607¹⁷⁶. It is the District with the lowest population in the Central Region; this is about 2.7% of the Central Region's total population.

¹⁷⁵ Government of Ghana (2013) Upper Denkyira West Draft Medium Term Development Plan; 2014 – 2017)

¹⁷⁶ Government of Ghana (2013) Upper Denkyira West Draft Medium Term Development Plan; 2014 – 2017)



Figure 13 Location of Upper Denkyira West



The Upper Denkyira West District is rural. Diaso which is the District capital has a population less than an urban settlement (that is 5,000 or more). The entire population of the District resides in rural areas and making it one of the two Districts in Central Region with no urban population.^{177,178} Based on the 2010 population data, the population density equals 104 persons per square kilometre.

From the 2010 Census, there are 10,099 households with an average household size of 4.4 which is above the regional average (4.0) and equal to the national average of 4.4. The District has a youthful population: around 50.6% of the population are aged 19 and under. Children constitute 52.2% of members of households. Based on the same 2010 Census data, 69.3% of household heads are estimated to be male versus 30.7% female. The household structure in the District is mixed, the majority of households (62.9%) consist of nuclear families and 37% is of the extended family system. The proportion of population in the District with disability is 2.3%.¹⁷⁹

¹⁷⁷ Ghana Statistical Service 2014

¹⁷⁸ According to the District Medium Term Development Plan 2014-2017, Ayanfuri Township is exhibiting some characteristics of an urbanising community because of its nodal location as a transit town between Districts and regions and because of sprawling mining activity which is attracting people into town.

¹⁷⁹ Ghana Statistical Service 2014



The District has a total fertility rate of 4.5 compared to 3.6 for the region and a death rate of about 5.19 in every 1,000 population. The mortality experience in the District is lower than the average of the region.¹⁸⁰ This high fertility rate and low death rate will require more resources to sustain the expanding population in the future if sustained. Of the total population 28% are migrants, of which two thirds originate from other regions in Ghana.¹⁸¹ Over District Medium Term Development Plan 2014-2017 indicate that outmigration of active labour was an issue during the 2010-2013 period.

The District was carved out of the erstwhile Upper Denkyira District. It was established by a Legislative Instrument (L.I. 1848, 2007) and was inaugurated in February 2008.¹⁸² There are currently 23 Assembly members with 16 of them being elected members. The District has 16 electoral areas¹⁸³ and 4 Area Councils¹⁸⁴ At the end of 2014, the District actual revenue achieved amounted to GHS4.6 million, of which 7.2% (GHS0.3 million) were internally generated funds.

The Denkyiras, who are part of the Akan speaking tribe, are the indigenous people of the District. They form about 47% of the District's population. Twi is the major language, followed by Fanti. There are settler groups; prominent among them are the Ashanti, Fanti, Akuapem, Ewe, Nzema, Sefwi and the people from a number of ethnic groups in northern Ghana. The kinship system is matrilineal among the Denkyira and others with Akan ethnic background and as such inheritance as well as succession is traditionally passed on from uncles to nephews. The Ewe and those from northern Ghana have patrilineal kinship system with wealth transmission from fathers to sons. The Denkyira

people are Akans and share the same chieftaincy system with other Akans such as the Akuapems, Ashants and Fantes. The highest rank is that of a Paramount chief. Underneath the Paramount chiefs, there are Chiefs and sub-chiefs.

The majority (81.5%) of the population are Christians. The proportion of the population with no religion in the District is 9.4 percent while Islam is 8.1% with traditionalists accounting for 0.3 percent.¹⁸⁵

About 77.5% of the population aged 15 years and above are economically active. The economically active population is made up of 96% employed (most self-employed) and 4 percent unemployed persons. Similar proportions are observed for both the male and female population. Agriculture, forestry and fishery is the largest sector of employment; 71.1% of the workforce is engaged in this sector. Another 8.6% is employed in the mining and quarrying sector.¹⁸⁶ The scale of agriculture production is mostly on subsistence level; and, farmers rely heavily on the two rainy seasons.¹⁸⁷ The District has three market centres where major trading and commercial activities are carried out: Diaso, Dominase and Ayanfuri markets. According to the District Medium Term Development Plan 2014-2017, mining activities is attracting people to the District, is causing environmental problems and is contributing to HIV/AIDS prevalence and teenage pregnancy.

The District has a total of 550 kilometres of feeder and highway roads. There are about 40 feeder roads with a total stretch of 360km. The highway roads are made up of 47 kilometres (20 kilometres tarred and 27 kilometres untarred). The main road from Dunkwa-on-Offin to Sefwi Bekwai runs through the District from Ayanfuri in the south to Diaso in the north. It is only 12.0 km. The rest of the road network is laterite surfaced.¹⁸⁸

180 <http://ghanaDistricts.com/DistrictSublinks.aspx?s=7991&distID=77-6/7/2017>

181 Ghana Statistical Service 2014. A migrant is considered a person whose current place of residence is different from his or her place of birth or previous place of residence.

182 Composite Budget Narrative of the Upper Denkyira District Assembly for the Fiscal Year 2016.

183 Composite Budget Narrative of the Upper Denkyira District Assembly for the Fiscal Year 2016.

184 District Medium Term Development Plan 2014-2017

185 Ghana Statistical Service 2014

186 Ghana Statistical Service 2014

187 District Planning Coordination Unit 2013

188 <http://ghanaDistricts.com/DistrictSublinks.aspx?s=7991&distID=77-6/7/2017>



In terms of social amenities, the District has a total of 59 Kindergartens, 57 Primary Schools, 37 Junior High Schools and 2 Senior High Schools.¹⁸⁹ According to the GES EMIS School Year Data 2014/2015 Dankyira had 32,153 children in Basic Schools and 650 in Senior High Schools.¹⁹⁰ Almost seventy-four percent (73.7%) of the population 11 years and older in the Upper Denkyira West District are literate, that is, they can read and write with understanding. This is against a regional average of 78.2% and a national average of 74.1%. Literacy is nearly universal among the youth population of the District. Male literacy rate in the District is 81% compared to the female literacy rate of 66.3%.¹⁹¹ A little over one out of five persons aged three years or older (21.8 percent) has never attended school while 78.2 percent have ever attended school either currently (41.8 percent) or in the past (36.4 percent).

A higher proportion of males have ever attended school (83.5%); compared to 72.8% of females.¹⁹² Health care in the District is delivered at two levels: the community and sub-District levels. The District has no Hospital but 3 health centres and 7 functional Community Based Health Planning Services (CHPS) compounds. There are also two private clinics and no maternity homes complementing health care delivery in the District.¹⁹³ The non-availability of District Hospital means patients always had to secure referral services from the Dunkwa Hospital. The poverty head count of the District stands at 3.3% compared to 19.6% for the entire Central Region. The Ghana Poverty Mapping report notes that Upper Denkyira West District ranks 211 out of 216 on the league table of poverty incidence.¹⁹⁴

189 Government of Ghana (2013) Upper Denkyira West Draft Medium Term Development Plan; 2014 – 2017)

190 GES (2014) EMIS School Year Data 2014/2015

191 Ghana Statistical Service 2014

192 Ghana Statistical Service 2014

193 Government of Ghana (2013) Upper Denkyira West Draft Medium Term Development Plan; 2014 – 2017)

194 Ghana Poverty Mapping Report, Ghana Statistical Service 2015



Table 13 Summary of background context of Upper Denkyira West District

Characteristics		Upper Denkyira West
Geography	Region	Upper Denkyira West
	Locality	Rural
Demography	Population ¹⁹⁵	60,054
	Proportion of children and adolescents (19 and below) ¹⁹⁶	50.6%
Administrative structure	Year of creation	2008
	District Assembly Structure	23 Assembly members
Economic activities	Key economic activities ¹⁹⁷	Agriculture
Social development	Poverty headcount ¹⁹⁸	3.3
	Gini coefficient ¹⁹⁹	38.4
	Health facilities presence ²⁰⁰	3 health centers, 7 functional CHPS, 2 Clinics and 2 private health facilities.
	Education facilities presence ²⁰¹	59 Kindergartens, 57 Primary Schools, 37 Junior High Schools and 2 Senior High Schools
	Literacy rate ²⁰²	73.3%
	Net primary enrolment rate ²⁰³	139%
	Net secondary enrolment rate ²⁰⁴	-
	Number of LEAP beneficiaries	48 ²⁰⁵
Culture	Main religion ²⁰⁶	Christianity
	Inheritance system ²⁰⁷	Matrilineal

195 Ghana Statistical Service, 2014

196 Ghana Statistical Service, 2014

197 Ghana Statistical Service, 2014

198 Ghana Statistical Service, 2015

199 Ghana Statistical Service, 2015

200 Medium Term Development Plan 2014-2017; Upper Denkyira West

201 EMIS 2014/2015

202 Ghana Statistical Service, 2014

203 EMIS 2014/2015

204 ibid

205 Based on data sent by UNICEF, March 2017

206 Ghana Statistical Service, 2014

207 Ghana Statistical Service, 2014



10.1 Child protection context of Upper Denkyira West

10.1.1 Child protection concerns

During the Sensitization Reflection and Planning (SRP) workshop participants discussed with passion child protection concerns in the District. The issues identified confirm the findings of the ILGS Reconnaissance Study²⁰⁸ and the broad issues of child protection found in other studies like the 2014 Child Protection Baseline Research. Participants mentioned *Galamsey* (children engaged in illegal mining), teenage pregnancy, *Okada* business (motor bikes as taxis) by school-going children, child labour, and gambling as key concerns. The District Medium Term Development Plan 2014-2017 confirms that the proliferation of small scale mining in the District exposes teenagers, especially young females, to teenage pregnancy and identifies it as a predisposing factor of the HIV/AIDS incidence in the District. A study on the effect of illegal mining on school performance in the District²⁰⁹ finds that illegal mining has a great effect on school attendance. The Medium Term Development Plan also highlights child neglect as very predominant in the District as a result of men denying responsibility for pregnancies and women going out with long distant haulage drivers who eventually neglect them and their babies.

Furthermore, respondents in the ILGS Reconnaissance Study identified psychological abuses from parents who invoke curses on their children and thus putting fear in them. This kind of abuse was deemed one of the highest forms of child abuse according to the study. The Study also added to the list of child protection concerns, child marriage and absenteeism from school. Child respondents in the study, when asked about their expectations for their protection, also indicated that physical punishment by teachers (e.g. through caning) is used at school.

Some participants at the SRP workshop partly blamed the promotion of child rights in recent past for the recalcitrant behaviour of children since too much freedom has been given to children and making it virtually impossible to discipline or correct them.²¹⁰ However, others defended the rights of children: *I have issues with those who blame children without looking at the root causes. Why is a child doing illegal mining? It could be this child has been neglected and has to survive. Let us tackle the root causes.* Access to education and health were often mentioned by respondents of the ILGS reconnaissance study as key expectations from duty bearers, such as parents, teachers and community members, to effectively protect children. Participants appeared to relate more easily with the term “welfare” than “rights” because it made the “the best interest principle” clearer to them. Again, they felt the rights give children too much freedom and less parental control and to them that accounts for some of the child protection challenges confronting the communities.²¹¹

Respondents in the ILGS Reconnaissance Study found the causes of the incidence of child protection to be due to parental vulnerability in terms of poverty, divorce, single parenting; leading to child neglect in most cases. Apart from domestic related causes, the study also identified socio-cultural norms and practices handed down from generation to generation to be a factor in practices that violate the rights of the child. For instance, interviewed female caregivers explained that polygamy results in fathers having too many children that they cannot care for. Yet another factor identified by the study was the influence of social media and abundance of information through technology and the proliferation of churches and prophets whose prophecies sometimes vilify children and or their families.²¹²

208 ILGS (2016)

209 Adu-Gyamfi (2014)

210 OPM April 2017

211 OPM April 2017

212 ILGS, 2016

The changing culture in the communities seems to affect to what extent community members perceive to be able to address child protection concerns. The interviewed community members as part of the ILGS Reconnaissance Study pointed to lack of community influence over children due to changing culture where children are not seen as belonging to communities but to nuclear families. Similarly, the Queen Mother who participated in the SRP workshop mentioned mistrust for the extended family as a factor for not allowing one to extend help to children: *When you give a gift they say there is witchcraft in it. The extended family is seriously affected now and there is mistrust. One does not know how to even be nice to others because people are so suspicious of one another.*

10.1.2 Child protection actors, structures and services

We define three categories of child protection actors. First, we identify a group of core formal actors which includes two actors—Social Welfare Officers (SWO) and Community Development Officers (CDO)—for whom child protection is their core mandate. Second, we identify a group of core informal actors who are actors who have a mandate in the protection of children and whose operations are based on community and traditional processes and resources. Finally, we identify a third group of allied child protection actors, which includes actors who engage in child protection issues but for whom child protection is not their primary mandate such as teachers, health workers, District gender desk officers, CHRAJ, DOVVSU, NGOs, and FBOs.

On the other hand, we define child protection structures as formal or informal arrangements that facilitate the execution of specific functions by involving different actors. These include, among others, committees that address child protection concerns and child panels. We refer to services as activities or institutions that deliver a specific social or judicial service; for example, remand and foster homes, or tribunals. There can be crossover between structures and services. Table 2 below shows the range of actors, structures and services involved in child protection in the District.

As can be seen from Table 2 above, only CDOs and no SWOs constitute **core formal actors** as part of the Department of Community Development and Social Welfare. The ILGS Reconnaissance Study identified 4 CDOs (all male), which falls below staff required by the Local Government Services (LGS) which prescribes a maximum of 11 and minimum of 7 professionals in the entire Department. The District head of Community Development doubles as the Social Welfare Unit head. This puts undue pressure on him as could be observed during the SRP workshop where he could hardly stay through a full session at a time. The ILGS Reconnaissance Study identified the following skill gaps for the Department: community entry skills, leadership and decision making, and dispute/conflict resolution skills. In terms of equipment, office space, computers & accessories, and motorbikes were reported as lacking.



Table 14 Child protection actors, structures and services in Upper Denkyira District²¹³

Child protection actors and structures		Present in the District
Actors		
Core Formal Actors	Social Welfare Officer	×
	Community Development Officer	✓
Core Informal Actors	Chiefs	✓
	Queen Mothers	✓
Allied Actors	District Gender Desk Officer	✓
	CHRAJ	×
	DOVVSU	×
	NGO/ FBO	✓
	District Girl Child Education Officer	✓
	NCCE	×
Structures and services		
	Social Service Sub Committee	✓
	Child Protection Committee	✓
	Child Panels	×
	Residential homes	×
	Juvenile Court	×
	Family tribunal	×
	Remand homes	×

Source: OPM, April, 2017

Informal core actors are present in the District. The ILGS Reconnaissance Study interacted with as many as 11 informal actors which included traditional authorities and community leaders. The Study lists traditional chiefs and Queen Mothers among key stakeholders in child protection in the informal sector in the District. The informal actors interviewed expected community members to support child protection by helping needy children, making bye-laws to help control children in the community, forming an association to discuss among other things mutual issues concerning children's education and welfare and to report infractions against children such as forced marriages and maltreatment by parents or care givers to police or the Assembly for redress.

During the SRP workshop the Traditional Authority representatives were very vocal and demonstrated understanding of what their role could be. The Queen Mother lamented the days when she used to attend association meetings under the traditional council where they discussed children's issues but this is not happening any more. In her own words; *"Now all is down because of changes in our world now. We should bring the children together and educate them."* In expressing her expectation for the workshop she also said: *I want to learn how to address girls' challenges in my community* which gives an indication of the role she sees herself playing in children's protection, particularly for girls.

213 ILGS 2016

The traditional chief on his part expressed the role of the Traditional Authority in the delivery of justice especially in matters that they deem to have spiritual connotation such as sexual offences. His assertion draws attention to the need for more education on the roles and extent of the mandate of the informal actors especially in sex related issues like incest, rape and defilement as these fall in the domain of formal actors. It also alerts of possible misalignment between strong cultural beliefs and legal provisions on child protection and hence the need for more dialogue between formal and informal actors.

Allied actor presence in the District is captured in Table 2 above. Some important key allied actors like DOVVSU, CHRAJ and NCCE do not have a permanent presence in the District. The only Civil Society Organisation (CSOs) mentioned in ILGS Reconnaissance Study was World Vision, which also participated in the SRP workshop. According to the District Medium Term Development Plan 2014-2017, World Vision Ghana supports education in the District.

In terms of **child protection structures**, according to the Head of SW\CD, Community Child Protection Committees have been formed in eight communities within the District as part of the behaviour change communication programme roll out. These committees are reported to be active. In addition, a District Child Protection Committee is in place, composed of a Community Development officer, the Social Services sub-committee chairman, World Vision Area Manager for the District, the District Planning Officer, the Assembly man of Diaso. They meet twice in a month, although the last time they met was the latter part of 2016.²¹⁴ Furthermore, like other Districts, the District has a Social Services Sub-Committee as part of the District assembly governance structure. The Social Services Sub-Committee is composed of eight members: one Social Development officer, six Assemblymen, and one Government appointee.²¹⁵ They have been having quarterly meetings and the last time they met was in the latter part of 2016.

In terms of child protection services, there is no Child Panel, family tribunal nor juvenile court to provide child-specific judicial services. No remand homes nor children's home/orphanages are located in the District. According to the District head of SW\CD, they link up with the neighbouring Twifo Praso District for such services.

Figure 2 presents the degree of interaction between the core formal actors (SWOs/CDOs) and other actors based on the judgment of the District head of Community Development and Social Welfare Department.²¹⁶ The SW\CD Department interacts most intensely with the District Gender Desk Officer, CSOs and assembly members compared to the other actors. The scores are based on the judgement of the head of SW\CD.

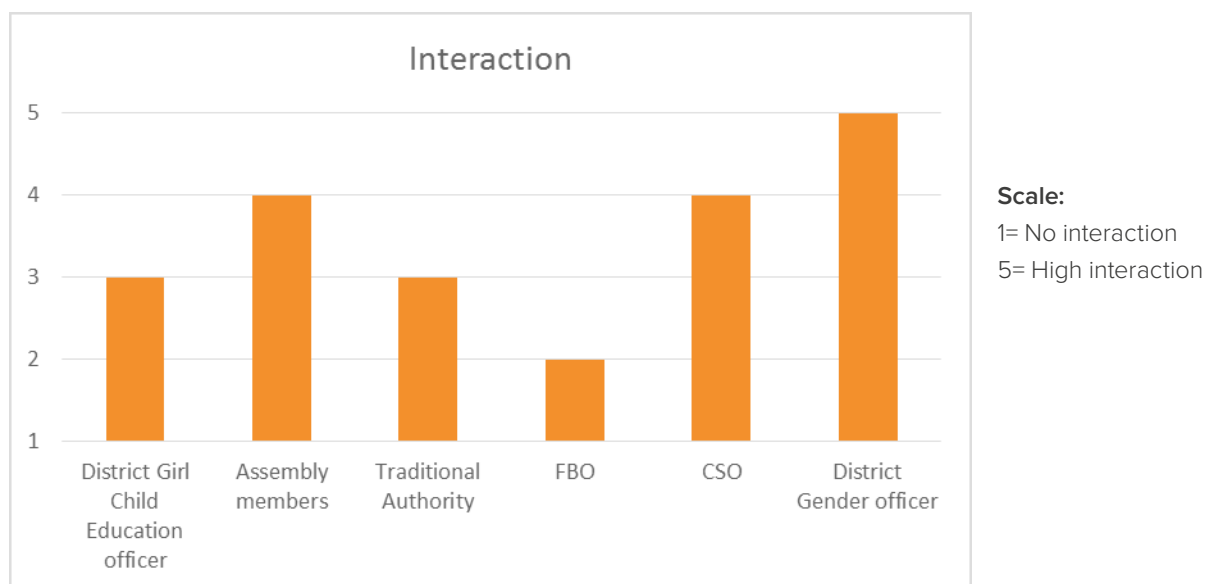
²¹⁴ OPM Interview with District head of SW\CD, 2017.

²¹⁵ OPM Interview with District head of SW\CD, 2017

²¹⁶ The Head was asked to rate the degree of interaction of the SW\CD office with different child protection actors on a scale from 1 to 5, with 1 being no interaction and 5 being high interaction.



Figure 14 Degree of interaction between SWO/CDO and other actors



Source: OPM, April 2017,

10.1.3 Other initiatives that strengthen the child protection system

As part of a broader initiative promoting social behavioural change, the Ministry of Local Government in partnership with UNICEF is rolling out a SBCC tool kit. The toolkit that is used by CDOs to sensitize communities on child rights and child protection has already been rolled out in Upper Denkyira West. It is not clear the total number of communities that have benefitted from the roll out.

As with all 20 pilot Districts, the Livelihood Empowerment Against Poverty (LEAP) cash transfer programme is operational in the District. There are 48 beneficiary households on the programme.²¹⁷ The last payment was done in March-April- May 2017 (on-going) as at the time of interview.

The MTDP2015 mentions a number of pro-poor social protection schemes such as the school feeding programme and scholarship scheme to curb school drop-out incidence and thus secure their protection from social risks.

10.1.4 Resources available for child protection

Decisions on public budget resource allocation and release to the Social Welfare and Community Development (SW\CD) Department are made by the District Assembly. Hence, the District Assembly has a significant role in funding service delivery in relation to child protection. Table 3 presents the annual budget allocations to the SW\CD Department in 2014 and 2015 (column 2 and 3). In addition, it shows the actual amounts spent in 2015 as at the end of June of that same year, and the 2016 budget projection included in the 2015 Municipal Composite Budget. The bottom row of the table indicates the percentage of the total Municipal budget or actual expenditure that the SW\CD budget or actual expenditure account for.

²¹⁷ Interview with District head of SW\CD, Upper Denkyira, April 2017

Table 15 Budget allocations and actual expenditure for SW\CD Department in Upper Denkyira (in GHS)

Expenditure categories	Budget 2014	Budget 2015	Actual 2015 (Jan-June)	Budget Projection 2016
Compensation	52,973	53,874	26,937	64,482
Goods & Services	17,203	12,891	6,070	72,213
Assets	0	0	0	0
Total SW\CD	70,176	66,765	33,007	136,695
% of Total	1.2%	1.0%	1.2%	1.9%

Source: Own calculations based on the Composite Budget of Upper Denkyira West District Assembly for the fiscal years 2015, 2014

In 2014 and 2015 respectively, 1.2% and 1.0% of the total municipal budget was allocated to the SW\CD Department. This was projected to slightly increase to 1.9% in 2016. This is relatively low compared to other social sector Departments. For example, in the fiscal year 2015 respectively 6% and 25% of the total budget was allocated to health and education, youth & sport. Nonetheless, Upper Denkyira West seems to allocate a slightly higher percentage to SW\CD compared to other MMDAs. The 2015 costing study conducted by the MoGCSP and UNICEF found that the average percentage of the total budget allocated to SW\CD across 11 sampled MMDAs equalled only 0.3% in 2014.²¹⁸

Table 3 also suggests that expenditure performance of the SW\CD Department (i.e. actual spent compared to the budget) is higher than the total budget performance as the percentage of actual spent on SW\CD by June 2015 was 1.2% of total actual expenditure of the District, which means that the District was spending more on SW\CD than planned for the overall year.

In addition, Table 3 demonstrates that in 2014 and 2015 a relatively high proportion of the SW\CD budget is allocated towards the compensation of staff compared to goods and services and

assets.²¹⁹ In 2015, only 19% is budgeted for goods and services, which support the operating costs of the Department. This was planned to change in the 2016 fiscal year for which goods and services were projected to account to 53% of the Department's expenditure. This is substantially higher than the proportion of total funding allocated to goods and services found in the 2015 costing study. For the 11 MMDAs examined in this study, the percentage for SW\CD budget allocated to goods and services was less than 10% over the period 2012-2014.

At the SRP workshop, the issue of resources came up during the reflection on the implementation of the CFWP. Two out of four reflection groups highlighted inadequate resources among the biggest challenges to putting the policy into practice.

10.2 Rollout of the workforce strengthening initiative in Upper Denkyira West

10.2.1 Implementation of the sensitisation, reflection and planning workshop

10.2.1.1 Participation

The SRP workshop took place on the 10th and 11th of April, 2017 at Diaso, the capital of the Upper

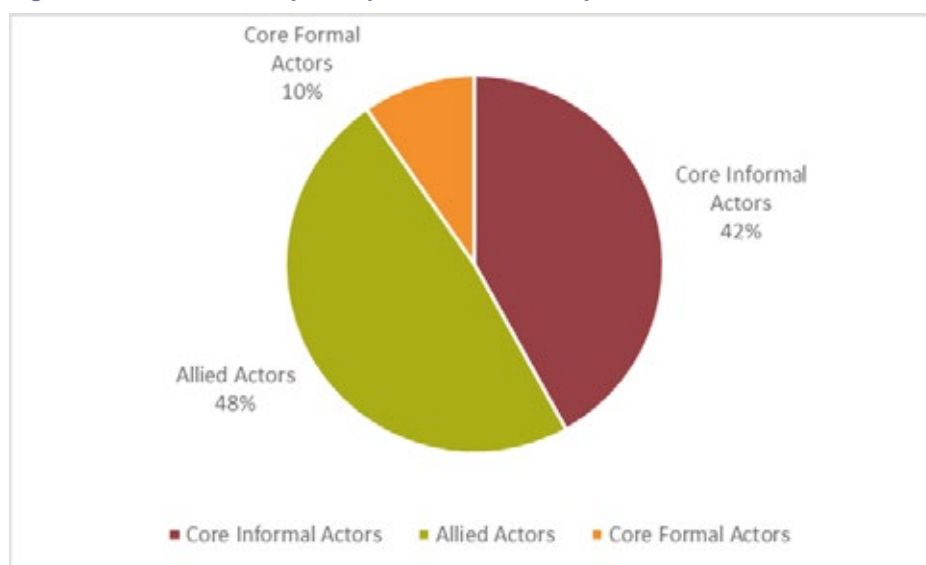
²¹⁸ MoGCSP and UNICEF (2015) Investing in Children earns Huge Dividends, Report on Investment, Budgeting and Economic Burden of Child Protection Violations in Ghana.

²¹⁹ The budget data confirm that only Community Development Officers are employed in the District because the entire 2016 projected District compensation budget is reserved for the Community Development unit.



Denkyira West District. A total of 31 participants were in attendance over the two days, made up of formal, informal and allied actors. 26% of participants was female. The allied actors were in the majority (48%) followed by the informal actors (42%), and core formal actors (10%) (see Figure 3). The participation of informal actors is high because almost 10 community members and caregivers attended, which we categorised as informal actors. Among the allied actors were Assembly members, staff of the District Central Administration, representatives of the Ghana Education Service and Ghana Police Service, and CSOs and FBOs. In terms of core formal actors, three CDOs attended.

Figure 15 District level participation at workshop



Source: Own calculations, based on ILGS data, April 2017

Participants were active in all sessions and made valuable contributions through recaps, discussions and group work. There was a lot of energy among participants during explanation of concepts and principles underpinning the policies but less during the technical issues of reflection and planning. Expectations expressed by participants included acquisition of knowledge and skill to address the vulnerability and challenges pertaining to girls, orphans and stepchildren, as well as to understand the concept of child rights in the context of child protection. There was also the expression of delight for the opportunity to revisit traditional ways of child upbringing as suggested in the policy. Participants seemed familiar and passionate about child protection issues and could relate well with the objectives and purpose of the workshop as explained to them. There was zero attrition per day in both days and participants were alert and fully participated in all sessions in spite of the hot weather condition during the workshop.

In terms of level of participation among participants, informal and allied actors were more active and vocal throughout the workshop. The core formal actors were very quiet and almost invisible as they appeared involved with logistic arrangements to support the workshop.

The local language was used with few expressions and explanations in English where necessary. Participants felt free in the use of the local language which might have contributed to active participation, quality of debates and discussions on issues throughout sessions. Facilitation was a good balance of maturity and flexibility which helped to keep workshop on focus in spite of lengthy, passionate discussions from participants.

10.2.1.2 Sensitisation, reflection and planning activities

Sensitisation sessions in the workshop threw light on the policies' background, formulation processes, content and the translation of content into practice on the ground. The complementarity of the two policies was explained to reflect their expectations in institutional and operational changes as they relate to the formal and informal systems and actors; and the reconceptualization of child protection in the country context. Concepts and principles that underpin the policies were also explained. There was a lot of energy on discussions around the legal, socio-cultural and traditional concept of childhood and who a child is as well as child rights. The Justice for Children Policy, even though not much stressed, triggered some debate between the formal and informal actors on the handling of sexual offences. It brought out the potential operational challenges between the formal and informal actors so far as strong cultural beliefs in procedures and approaches in justice delivery in sexual offences especially incest, rape and defilement are concerned. While the traditional chief holds it firmly that such sexual misconduct is an abomination which invokes curses on perpetrator and victim and so both of them require purification which can only be administered by the chiefs, the police quotes the law that puts such infractions into the criminal justice system and not in the hands of community informal systems.

The sensitisation session concluded on the note to expand dialogue and further deliberate on controversies in order to harmonise policy implementation on the ground. On the whole, participants had a fair enough appreciation and understanding of the content of the sensitisation session evidenced by feedback during recap hearing on the second day. Participants' contributions during recap were a mix of recommendations and expressions of learning that occurred the day before. Learning took place around the expanded definition of a child,

the distinct roles for formal and informal actors in sexual offences and the various forms of child protection and their triggers. Recommendations pointed to the need for more sensitisation on the policies in order to ensure buy-in by other players; the need to revisit positive cultural practices and controversial issues through dialogues; and the need to manage protection cases like teenage pregnancy in more child friendly ways.

At the start of the reflection session, participants were taken through the two main levels of change expected: namely, institutional change and re-conceptualisation of what constitutes child and family welfare. Participants were quiet all through this session and it is not conclusive if it is fatigue or lack of understanding. Participants were given typed out guide to facilitate reflection on the extent of their understanding of their roles in relation to CFW; possible changes in who to work with and what to do as well as opportunities and challenges the new policies present. Individual reflection was followed by group level reflection. Four heterogeneous groups were formed for the group level reflection. Plenary presentations showed that groups perceived opportunities emanating from the policy implementation could lead to improved services for children, free and fair environment for children's development, reformation of negative cultural practices and expansion in actor base for child protection services. On the other hand groups considered potential challenges to be the lack of adequate resources and effective monitoring of policy implementation, negative attitudes towards children and childhood, possible lack of commitment on the part of actors and clash between the roles of formal and informal actors. In terms of expected change in work approach, all groups mentioned collaboration and links with the expanded actor base in the formal and informal sectors suggested by the policy and others they have identified. Planning was introduced as a natural response to the four main issues reflected upon and defined: Galamsey (illegal mining), teenage pregnancy and okada



business (motor bikes being used as taxis by school aged children). Plans by all four groups focused on the three. Gambling was put aside as optional for the planning.

The commonest strategy for action was sensitisation targeted at parents, children, youth groups in the communities, teachers, employers, community elders and religious bodies.

Each of the four groups selected a leader to coordinate their planned activities. Dates and venues for meeting by each group was recorded. The District head of SWCD was introduced as the overall coordinator for the programme in the District.

Documentation and learning session was brief and was read out due to power failure. The main features of documentation were contributed by participants themselves.

10.3 Situation of the child protection workforce

10.3.1 Awareness and understanding of the policies

The ILGS Reconnaissance Study sought to establish actors understanding of the policy. Overall the report suggests that none of the actors interviewed during the study had adequate knowledge of either of the two policies even though some of them were aware of their existence. The CDOs and police officer interviewed were mainly aware about the launching and existence of the policy but not its contents. Other government officials, such as the District Coordinating Director, Planning Officer, Girl Child Education Officer and District Director of Education, were not aware about the policies. At community level some community leaders and NGO staff had heard about the CFWP from District Social Development officers during the community activities on the child protection toolkit.

There was no specific exercise to determine the awareness level of participants of the SRP

workshop, so it is difficult to make any meaningful assessment of the level of awareness and understanding of the policies. However, based on our observations they were able to understand the general content of the policy judging from the kind of questions and contributions they made during the workshop. The reflection responses, discussions and contributions during sessions pointed to a fair level of grasp by participants of the general policy direction. They were given copies of the policies but it will likely take a while for them to get the full content. The SWAs may get that earlier because it is more of a working document for them. There were a number of community child protection committees who have had a brush with the communication for behaviour change programme and so could appreciate the policy as they were observed reading the document in between sessions.

10.3.2 Current practices of child protection actors and expected changes

We define practice as the decisions and actions that child protection actors take to ensure quality services for children and families along a continuum of care. While the Reconnaissance Study includes a section on child protection practice, it provides limited information on practices of child protection actors. It describes corrective measures used by parents, teachers and community members to protect children, such as advising, caning, weeding, and denying children of their wants.

During the SRP workshop the District Head of the SWCD Department indicated that the CD unit currently engages in community mobilisation for the behaviour change programme and has conducted it in 8 communities. It is difficult to be conclusive on exactly what more the CD unit has done or is doing currently without having seen their quarterly/annual reports. The Composite Budget report for the Fiscal Year 2016 accounts that in 2015 the Department has provided financial assistance to people with a disability. It is not stated whether this related children.

During the SRP workshop the informal core actors and the allied actors talked variously at the group level concerning what they do currently, which included the provision of school infrastructure and resolving issues related to parents and children. The groupwork at the workshop highlighted that community members currently sensitise communities through the community child protection committees. These committees are also used as a platform to receive complaints and resolve cases but they refer to SW and the traditional leaders when issues are beyond them.²²⁰

10.3.3 Current formal coordination and collaboration and expected changes

The two supporting structures one could identify were the Social Services Sub-Committee, which discusses social issues in the District, and the District Child Protection Committee, which has been given official role to coordinate the implementation of the policy.²²¹ According to the District Head of SW\CD these two structures are active and have been meeting. However, it was clear from the interview with him that meetings are not happening regularly. It can be expected that with the full roll out of the pilot phase these structures will be more activated to play their coordination role, and actually bring together the expanded network of actors.

10.3.4 Current linkages between formal and informal child protection actors and expected changes

Figure 2 in Section 2.2 indicates that the CD/SW Department currently has relatively less interaction with informal actors such as Traditional Authorities compared to some other formal actors. The group reflection at the SRP workshop signals that actors are now aware that they need to broaden their partner base in their work, including Chiefs, Queen Mothers and religious

leaders. However, the related discussions also point out that challenges remain how the formal and informal system can agree on how to manage certain issues, like incest, and how traditional practices can be reconciled with modern trends. For example, participants debated the issue of incest, which the police considers foremost a felony, while tradition requires foremost purification rites since incest desecrates the land.

Expected changes in practice can be inferred from the opportunities participants identified and the responses given to the questions on alternative ways they are going to solve or work in the context of the Policy. Responses such as *We need to change and broaden our partner base to include the chiefs and Queen Mothers*²²² give a clue as to the kind of changes one can expect in terms of linkages between formal and informal actors.

10.3.5 District Activity Plans

District activity plans were developed by four heterogeneous groups at the SRP workshop. The four main areas of child protection concerns participants decided to plan for were: teenage pregnancy, galamsey (children in illegal mining business), children in the Okada business (motorbike transport business), and gambling. Sensitisation actions on the three protection issues were the most dominant in the District activity plan. Interventions for institution and collaboration strengthening were absent. Even though detailed guidance was provided for the planning session, the final plans drawn did not reflect much understanding of the guidance presented. Groups were heterogenous and that is likely to affect the smooth running of some of the planned activities. Being a part of a group is different from being a collaborating actor. It is difficult to figure out how the informal allied actors eg farmers and social welfare could address internal issues of institutional weaknesses among others.

220 OPM April 2017

221 TOR for National Child Protection Committee.

222 OPM April 2017



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Annex A

Stakeholders interviewed at national level

Name	Organization	Position
Veronica Avati	UNICEF	Child Protection Specialist
Emelia Allan	UNICEF	Child Protection Specialist
Idris Abdallah	UNICEF	Child Protection Unit, Alternative care
Denis Collins Businga	UNICEF	M&E Advisor
Chris Lartey	Department of Children, MoGSP	Senior Programme Officer
Barima Akwasi Amankwaah	Ghana NGO Coalition on the Rights of the Child	National Coordinator
Mr. Benjamin Akonu Otoo	Department of Social Development, MoGCSP	Acting Director
Bright Appiah	Child Rights International	Executive Director
GeorgeYok	Plan International (Now WaterAid)	Policy Advocacy/Campaign Officer
Gregory Dery	World Vision International	Child Protection and Advocacy Manager
Kwesi Armo-Himbson	MoGSP	Chief Director
Helena Obeng- Asamoah	Department of Children, MoGSP	Acting director
Mawutor Ablor	MoGSP	Director of Policy Planning, Monitoring and Evaluation
Paul Avorkah	Department of Community Development, Ministry of Local Government and Rural Development	National Director
Margart Sackey	ILGS	Head of Gender and Social Development







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