

CARING GOLD MINING PROJECT
Comprehensive Monitoring and Evaluation Plan (CMEP)

End-of project data analysis

International Labour Organization
Country Office for the Philippines
March 2020

Table of contents

Executive summary	2
Project background	3
Description of the problem tree and analysis	4
Components of the CMEP analysis	10
Complete final data set.....	10
Analysis of key direct beneficiary outcome data	10
A theory of change analysis	11
Narrative and results framework	13
Critical assumptions	22
Answers to key questions	26
Findings and lessons learned	37
Conclusions	38

List of tables

Table 1. Summary of training in Ghana	10
Table 2. School club membership.....	11
Table 3. Summary of trainings in the Philippines	10
Table 4. Summary Indicators: Target versus achieved in Ghana.....	27
Table 5. Summary Indicators: Target versus achieved in the Philippines.....	32

List of figures

Figure 1. Problem tree	9
Figure 2. Results framework.....	13
Figure 3. Framework for theory change analysis – Ghana	24
Figure 4. Framework for theory change analysis – Philippines.....	25

Caring Gold Mining Project: Comprehensive monitoring and evaluation plan (CMEP) end-of project data analysis

Executive summary

The Comprehensive Monitoring and Evaluation Plans (CMEP) was a requirement from U.S. Department of Labor/Office of Child Labor, Forced Labor and Human Trafficking (USDOL/OCFT) as part of tools for project implementation. A lot of time was spent on this tool than envisaged however and so the gains of using this tool cannot be overlooked.

The purpose of this analysis is to compare what was planned for in the CMEP with what was achieved and what could have been done differently to serve as a learning for other Projects.

The Project's goal is to contribute to the reduction of child labour and improvement of working conditions in Artisanal and Small-Scale Gold Mining (ASGM). Its project-level objective is to increase global and national capacities to reduce child labour and improve working conditions in this sector.

The problem tree analysis indicated that the key problems were identified at the onset and strategies designed to solve them. Not all problems could be tackled, however, such as one that had to do with the process for permitting and licensing of ASGM, which is costly and difficult, and in addition centralization of the licensing process makes it difficult for ASGM miners to track processes. This problem should have been prioritized due to its severity after the ban and should be considered in subsequent Project opportunities such as a cost extension.

The theory of change analysis showed that the Project's levels of change were adequate to cause the desired changes even though external factors influenced the achievements of some objectives. The ban on ASGM in the end had a greater effect than initially indicated.

The Project's critical assumptions were specific, capturing the high levels of assumption of change in policies that could affect activities in child labour and mining. The mitigation measures though carried out did not result in adverse effect of the ASGM ban on the Project.

The following were the lessons learned:

- Targets should be reviewed at the mid-term stage to account for actual realities on the ground and contextual shifts so as to make these more practical.

- Targets and indicators whose achievement are outside of the control of the Project such as adoption of laws and policies and allocation of resources should be avoided as much as possible. Project should either make provisions for implementation of the challenging activities needed to pursue these within their budgets or avoid such indicators all together.
- Implementing partners, especially those with big responsibilities and using big budgets, should have dedicated M&E staff to collect and manage data. The Project had difficulty collecting information from some partners, which resulted in the quality, completeness and consistency being compromised, because they did not have the capacity and resources to handle M&E requirements.

Project background

The ASGM sub-sector is economically significant, accounting for 15–20 per cent of annual global gold production. ASGM provides employment and income for an estimated 10-15 million miners globally.

Despite the potential of ASGM to contribute to the well-being of its workers, the sector is more often than not plagued with a bad image due to the dangerous nature of the work, poor working conditions and other decent work deficits including child labour. While some progress has been made in addressing ASGM challenges, efforts have generally fallen well short of expectation and have been too small and too dispersed to have registered significant positive impact.

Child labour in ASGM continues to be a serious problem, particularly as mining is even more hazardous for children than it is for adults. Research evidence shows that mining has by far the highest rate of fatal injuries among child labourers, and that almost all child miners work in artisanal and small-scale mines.

The CARING Gold Mining Project's objective is to convene stakeholders to develop and implement strategies to reduce child labour and improve working conditions in ASGM. It has four complementary outcomes to be pursued in parallel over a 40-month period (December 2015 to April 2019), as follows:

1. Laws, policies and action plans to address child labour and improve working conditions in ASGM in Ghana and the Philippines are strengthened, enforced and/or implemented.

2. Access of vulnerable households living in ASGM communities to relevant social protection and livelihood programmes is improved in Ghana and the Philippines.
3. Mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM, are developed and implemented in Ghana and the Philippines.
4. Global networks to reduce child labour and improve working conditions in ASGM are operational.

While Objectives 1 to 3 are to be achieved through country-level action in Ghana and the Philippines, Objective 4 requires both country-specific and global action, including in other countries engaged in ASGM and with partners operating at supra-national level, regional and global levels.

The Project's goal is to contribute to the reduction of child labour and improvement of working conditions in ASGM. Its Project-level objective is to increase global and national capacities to reduce child labour and improve working conditions in this sector.

Description of the problem tree and analysis

The main problems that the Project tries to address are the high incidence of child labour and poor working conditions in ASGM operations, globally and particularly in Ghana and the Philippines. Various reports have revealed the presence of children in ASGM operations where they are exposed to a variety of risks and hazards from mercury poisoning to accidents inside the mine tunnels. This sub-sector being highly informal and unregulated does not comply with occupational safety and health (OSH) standards which makes it highly dangerous.

This main problem is seen as being caused by four contributing problems (CPs) which are internally caused by specific Sub-problems (SPs) as seen in the visual below:

CP1. National and local level laws, governance protocols, policies and action plans on ASGM activities including child labour and working conditions in Ghana and the Philippines are not strictly enforced or need updating.

CP2. Vulnerable households living in ASGM community lacks access to social protection and sustainable/complementary livelihoods.

CP3. There are no coordinated mechanisms such as joint monitoring among key stakeholders to monitor child labour and working conditions in gold mining supply chains.

CP4. Existing global networks of small-scale miners are weak and dissemination practices are ineffective in reducing child labour and improving working conditions in ASGM practices.

It should be noted that the first three items are at the country level (Ghana and Philippines) while the fourth item is at the global level.

Ghana and the Philippines

Contributing problem 1 (CP1): National and local level laws, governance protocols, policies and action plans on ASGM activities including child labour and working conditions in the Philippines are not strictly enforced or need updating.

The first one (CP1) is the lack of enforcement and updating of relevant national and local laws, governance protocols, policies and action plans. In the Philippines, the national law that governs ASGM is the Republic Act 7076 which provides for a People's Small-Scale Mining Programme. This has not been implemented and enforced fully towards the establishment of legal ASGM operations that are child labour free and that promote the OSH of workers. In Ghana, the Minerals and Mining Law Act 703 does not adequately cater for child labour, however the General Regulations on Mining and Minerals LI 2173 covers working conditions in mining.

CP1 is in turn has three sub-problems (SPs)

The first of these (**SP1**) is that mandated enforcement agencies do not have the human capacity and technical expertise to do their work. In the Philippines despite the law on ASGM, enforcement officials' work is focused on large-scale mines and the approach towards ASGM is on closing them down instead of supporting their legalization to better regulate them. In Ghana, enforcement is also focused on the large-scale mines and ASGM, which are normally informal and unlicensed are ignored and this is where child labour largely occurs.

SP2 states that there are no adequate provisions in local government policies and development plans and budgets in addressing child labour and poor working conditions in ASGM. In Ghana and Philippines, a cause of SP2 is the fact that these policies and plans do not have specific resource mobilization

strategies to fund enforcement plans. Another cause is that the process for permitting and licensing of ASGM is costly and difficult, almost the same as those for large-scale operations. In the Philippines, in particular, this is due to existing laws on ASGM providing limited roles to local government councils in the regulation of ASGM activities. In Ghana, centralization of the licensing process makes it difficult for ASGM miners to track progress and processes of licensing. Another cause of SP2 is a culture leniency among national and local government units in fully enforcing and implementing ASGM-related laws especially the law enforcement agencies responsible for enforcing the laws.

SP3, on other hand, concerns mechanisms that could support the strengthening of government enforcement on ASGM activities are insufficient and/or are not implemented. As previously mentioned, regulatory and enforcement work in the mining sector has for the most part been focused on large-scale mining operations to the detriment of ASGM. This is seen as being caused by government's lack of priority for the needs of the ASGM sector and the households and families that rely on this. This in turn is caused by government's lack of technical and resource capacity to support the sector. For instance in Ghana, the Minerals Commission does not focus on ASGM monitoring as it does the large-scale mines and the labour unit in-charge of monitoring workplaces lack the technical expertise in the mining sector to carry out monitoring in the sector. The following activities were tackled under this problem:

Contributing problem 2 (CP2): Vulnerable households living in ASGM community lacks access to social protection and sustainable/complementary livelihoods.

The second problem that directly links with the Project's main problem of high incidence of child labour and poor working conditions is ASGM communities' lack of access to social protection and complementary livelihoods. Being located in remote areas as well as mostly unlicensed and trying to avoid contact with government agencies for fear of being shut down, ASGM communities do not receive much social services from government.

This problem of poor access, in turn, is caused by two sub-problems.

SP1 states that supply of basic services, social protection, formal sources of credit and complementary livelihoods is limited in ASGM areas. This is caused by lack of government priority for the needs of vulnerable households in ASGM which also has its cause government's lack of technical and resource capacity to support the sector. Another cause of SP1 is that even though mining companies, trade unions and non-government organizations (NGOs) are ready to support in resource mobilization and needs of ASGM communities, a lack of

joint actions among them to provide social services and livelihoods to ASGM households hinders their efforts. The following activity was targeted by the Project:

SP2 concerns the low awareness and collective confidence among ASGM communities, which restrains them from articulating their needs and demands for support and services. Due to the estranged nature of ASGM communities, they lack information on available support programmes for the vulnerable. This problem, in turn, results in ASGM communities not being empowered to demand for their rights, which is due to them because of lack of knowledge and capacity on lobbying processes to fight for their rights. The following activities were carried out:

Contributing problem 3 (CP3): There are no coordinated mechanisms such as joint monitoring among key stakeholders to monitor child labour and working conditions in gold mining supply chains.

Another contributing problem (CP3) is the absence of coordinated mechanisms among stakeholders to do monitoring activities on child labour and working conditions in gold mining supply chains. Systems to monitor labour conditions in ASGM operations at the community, municipality or industry levels do not exist. This is caused (SP1) by the fact that mining stakeholders, national or local governments, community groups and public, in general are not trained on the use of monitoring mechanisms on child labour and working conditions in ASGM. In Ghana, there is no specific framework for monitoring child labour and improving working conditions in ASGM.

Global dimension of the project

Contributing problem 4 (CP4): Existing global networks of small-scale miners are weak and dissemination practices are ineffective in reducing child labour and improving working conditions in ASGM practices.

Existing global networks on ASGM are weak and dissemination practices are ineffective in reducing child labour and working conditions in ASGM operations globally. Though on a worldwide scale, ASGM activities account for a large percentage of gold production and are regularly exposed for being illegal and non-compliant with standards, the efforts to address them at this level remain weak and not much discussion about good practices in the sector has been done.

This problem is due to two sub-problems. SP1 is that global, regional and national stakeholders do not integrate and articulate effective practices that can reduce child labour and improve working conditions in ASGM. This, in turn, is due to the limited platforms available to share good practices in addressing these concerns in ASGM, which is also a product of the fact that global efforts on advocacy to address these issues are inadequate.

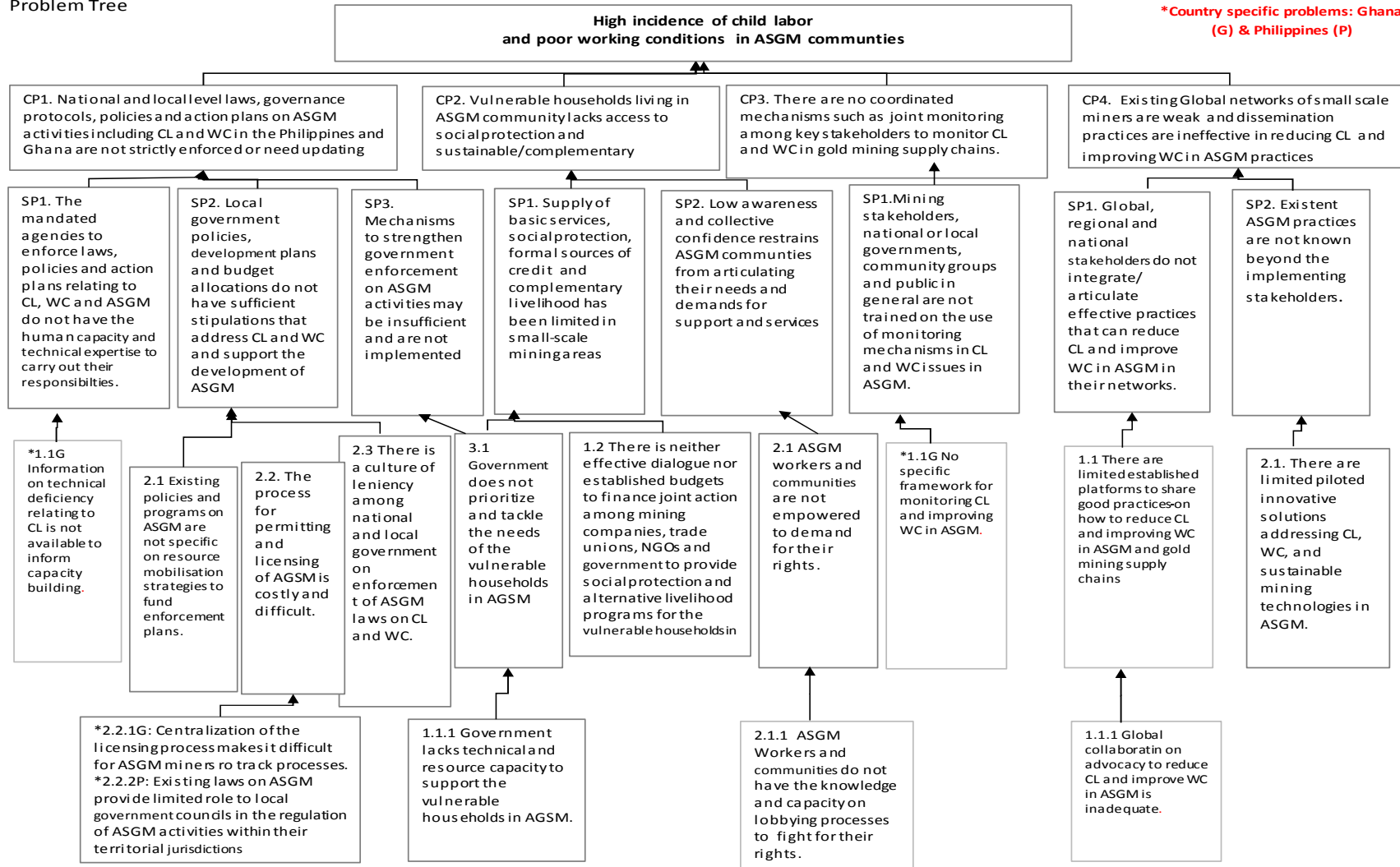
SP2, on the other hand, is that existent ASGM practices are not known beyond the implementing stakeholders, which is caused by the limited number of piloted innovative solutions addressing child labour and working conditions issues as well as mining technologies concerns in ASGM.

Please find the related problem tree visual diagram (Figure 1).

Figure 1. Problem tree

Problem Tree

*Country specific problems: Ghana (G) & Philippines (P)



Components of the CMEP analysis

Complete final data set:

Please refer to the summary indicators of targets versus achieved in Ghana (Table 4) and in the Philippines (Table 5).

Analysis of key direct beneficiary outcome data:

The Project being a capacity building one does not have much direct beneficiary data. The data applicable here is capacity building on child labour and working conditions for labour inspectors, law enforcement officials, miners, community opinion leaders, mining regulatory officials and teachers.

In Ghana, a total of 297 (41 female and 256 males) of these stakeholders were trained on child labour issues such as definitions, concepts, laws, policies, monitoring and referral mechanisms (Table 1). The following are the impact of training per stakeholder:

Table 1. Summary of trainings in Ghana

Organization	Location	Number of training conducted	Training*		Total	%
			M	F		
ILO	Local	9	208	30	238	72.10
	National	5	76	16	92	27.90
ILO total		14	284	46	330	
Implementing partners (GNASSM, SSF)	Local	10	226	132	358	100
	National	-	-	-	-	0
Partner total		10	226	132	358	
Grand total		24	510	178	688	

*One person can participate in more than one training.

- a) Labour and mining inspectors/regulatory officials: Labour inspectors were able to understand ASGM challenges and better plan for child labour monitoring. Bringing these stakeholders together enhanced collaboration among them. Mining inspectors understand the referral mechanisms and know where to refer cases of child labourers identified.

- b) Miners: Now understand the concept of child labour and do not tolerate children working on site. Their awareness on child labour and working conditions increased which led to changes such as the use of motor tricycle in carrying ore instead of using children. Better mining practices such as development of management tools to track workers, accidents, production of ore, among others, were also adopted.
- c) Community members and opinion leaders: They are more aware on the concept of child labour and support child labour monitoring through Community Child Protection Committees (CCPC). Through these Committees, children have been withdrawn and supported by philanthropist and religious bodies in their communities. Community by-laws have also been enacted to help enforce child labour laws.
- d) Teachers: Trained on child labour definitions, identification, referral, tracking of school children and Stop Child Labour! Supporting Children’s Rights through Education, the Arts and the Media (SCREAM) methodology. As part of Project innovation, school clubs (Table 2) were formed in schools and teachers were supported to use the SCREAM methodology to create awareness on child labour issues. This resulted in many pupils interested in club activities and as a result staying in schools instead of going to the mines. Monitoring data, knowledge, attitudes and practices (KAP) results, post-KAP case study and the Project’s final evaluation acknowledged the impact of these school clubs on school enrolment and school attendance. Below is the statistic of school clubs at Project closure.

Table 2. School club membership

Community	Boys	Girls	Total
Abedwum	65	84	149
Adomanu	48	67	115
Mochekrom	37	38	75
Sewum	55	65	120
Grand total	205	254	459

In the Philippines, training mostly revolved around child labour and OSH in mines. Almost all of Project training participants were from covered sites: Camarines Norte and South Cotabato. Training provided, aside from ‘general’ child labour and working conditions topics included: Handling Child Labour Cases, Mercury-free

Technology, Freedom of Association (FoA), Child’s Rights, various organizational development topics, child labour and small-scale mining (SSM) laws/policies, electronics and plumbing with financial literacy and Disaster Risk Reduction (DRR). Participants included miners, community leaders, government agency representatives, teachers and community members (Table 3).

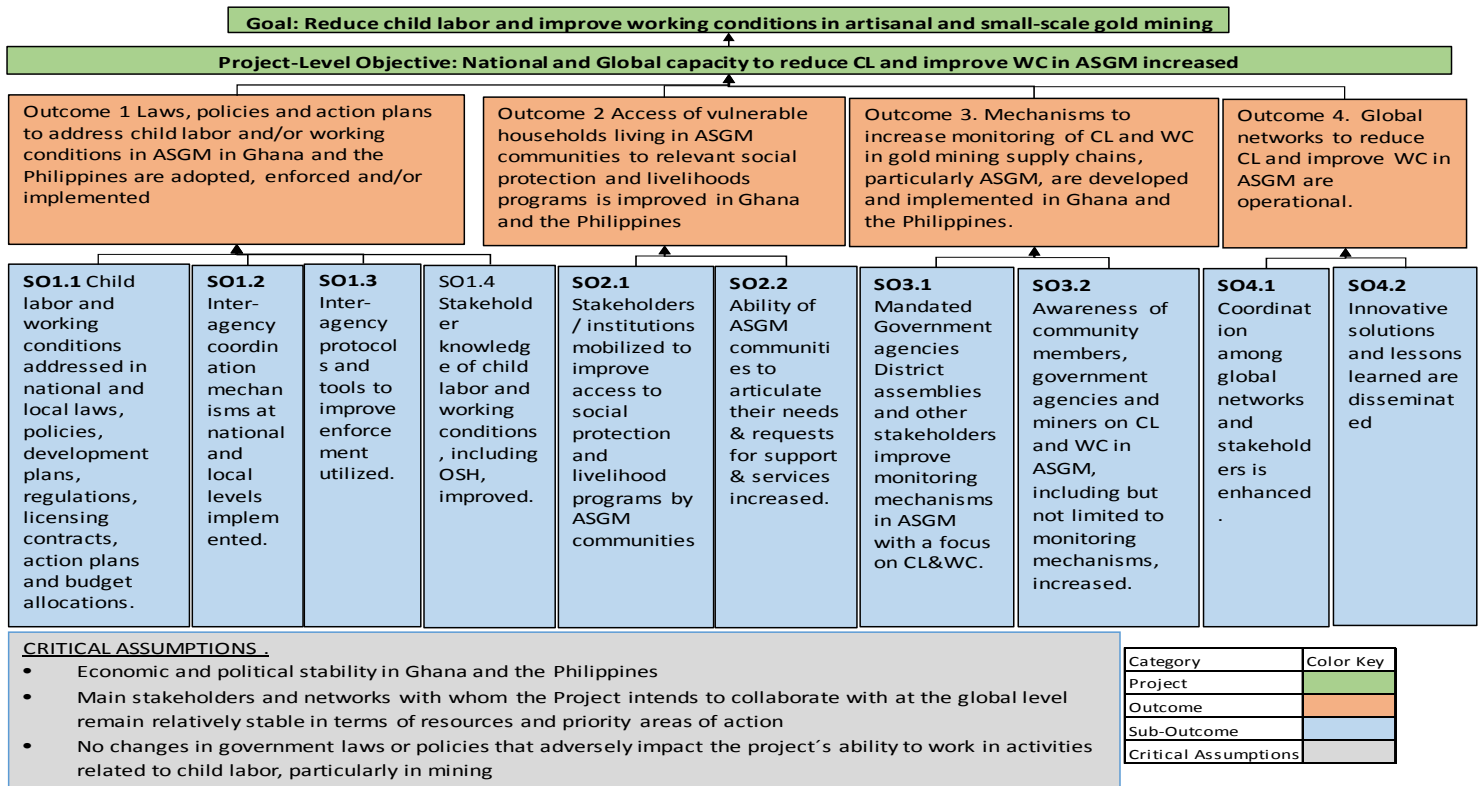
Table 3. Summary of training in the Philippines

Organization	Location	Number of training Conducted	Training		Total	%
			M	F		
ILO	Local	19	527	363	890	98.34
	National	1	2	13	15	1.66
ILO Total		20	529	376	905	
ILO and partner Local government unit (LGU)	Local	2	25	25	50	100
	National	0	0	0	0	0
ILO and partner Total		2	25	25	50	
Implementing partners (BAN Toxics, Government agencies)	Local	16	541	879	1420	100
	National	0	0	0	0	0
Partner total		16	541	879	1420	
Grand total		38	1,095	1,280	2,375	

A theory of change analysis:

Narrative and results framework: (Figure 2).

Figure 2. Results framework



Outcome 1 (O1): Laws, policies and action plans to address child labour and/or working conditions in ASGM are adopted and/or enforced and implemented.

At this outcome level, it was envisaged that enabling the national stakeholders to put in place and enforce a legal, regulatory and policy framework for ASGM would lead to the upgrading and eventually formalization of the ASGM sector economy in Ghana and the Philippines. Even though policies and action plans were developed and adopted, enforcement and implementation was based on Project financial support. The indicators for this outcome are:

- Number of laws, policies or action plans to address child labour and working conditions in ASGM adopted. Performance for this indicator exceeded targets in

Ghana but not in the Philippines despite progress in developing and proposing amendments to the child labour and small-scale mining laws.

- b) Number of laws, policies or action plans to address child labour and working conditions in ASGM enforced or implemented. Expected performance for this indicator was almost reached in Ghana but not in the Philippines.

Under Outcome 1 were four sub-outcomes. In Ghana, two sub-outcomes were achieved and these were sufficient to cause a change at the outcome level as expected. In the Philippines, the Project was able to achieve targets in three sub-outcomes.

I. *Child labour and working conditions incorporated in national and local laws, policies, development plans and regulations, licensing contracts, action plans and budget allocations.*

In Ghana, this sub-outcome did not meet the intended expectation because incorporating child labour and working conditions issues in these plans did not guarantee that funds would be disbursed for implementation. Thus, the major hindrance was lack of funds for implementation.

In the Philippines, the Project was able to achieve targets for this sub-outcome. At the local level, it enabled the issuance of Special Order (SO) No. 2018-08 creating the Multi-Stakeholder Monitoring and Certification Team (MSMCT) for the implementation of the Compassionate Gold by the South Cotabato Provincial Mining Regulatory Board (PMRB). At the national level, the Department of Environment and Natural Resources (DENR) issued SO No. 2018-1034 creating an Inter-Agency Technical Working Group (IATWG) for the Minamata Initial Assessment (MIA) implementation. DENR-Mines and Geosciences Bureau (MGB) heads the IATWG on ASGM and among its members is the DOLE-Occupational Safety and Health Centre (OSHC).

II. *Inter-agency coordination mechanisms at national and local levels implemented.*

In Ghana, this sub-outcome was achieved. The convening strength of the Project ensured that various stakeholders coordinated in carrying out common activities such as joint World Day Against Child Labour (WDACL) celebrations. Most stakeholders supported either financially or technical to carry out these

activities. However, it is worth noting that financial support was mainly from Civil Society Organizations (CSOs), private sector and UN agencies.

In the Philippines, the Project exceeded targets under this sub-outcome in establishing inter-agency coordination mechanisms. These include the national and local TWGs on SHIELD against Child Labour; an IATWG for the implementation of the MIA; the MSMCT in South Cotabato; a joint monitoring team between the Department of Labor and Employment (DOLE), Department of Social Welfare and Development (DSWD), International Labour Organization (ILO), BAN Toxics and the Provincial Government of Camarines Norte and the ASGM Sub-committee that included DOLE-OSHC to ensure labour lens in the group.

III. *Inter-agency protocols and tools to improve enforcement utilized.*

In Ghana, performance was as expected. It was observed that tools and protocols were either existing even though stakeholders were not aware of their existence (e.g. form ten of the local government act) or did not utilize them in some cases due to budgetary constraints. With the support of the Project both financially and technically, stakeholders were trained and were able to utilize these tools such as monitoring checklist for child labour, community registers and a Child Labour Free Zone (CLFZ) criteria that was developed through the Project. This is being reviewed for possible implementation at the national level.

In the Philippines, unfortunately, the Project was not able to achieve the targets under this sub-outcome. It was successful in supporting the development of the Child Labour Local Registry (CLLR) system and its utilization in pilot areas, but it was not able to push for the development of an OSH in ASGM manual.

IV. *Stakeholder knowledge of child labour and working conditions, including OSH, improved.*

In Ghana, stakeholder knowledge on child labour and working conditions improved, though it was not at the level of targeted expectations. It is worth noting that, in most cases, officials had the capacity to carry out their duties, however, lack of funds to implement their knowledge is a challenge.

In the Philippines, the Project performed beyond the agreed target under this sub-outcome. All of its trained participants have demonstrated varying degrees of increase in post-test scores compared with pre-tests and have identified concerns relating to working conditions and child labour in ASGM including OSH. The Project, however, noted that it could have been better if mean pre- and post-test scores were measured and compared instead of counting stakeholders who have increased scores from pre-test. Comparing mean scores will determine baseline knowledge level and will more accurately display increases in post-training results.

Outcome 2 (O2): Access of vulnerable households living in ASGM communities to relevant social protection and livelihoods programmes is improved in Ghana and the Philippines.

The main hypothesis for this outcome is that, if local and national stakeholders in Ghana and the Philippines were convened to work together, then access of the targeted ASGM communities to existing or new social protection and livelihood programmes will improve. As a key strategy, the Project was to mobilize existing or new services of government agencies, NGOs and CSOs to reach or accommodate the needs of the ASGM communities, especially on livelihood and social protection. The Project's expectation was met with the two main indicators:

- i. Number of relevant social protection and livelihood programmes introduced or expanded to benefit ASGM communities in Project target areas. Project in both countries met planned targets. In Ghana, four main social protection services, namely: LEAP; NHIS; SFP; and NBSSI/BAC were provided for Project communities through lobbying of mandated agencies and capacity building. In the Philippines, communities accessed educational assistance, livelihood and skills training, social protection (health insurance), medical assistance, livelihood starter kits and plumbing and electronics training through Project efforts.
- ii. Number of miners and other community members provided with training related to improved livelihood operations. The target was exceeded here. In Ghana, the increased performance (105 against 60) was due to high interest, especially of women, in the community. In the Philippines, 174 miners and community members against the planned 100 were trained in various livelihood and skills training.

In terms of sub-outcomes that would contribute to the expected outcome, below is the analysis:

I. *Stakeholders/institutions mobilized to improve access to social protection and livelihood programmes by ASGM communities.*

In Ghana, out of the four-targeted social protection programmes: LEAP; NHIS; SFP; and NBSSI/BAC, providing these for all four communities has not been successful. SFP was achieved in one, NHIS was achieved in two (Adansi), LEAP was achieved in two (Aowin) and NBSSI/BAC practical skill training was not achieved in any. The ones that were achieved were a result of lobbying by the Project at the national level and district level stakeholder meetings. Institutions could not meet the demand of all vulnerable community members due to budgetary limitations. Concerning CSOs, mining companies and NGOs the criteria for selecting communities are diverse and none of our communities met these must be part of their Project communities, in line with their organizational strategy or beneficiary target, in line with organizational focus, among others. An arrangement to receive support from AGA was far advanced, however, the unfortunate demise of the focal person, brought discussions to a halt. Efforts to re-initiate discussions have not been successful. Mobilizing institutions to develop plans for support was successful; however, implementing those plans to improve access to social protection and livelihood programmes was not carried out. In conclusion, the Project's strategy in not providing direct support but relying on stakeholders did not enable the desired change to occur.

In the Philippines, the Project was able to reach all six targets for mobilized stakeholders and institutions in covered areas. These stakeholders and institutions were: DOLE; DSWD; the Municipal Governments of Labo and Paracale; Technical Education and Skills Development Authority (TESDA); and DOLE-OSHC.

II. *Ability of ASGM communities to articulate their needs and requests for support and services increased.*

In Ghana, even though stakeholders were empowered to request for support services and educated on how to go about this, this sub-outcome was not met. Requests that were made were not largely honoured thus, communities are not motivated to request for services. In some cases, referrals sent to institutions

are not received since these cannot be followed through due to lack of resources.

In the Philippines, the Project did not achieve target for this sub-outcome as only two out of the targeted three proposals were submitted to the Provincial DOLE in Camarines Norte with one of the two proposals retracted due to change in strategy. In 2019, the Project trained mining associations on proposal development and from those trained, four outputs reached finalization. Of these, only one completed provincial DOLE requirements for livelihood support; one received inquiry on viability and the association has not moved forward on the proposal since; another modified strategy from rice gain retailing/ wholesaling to the establishment of a Bakery while the last proposal needed more support in re-strategizing. The mining associations were still being encouraged to identify livelihood support option for members in the coming period or while they are working on their “Minahang Bayan” access requirements.

It should be noted, however, that the envisioned results in access of ASGM communities to social protection and livelihood programmes took place in Camarines Norte only and not in South Cotabato due to the following factors:

- Partner BAN Toxic’s repeated staff turn-over in the area affecting hand-over and continuity of strategies and plans.
- Partner BAN Toxic’s lack of appreciation on the Project’s over-all Terms of Conditions as the Philippine Fashion Show (PFS) that promoted the Compassionate Gold brand in 2018 was held without the support of the Market Study and Business Plan including the MSMCT’s full functionality; the Compassionate Gold brand was seen as an intervention that could boost livelihood of miners and their families in the area.

In the Project’s non-cost extension period, a training of core individuals on Enterprise Development and Jewellery Crafting was conducted in South Cotabato to support at least one livelihood activity of miners. The training started an alternative livelihood source for small-scale miners and the LGU has fully supported it by ensuring an initial market for the participants post capacity-building activity.

Outcome 3 (O3): Mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM, are developed and implemented in Ghana and the Philippines.

If mechanisms to monitor child labour and working conditions in gold mining supply chains are developed and implemented by national or local governments and other mining-related stakeholders, with a focus on mining companies and ASGM communities, then the ASGM operations will be more compliant with standards and this will be sustained. In Ghana, performance was below expectation and this can be attributed to lack of implementation of tools for working condition aspects due to the ban on ASGM. Meanwhile, in the Philippines, targets were reached as planned.

At the outcome level, the main indicator is:

I. Number of monitoring mechanisms in supply chains implemented by ASGM actors. In Ghana, this outcome performed below expectation, three out of five while the Philippines' target of the CLLR development and implementation was achieved.

Below is the sub-outcome analysis:

I. Mandated government agencies and other stakeholders improve monitoring mechanisms in ASGM (including due diligence tools) with a focus on child labour and working conditions.

In Ghana, this sub-outcome was above expectation. Several tools were developed or improved jointly with stakeholders such as child labour monitoring tool for Community Child Protection Committees (CCPCs) and mining officers, child labour referral forms, community register, employee registers, among others. These tools were implemented by child labour level stakeholders and has resulted in improved monitoring by local level stakeholders such as CCPCs and teachers.

In the Philippines, the CLLR system and the online mining portal were developed in Camarines Norte and South Cotabato, respectively. The CLLR was deployed and used in SHIELD Against Child Labour pilot sites while the online mining portal was awaiting pilot-testing in a mining site in South Cotabato.

II. *Awareness on child labour and working conditions in ASGM, including but not limited to monitoring mechanisms, increased.*

This sub-outcome's performance was above expectation in Ghana. Due to training on child labour and working conditions issues as well as how to lobby and advocate on child labour issues, most of our stakeholders carried out awareness on their own without Project support. The most successful of these was at the local level where district and municipal assemblies included child labour awareness issues on monitoring visits regardless of the focus of the visit. Radio programmes were arranged with panel discussion on child labour and working conditions, some of which Project participated in. Radio or TV programmes on child labour that were reported during the post-KAP were carried out without Project support. The post-KAP showed that 76 per cent. In the Philippines, the targeted number of awareness-raising campaigns on child labour and working conditions issues carried out without Project support was reached. These campaigns include the multi-service caravan; the local and national WDAFL; a child's rights and child labour orientation; and a school brigade.

Outcome 4 (O4): Global networks to reduce child labour and improve working conditions in ASGM are operational.

By identifying and strengthening linkages among local, national and international stakeholders through knowledge sharing and connecting them on the national and global levels, the Project will grow an entrenched global web of networks sharing knowledge and experiences to enrich cross-cutting approaches to reduce child labour and improve working conditions in ASGM.

At the global level, the main indicators are:

- Per cent of targeted global networks operational.
- Number of coordination platforms enhanced.
- Number of innovative solutions and lessons learned disseminated.

To achieve this, two key sub-outcome changes are necessary:

I. *Coordination among global networks and stakeholders is enhanced.*

It is important to note here that the Project's final evaluation has found the targets for the global component unclear and lacking focus. The identification of

global networks as the target units, for example, is problematic because the definition of a network is confusing and without such refined, definition identifying which entity to work with would be difficult. Having said that, the Project was able to succeed in improving coordination among global players, not necessarily and strictly networks, on child labour and working conditions issues in ASGM and Artisanal and Small-Scale Mining (ASM). An indication of this was the conduct of the Manila Meeting which was done through a coordinating mechanism composed of ILO, USDOL, UN Environment, United Nations Industrial Development Organization (UNIDO), Organisation for Economic Co-operation and Development (OECD) and the Alliance for Responsible Mining (ARM).

After the Manila Meeting, the coordination activities were continued through the following:

- Preparations for a session on child labour during the 2020 OECD Forum on Minerals Supply Chains with OECD, USDOL and the Responsible Business Alliance.
- Negotiating to make Sustainable Development Goal (SDG) 8, on decent work, the theme of the Delve 2020 State of the ASM Report and engaging the preparation process along with World Bank, Pact, USDOL and other members of a global working group.
- Engaging World Bank and ILO Headquarter to tap Delve and Alliance 8.7, respectively, to host a Communities of Practice (CoP) on child labour in ASM along with ILO-International Training Centre (ITC) and Levin Sources.

II. Innovative solutions and lessons learned are disseminated.

Innovative solutions coming from the two pilot countries were disseminated through the following platforms:

- Presentations and discussions during the Manila Meeting last May 2019.
- Project exit workshop in the Philippines last November 2019.
- Knowledge-sharing and sustainability workshop in Ghana last December 2019.
- Various videos showed during the 2019 International Labour Conference (ILC) in Geneva last June 2019.
- Ongoing development of materials on good practices of the Project, which will be disseminated through the CoP once operational.

Critical assumptions

The following are the Project's assumptions and how they affected the Project:

- **Political stability (local and national).**

Even though there was political stability in Project sites, the year the Project started implementation was election year in Ghana while end of implementation, i.e. 2019, was election year in the Philippines.

In Ghana, the Project started stakeholder engagements with one government and by the start of the year 2017, due to a new government, had to start over stakeholder engagements due to change in directors and ministers. This delayed implementation, as Project had to get the buy-in of new officials before commencing with Project activities.

In the Philippines, campaigning period February to May 2019 affected conduct of advocacy and lobbying activities hampering achievement of some targets.

- **No changes in government laws or policies that adversely impact the Project's ability to work in activities related to child labour, particularly in mining.**

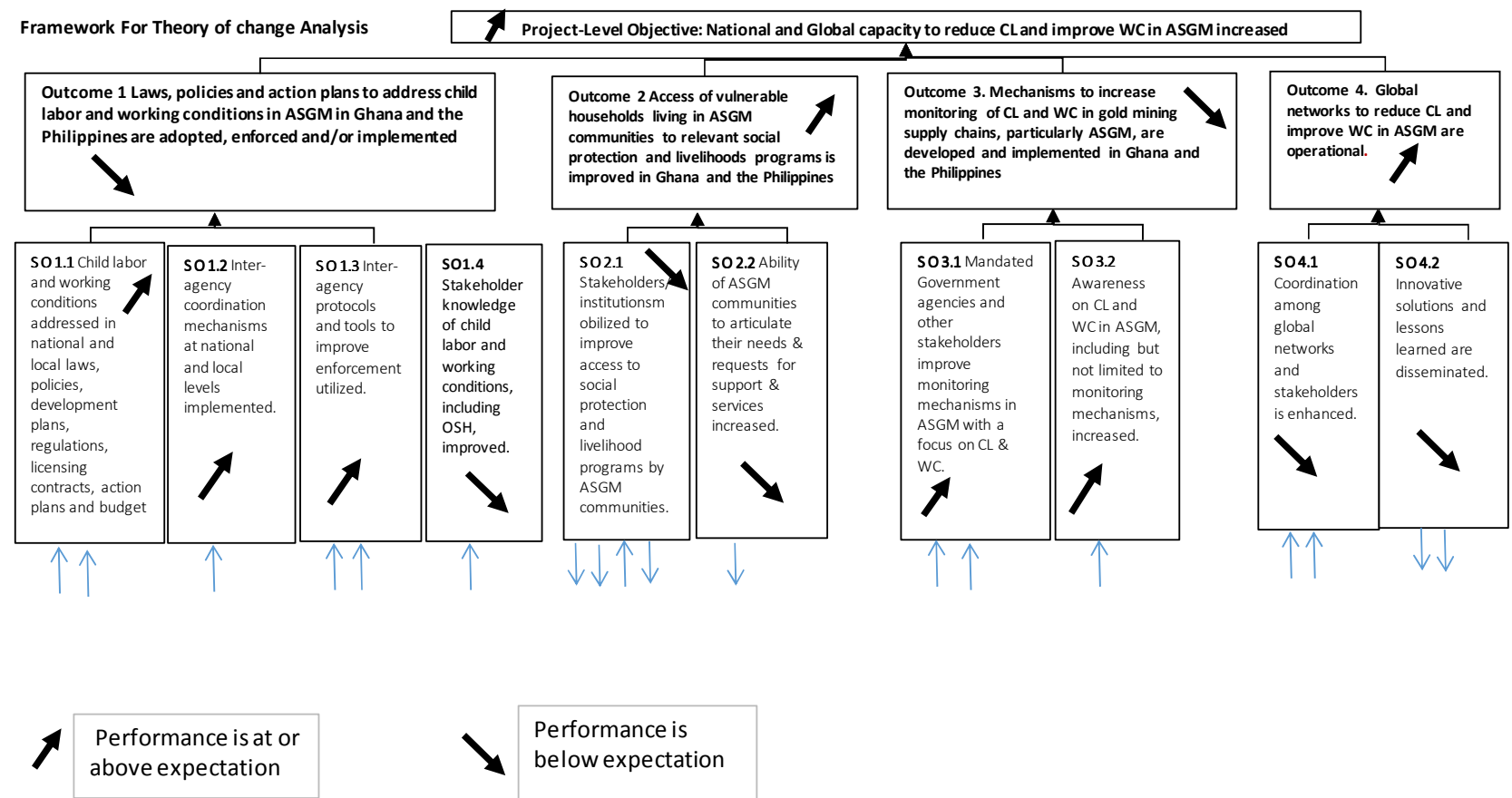
Though this was clearly assumed and mitigation measures suggested, it did not go as planned in Ghana. The ban on ASGM, which lasted almost two years, had a great impact on the Project. Project was very creative in carrying out some activities outside the mining sites such as training of miners, however, key activities, which had to be carried out on site such as implementation of developed tools could not be completed. As a result of the ban, one Project mining site, Adomanu could not complete its re-registration to acquire a license for mining resulting in activities coming to a close and site being dominated by illegal miners.


In the Philippines, the assumption held true despite government announcements of cease-and-desist orders (CDO) in mining in 2017 and 2018. In the first CDO instance, the Project focused on organizing miners and supported their access to DOLE's livelihood starter kits. In the second, the CDO was lifted immediately bearing no effect on Project implementation.

- **Main stakeholders and networks with whom the Project intends to collaborate with at the global level remain relatively stable in terms of resources and priority areas of action.**

The global actors that the Project dealt with were big international organizations and thus were stable in terms of their resources for the development of ASM. Their interest in giving priority to child labour elimination and improvement of working conditions was also stable as these are recognized key issues and supply chain risks in the sector.

Figure 3. Framework for theory of change analysis – Ghana



 In the diagram above, dark black arrows represent Outcomes. Upwards arrows are used to denote success of an outcome. Downwards arrows are used for results that did not meet expectations.


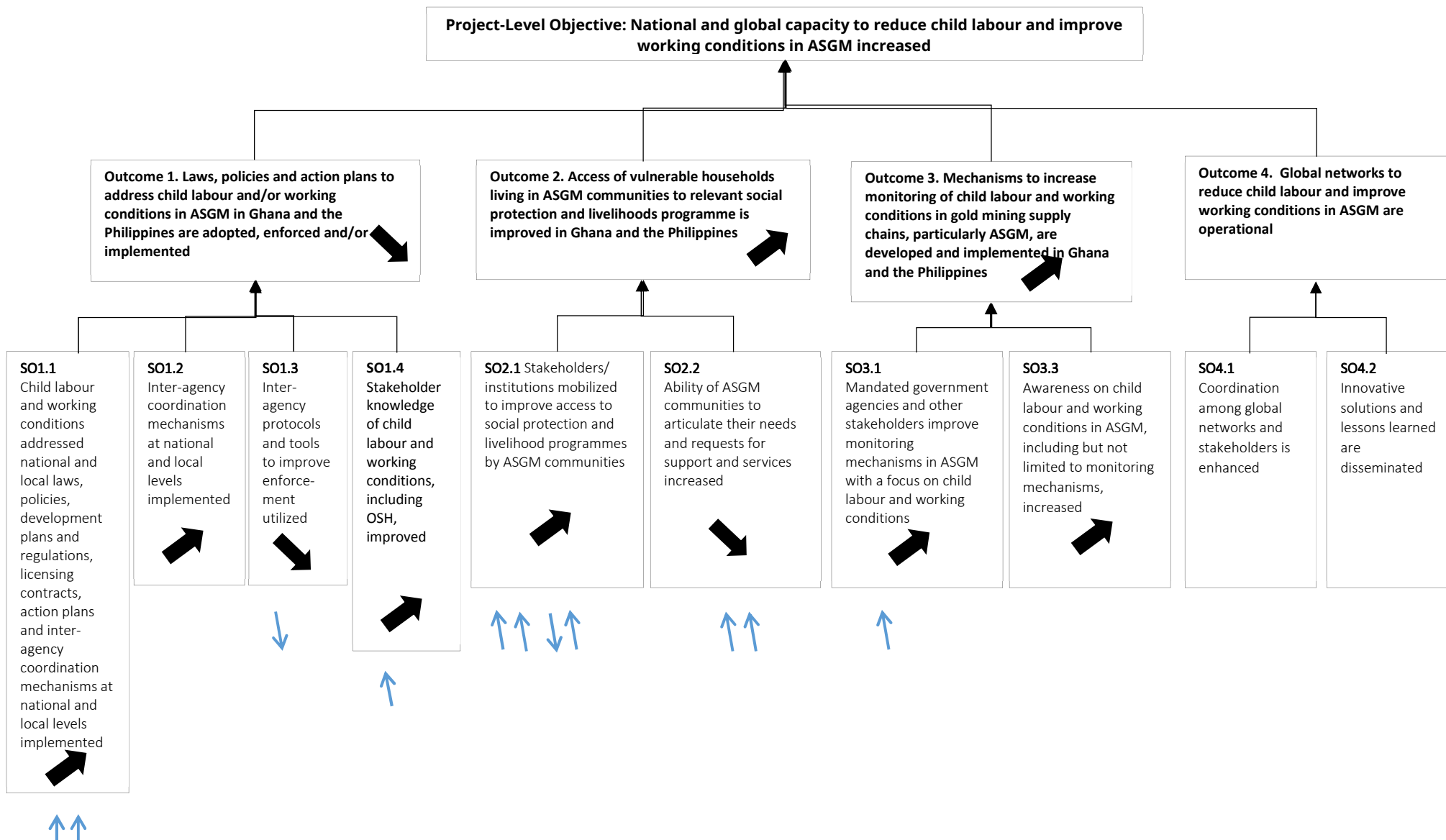
 In the diagram above, light blue arrows represent Outputs. Upwards arrows are used to denote success of an output. Downwards arrows are used for results that did not meet expectations.

Figure 4. Framework for theory of change analysis – Philippines



Answers to key questions

- **Are there particular patterns or trends in indicator performance to highlight? What is the Project's assessment for the reasons for those patterns or trends?**

In Ghana, the Project performed better under Components 3 and 1 as compared with Components 2 and 4. For Component 1, the Project focused on policies and action plans, which are easily adopted and implemented as compared with laws. For Component 3, the Project relied on available tools that already existed and reviewed or complemented them with more variables rather than starting from scratch, this promoted stakeholder ownership and easy implementation of tools.

Implementation was however, not carried out for working condition tools due to the ban which was beyond the Project's control. For Component 2, the Project's strategy was to rely on existing social support services being implemented by the government, this was the flaw in the Project's strategy. As corroborated in the final evaluation, government did not have enough resources to meet the high demand of social protection needs of vulnerable communities. Other stakeholder institutions did not also have the available funds to provide support services as envisaged during planning. In addition, the ban on ASGM resulted in more vulnerable mining communities as their main source of income was no more.

In the Philippines, the Project performed well in Outcomes 2 and 3, but it was not able to achieve targets in Outcome 1 despite progress and gains in pushing for the amendment of the child labour and small-scale mining laws; the development of the ASGM national action plan; and the conduct of the Community-based Monitoring System (CBMS) study in a Project site. The Project may have over-targeted Outcome 1 as the adoption of a law (amendment) in the country could take more than three years or the Project timeline. The Project-supported proposed amendment to the laws reached acceptance or 'adoption' by the DENR and DOLE only.

The enforcement and implementation of local development plans, on the other hand, was affected by the elections and campaigning period which lasted almost five months from February to July 2019. The presentation of results and workshop on local development planning was only conducted when the new set

of government officials were already in place in July making lobbying activities for “Laban ng Demokratikong Pilipino” (LDP), to begin with, impossible.

For the global component, as previously mentioned, the challenge was that the goals set were quite lofty and vague. The Project had to figure out how to effectively carry out the component and things only became clearer once the Manila Meeting was held. After the Meeting, momentum on the global component gained traction and this time the focus was not on working with and establishing networks anymore but on building coordination. The momentum will be built on now by the various partners the Project has worked with, especially by ILO FUNDAMENTALS and ILO-ITC.

Summary of accomplishments – Ghana

LEGEND	Exceeded	Under achieved	Achieved

Table 4. Summary indicators: Target versus achieved in Ghana

Objectives/Outputs/Indicators (As listed in the Project document or summary outline)	Targets		Status
	Planned	Actual	
Outcome 1: Laws, policies and action plans to address child labour and/or working conditions in ASGM (in Ghana and the Philippines) are adopted, enforced or implemented.			
<u>Indicator 1:</u> Number of laws, policies or action plans to address child labour and working conditions in ASGM adopted. (Two National Plan of Action (NPA) on child labour, Minamata NPA, District Action Plans on Child Labour and Working Conditions in ASGM).	4	5	125%
<u>Indicator 2:</u> Number of laws, policies or action plans to address child labour and working conditions in ASGM enforced or implemented. (Two Local Development Plans Implemented, Minamata Planning, Action plans at DA and GNASSM).	5	4	80%
Sub-outcome 1.1: Child labour and working conditions addressed in national and local laws, policies, development plans, regulations, licensing contracts, action plans and budget allocations.			
<u>Indicator 1:</u> Number of national and local institutional legal frameworks that are amended to address child labour and working conditions. (Two District By-laws, Minerals and Mining Policy, Children’s Act).	2	2	100%

Objectives/Outputs/Indicators (As listed in the Project document or summary outline)	Targets		Status
	Planned	Actual	
Sub-outcome 1.2: Inter-agency coordination mechanisms at national and local levels implemented.			
Indicator 1: Number of inter-agency coordination mechanisms implemented (Three joint coordination, joint monitoring among Minerals Commission, CLU and GNASSM).	5	6	120%
Sub-outcome 1.3: Inter-agency protocols and tools to improve enforcement utilized.			
Indicator 1: Number of protocols and tools applied by stakeholders. (CLFZ, interrogation form).	2	2	100%
Sub-outcome 1.4: Stakeholder knowledge of child labour and working conditions, including OSH, improved.			
Indicator 1: Per cent of stakeholders trained who have increased knowledge from baseline relating to working conditions and child labour in ASGM including OSH.	70%	58%	83%
Outcome 2: Access of vulnerable households living in ASGM communities to relevant social protection and livelihood programmes is improved in Ghana and the Philippines.			
Indicator 1: Number of relevant social protection and livelihood programmes introduced or expanded to benefit ASGM communities in Project target areas.	4	4	100%
Indicator 2: Number of miners and other community members provided with training related to improved livelihood operations.	60	105	175%
Sub-outcome 2.1: Stakeholders/institutions mobilized to improve access to social protection and livelihood programmes by ASGM communities.			
Indicator 1: Number of stakeholders/institutions who are mobilized by Project to provide social protection or livelihood programmes to ASGM communities.	6	4	67%
Sub-outcome 2.2: Ability of ASGM communities to articulate their needs and requests for support and services increased.			
Indicator 1: Number of requests for support and services by ASGM communities.	10	8	80%
Outcome 3: Mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM, are implemented in Ghana and the Philippines.			
Indicator 1: Number of monitoring mechanisms in supply chains implemented by ASGM actors.	5	3	60%
Sub-outcome 3.1: Mandated government agencies and other stakeholders develop or improve monitoring mechanisms in ASGM with a focus on child labour and working conditions.			

Objectives/Outputs/Indicators (As listed in the Project document or summary outline)	Targets		Status
	Planned	Actual	
Indicator 1: Number of ASGM monitoring mechanisms developed or improved.	5	7	140%
Sub-outcome 3.2: Awareness of stakeholders on child labour and working conditions in ASGM, including but not limited to monitoring mechanisms, increased.			
Indicator 1: Number of awareness raising campaigns conducted in child labour and working conditions by stakeholders without Project support.	8	16	200%
Indicator 2: Per cent of stakeholders who have increased awareness on child labour and working conditions issues in ASGM from baseline (at least 60 per cent).	60%	76%	127%
Outcome 4: Global networks to reduce child labour and improve working conditions in ASGM are improved.			
Indicator 1: Per cent of targeted global networks operational.	30%	40%	133%
Sub-outcome 4.1: Coordination among global networks and stakeholders is enhanced.			
Indicator 1: Number of coordination platforms enhanced.	2	2	100%
Sub-outcome 4.2: Innovative solutions and lessons learned are disseminated.			
Indicator 1: Number of innovative solutions and lessons learned disseminated.	3	2	67%
Indicator 2: Number of innovative solutions documented.	3	3	100%

What are the Project's key results?

Below is a summary of key results in Ghana per component:

Component 1:

- Inclusion and highlighting of the child labour in ASGM issue in the National Plan of Action (NAP) Against Worst Forms of Child Labour (Two NPAs).
- Development of operational instruments/mechanisms to enhance enforcement of laws and policies with regards child labour and working conditions issues, e.g. Child Labour Free Zone (CLFZ) concept piloted in ASM sites, SOPs on child labour for small-scale mining operations and operational plan on child labour monitoring in ASM.
- Development of By-laws on Child Labour and Truancy in Adansi North District.
- Inclusion of targets on child labour elimination in ASM in Medium-Term Development Plans (MTDPs) of Adansi North and Aowin Municipal with some activities implemented.

- Development of inter-agency action plan to address child labour and working conditions issues in ASM.
- Strengthening of law enforcement and policy implementation in pilot districts.
- Building and enhancement of collaboration between key government agencies, e.g, Child Labour Unit (CLU) and Minerals Commission.
- Formation of Child Labour and Responsible Mining Network (CLaRM-NET) to promote coordination among key stakeholders and sustain the work of the Project.
- Capacity of Minerals Commission to address child labour increased through development of tools and establishment of Child Labour and Gender Desk.

Component 2:

- Increase in awareness of and action on child labour issues in pilot communities as shown in requests for services from government, initiative to create of crèche, and provision of support for child labourers.
- Operationalization of School Feeding Programme in two pilot communities (Adomanu and Sewum).
- Development of coordination mechanisms for supply chain players in ASGM developed by Ghana National Association of Small-Scale Miners (GNASSM) in pilot areas.
- GNASSM capacity for Project management enhanced.
- Improvement of entrepreneurial and business management skills for 106 miners and community members.
- Increase in awareness on OSH in ASM trainings by University of Mines and Technology (UMaT) and GNASSM to 50 miners in pilot communities.
- Provision of health insurance through registration and renewal of 522 community members in Adomanu, Abdedwum and neighbouring communities on NHIS.

Component 3:

- Minerals Commission, district level staff, teachers, CSOs, miners and traditional authorities' capacity to identify and act on child labour issues enhanced.
- Tools for monitoring and reporting on child labour and ASGM developed and tested and functional in child labour sector: CCPC monitoring form; child labour referral form; ASGM monitoring tool; ASGM management tools; and child labour monitoring referral system, Galamstop).
- Implementation of monitoring mechanisms on child labour: CCPC; and community register.

- Community Child Protection Committees functional and active in pilot communities with interest from neighbouring communities to set up.
- SCREAM school clubs to support child labour awareness raising and monitoring functional in pilot communities.
- Increased awareness on child labour issues for 100 schools, community members and miners.
- Introduction of CRAFT Code as a means for ASGM formalization.

Component 4:

- Knowledge sharing and collaboration among global stakeholders in addressing child labour and working conditions issues in ASGM promoted through activities such as the Inter-Regional Knowledge Sharing Meeting on Child Labour and Working Conditions Issues in ASGM held in Manila, Philippines on 28-30 May 2019, in partnership with the OECD, UN Environment, ARM and the USDOL.
- Engaging the Global Environment Fund-Global Opportunities for Long-term Development of ASGM Sector (GEF-GOLD) as a co-implementer including engaging activities at the global and Philippines levels.
- Providing inputs into the development of child labour elements of the CRAFT as part of its updating into Version 2.0.
- Networking and effective collaboration with various programmes and partners on child labour in mining in the framework of: USDOL/ILO Project on Child Labour in Cobalt Supply Chain in the Democratic Republic of Congo (DRC) with PACT as a major implementation partner; Netherland/ILO Project on Child Labour and Decent Work in (mining) Supply Chains; and collaboration with mining partners of the Action Group on Supply Chains of Alliance 8.7 and other relevant platforms.
- Global players are giving child labour and labour issues more attention now, e.g. child labour session in the 2020 OECD Minerals Forum and child labour and decent work as the theme of the World Bank-released Delve 2020 State of ASM Report.
- Ongoing development of the multi-stakeholder platform on child labour and working conditions issues in ASM under the Alliance 8.7 and as a follow-up to the Manila Meeting.

Summary of accomplishments – Philippines

Table 5. Summary Indicators: Target versus achieved in the Philippines

Objectives/Outputs/Indicators (As listed in the Project document or summary outline)	Targets		Status
	Planned	Actual	
Outcome 1: Laws, policies and action plans to address child labour and/or working conditions in ASGM in Ghana and the Philippines are strengthened, enforced and/or implemented.			
Indicator 1: Number of laws, policies or action plans to address child labour and working conditions in ASGM adopted.	2	0	0%
Indicator 2: Number of laws, policies or action plans to address child labour and working conditions in ASGM enforced or implemented.	3	0	0%
Sub-outcome 1.1: Child labour and working conditions addressed in national and local laws, policies, development plans and regulations, licensing contracts, action plans and budget allocations.			
Indicator 1: Number of national and local institutional legal frameworks that are amended to address child labour and working conditions.	2	2	100%
Sub-outcome 1.2: Inter-agency coordination mechanisms at national and local levels implemented.			
Indicator 1: Number of inter-agency coordination mechanisms implemented.	4	6	150%
Sub-outcome 1.3: Inter-agency protocols and tools to improve enforcement utilized.			
Indicator 1: Number of protocols and tools applied by stakeholders.	2	1	50%
Sub-outcome 1.4: Stakeholder knowledge on child labour and working conditions, including OSH, improved.			
Indicator 1: Per cent of stakeholders trained who have an increased score from pre- and post-test results and can identify concerns relating to working conditions and child labour in ASGM including OSH.	60%	100%	166%
Outcome 2: Access of vulnerable households living in ASGM communities to relevant social protection and livelihoods programmes is improved in Ghana and the Philippines.			
Indicator 1: Number of relevant social protection and livelihood programmes introduced or expanded to benefit ASGM communities in Project target areas.	6	6	100%

Objectives/Outputs/Indicators (As listed in the Project document or summary outline)	Targets		Status
	Planned	Actual	
Indicator 2: Number of miners and other community members provided with training related to improved livelihood operations. (Since every miner provided training represents one household, the results from this indicator can contribute towards USDOL common indicator L1).	100	174	174%
Sub-outcome 2.1: Stakeholders/institutions mobilized to improve access to social protection and livelihood programmes by ASGM communities.			
Indicator 1: Number of stakeholders/institutions who are mobilized by Project to provide social protection or livelihood programmes to ASGM communities.	6	6	100%
Sub-outcome 2.2: Ability of ASGM communities to articulate their needs and requests for support and services increased.			
Indicator 1: Number of requests for support and services by ASGM communities.	3	2	66%
Outcome 3: Mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM, are implemented in Ghana and the Philippines.			
Indicator 1: Number of monitoring mechanisms in supply chains implemented by ASGM actors.	1	1	100%
Sub-outcome 3.1: Mandated government agencies and other stakeholders improve monitoring in ASGM with a focus on child labour and working conditions.			
Indicator 1: Number of ASGM monitoring mechanisms developed or improved.	2	2	100%
Sub-outcome 3.2: Awareness of stakeholders on child labour and working conditions in ASGM, including but not limited to monitoring mechanisms increased.			
Indicator 1: Number of awareness raising campaigns on child labour and working condition issues carried out by stakeholders without Project support.	5	5	100%
Indicator 2: Per cent of stakeholders who have increased awareness on child labour and working condition issues in ASGM from baseline.	60%		

Below is a summary of key results per component:

Component 1:

- The development of a proposed amendment to Republic Act (RA) 7076 or the Philippine Small-Scale Mining Law, which was enhanced by the DENR-MGB and presented to the House of Representatives' Committee on Environment in November 2019.
- The development of a proposed amendment to RA 9231 of the Philippine Child Labour Law, which was already endorsed to the DOLE Technical Committee on Legislative Matters on December 2019.
- Drafting of the ASGM NAP with the DENR-MGB to come up with an ASGM sector development plan that meets MIA requirements and includes child labour and working condition lenses.
- Development of a child labour rider questionnaire for the CBMS that could be tapped for use by the at least 40 provinces with ASGM operations in the country.
- Issuance of Municipal Resolutions in Labo and Paracale, Camarines Norte adopting the SHIELD Against Child Labour Programme, thus, ensuring withdrawal of child labourers and support to their families in the areas.
- Creation and Institutionalization of the Multi-Stakeholder Monitoring and Certification Team (MSMCT) in South Cotabato through a PMRB Special Order.
- Creation and institutionalization of the Inter-Agency Technical Working Group (IATWG) for Minamata Initial Assessment (MIA) implementation that include a Sub-Committee on ASGM.
- Issuance of Executive Order 20 in T'boli, South Cotabato banning mercury use in its "Minahang Bayan" and some identified barangays.
- ASGM roadmap adoption by the Camarines Norte and T'boli, South Cotabato ASGM Federations.
- Passage of a Barangay Ordinance in Dalas addressing child labour in the community.
- An ordinance in Malaya addressing child labour in the community.

Component 2:

- Partnership with the Labo LGU and TESDA in providing Vocational Training on Plumbing and Electronics to 50 community members from Project sites.
- Access of 1,282 displaced miners to DOLE's Livelihood Starter Kits.
- Access of 115 community members to medical, social protection (health insurance), educational assistance and livelihood and skills training in Camarines Norte.

- Access of community members to Jewellery crafting, Training on SSM Laws, DRR and OSH in mines in T'boli, South Cotabato.
- Partnership with DOLE for provision of livelihood support and OSH in Mines Orientation to Miners in Camarines Norte.
- Provision of technical support to MAGKAMATAO Small-Scale Mining Association in putting up a Mercury-Free Technology in Malaya and in accessing DOLE's livelihood support of an agricultural tractor.
- Declaration of two areas in Camarines Norte as Peoples' Small Scale Mines (Minahang Bayan) making them legal small-scale mining operations.
- Creation of the MSMCT that will uphold the Compassionate Gold standards in South Cotabato.
- Formation and registration of Workers/Miners Associations in Camarines Norte including the Child Labourers' Associations and their Parents' Association.

Component 3:

- The Child Labour Local Registry (CLLR) system development and its pilot implementation in Camarines Norte including installation of helpdesks and identification of focal persons.
- Profiling of child labourers in Camarines Norte using the CLLR.
- Development of SHIELD Against Child Labour as a nationwide programme against child labour with a lens on addressing the issue in ASM sites.
- The Online Mining Portal development in South Cotabato.
- Conduct of numerous awareness activities either supported by the Project or initiated by partners at both national and local levels.

How do these key results relate to changes in outcomes for beneficiaries?

Were these results expected or not?

These results for the two countries have resulted in the overall increased motivation and capacity of stakeholders to address child labour issues in ASM. The issue now is in the centre of their agendas and operations, platforms to coordinate on this have been developed and tools and models to use to actually do something have been developed and disseminated.

These results are significant especially when one considers the situations before the Project where there was no attention given to the issue of child labour in ASM and, consequently, capacity to address it was quite low. Coupled with the high level of ownership among stakeholders developed by the Project, there is a very high probability that the gains the Project has achieved will be sustained.

The working conditions aspect has been the more challenging part of the equation to push because this is linked to the full formalization of operations in the Project's pilot sites. The ban on small-scale mining in Ghana, for example, made it difficult to do on-site interventions for half of the Project duration. Some headways have been achieved, however, for example, in the areas of eradicating mercury use, risk analysis of current OSH practices and increasing capacities on good OSH measures for ASM.

Are there any other key points resulting from the analysis that the Project would like to highlight?

The use of the school clubs as part of SCREAM methodology in Ghana was a successful innovation that yielded very sustainable Project results. Through this methodology, children were motivated to stop work and awareness on child labour issues increased among teachers, pupils and community members. Initially, Project targeted only four schools (one per Project community), however through the use of this methodology, 100 (93 in Adansi and seven in Aowin) schools were reached with awareness raising on child labour.

Another key point was working with GNASSM in Ghana and increasing the capacity of the 1,200-member strong association to address child labour within its ranks. This offered the Project a platform to reach a lot of the miners both within the pilot communities and throughout country. The group established localized rules and regulations specific to different mining sites to serve as guiding principles in their operations. The partnership was instrumental for the Project to gain influence in the ASM sector as well.

The village of Malaya in the Philippines, featured in a Human Rights Watch (HRW) in 2015 as showing everything that is wrong with small-scale mining because of informality, environmental degradation due to mercury use and incidence of child labour, has been transformed because of the Project's effort to bring together various actors to support its transition to a community that is child labour-free and mercury-free and whose mining operation was legal, protected workers and even diversified into agriculture.

The development and successful piloting of SHIELD is also another key accomplishment that will be instrumental in sustaining the fight against child labour, especially in ASM, in the Philippines. Now that the SHIELD is going to

roll-out throughout the whole country, it will bring with it the ability to effectively address child labour cases in ASM sites.

Despite the slow start of the global component, it was able to make an impact on the work of global players by putting child labour and labour issues at large in the centre of their work and agendas. The leadership of ILO when it comes to these issues in the ASM sector is now recognized because of the trailblazing work of the Project.

Findings and lessons learned

Findings:

The Project's theory of change held true as improvements in favour of child labourers and small-scale miners took place in both countries after more than three years of implementation. It was effective in causing the desired changes and this was indicated in progress reports and the final evaluation findings. The indicators that could not be achieved at the higher level were not within the Project's control. The sector was unpredictable with its challenges but the Project has been innovative, which helped in achieving results.

As a capacity-building undertaking, the cause that the Project ultimately caused is the increased awareness, capacity and commitment of stakeholders to engage the issues of child labour and working conditions in ASM. These are very complex and challenging issues to tackle and some organizations even simply disregard it or strive to lower standards just to forego dealing with it. But the Project has shown that these can be addressed and has provided examples and models on how it can be done.

Below are some of the lessons learned by the Project from its implementation.

Lessons learned:

- Target setting should be reviewed at mid-term to assess initial variables and conditions and recalibrate expected results, as necessary.
- Project targets and indicators should be revisited during mid-term review and possible adjustments have to be agreed with USDOL based on progress and lessons learned using a standard process outlined in the CMEP.
- Relying on government resources, even though a sustainable approach, should be done with caution and only in long-term Projects of five years and beyond.

- Agreeing on shared targets with government partners promote strong partnership, ownership and an increased likelihood of success.
- The Project did its best to work with the tripartite, but communities in rural and informal settings require engagement beyond the traditional social partners; in both countries, levels of difficulty in working with either the workers' or the employers' group were experienced.
- CMEP should be completed during Project inception and not take as long as the 1st phase of implementation.
- The CMEP's Performance Management Plan should have a specific column or section for targets and its definitions.
- Partner organizations should have their own M&E person; partners should be involved in the CMEP development process to promote ownership of targets and plans.
- Lack of partnership appreciation by partners and their poor performance could derail plans and cause non-achievement of targets; even core posts housed in partner organizations, when hired by partners, could contribute to delays especially if staff skills and capacities still has to be strengthened.
- On strategies, formalization coupled with monitoring system in addressing child labour seems effective, but it has to be studied further and documented for lesson learning and ways forward.
- Organizations that have a strong presence and influence in a particular sector or issue strengthens ILO proposals/bids; they are a critical element to achieving goals, but a more diligent partnership assessment process would help implementation.
- The Project need to consciously develop a risk register during inception phase and regularly revisit it to track, mitigate and/or address risks as they happen/are about to happen during implementation.
- At the heart of it all, building capacities is about building relationships that are sustainable and mutually beneficial.

Conclusions

The Project started out with the baseline situation showing that not much attention was given to child labour and working conditions issues in ASGM in both countries and even at the global level. It could even be said that in both countries the sector was disregarded and neglected. In the Philippines, attention of regulatory officials was more on large-scale mining and small-scale mining was looked at more for the social problems it caused. In Ghana, there was a brewing

opposition to illegal small-scale mining operations which eventually led to banning all of ASM. In such situations, looking for partners, dealing with government agencies and making them work in the sector was very challenging.

Due to the work of the Project, however, the situation has changed in both countries. ASGM and ASM in general, are being given the attention they deserve and steps are taken to develop the sector. More importantly, child labour and working conditions issues are at the centre of these efforts and the Project has developed the tools and models needed to assist the players in pursuing these. At the global level, there is now recognition of the right way of looking at and handling child labour and working conditions issues owing to the networking activities of the Project, which culminated in the Manila Meeting in 2019. These were further strengthened by continuing partnerships with international organizations on how to further discussions on these themes.

The Project was successful in meeting most of its objectives despite the many challenges it faced and the key to this was the fact that it was able to develop partners that stuck it out through all these. The Project was able to flex its social dialogue muscle by making organizations not traditionally aligned to come together in order to jointly work on child labour and working conditions issues in ASGM/ASM. Another key was in how the Project went beyond usual approaches and tried to innovate.

There are still gaps that need to be addressed in this line of work in the sector, which other similar Projects can work on and address. But the Project has started the process of turning ASM and the focus on child labour and working conditions issues around in both countries and at the global level. Given the high level of ownership and empowerment of partners in the pilot countries, it is up to them now to continue the work. The same is true at the global level with the interest among organizations and the partnerships forged with them on behalf of ILO as these will be continued now by FUNDAMENTALS in ILO HQ and other relevant Projects.