ILO CARING GOLD MINING PROJECT

Pre-knowledge, Attitude and Practice (KAP) Survey on Child Labour and Working Conditions in Artisanal and Small-Scale Gold mining (ASGM)

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2. Acronyms

AA	Advocates and Attainers
ACRC	African Charter on the Rights and Welfare of the Child
ASGM	Artisanal and Small-Scale Gold Mining
CCPC	Community Child Protection Committees
CL	Child Labour
CLM	Child Labour Monitoring
CLR	Child Labour Report
CLU	Child Labour Unit
CSOs	Civil Society Organisations
D	Denial
DOVVSU	Domestic Violence and Victims Support Unit
EAs	Enumeration Areas
EPA	Environmental Protection Agency
FAO	Food and Agriculture Organisation
FGDs	Focus Group Discussions
FFF	Followers, Fluctuating and Difficult
FPRW	Fundamental Principles and Rights at Work
GAMA	Greater Accra Metropolitan Area
GSGDA	Ghana Shared Growth and Development Agenda
GLSS	Ghana Living Standards Survey
GoG	Government of Ghana
GSS	Ghana Statistical Service
HAF	Hazardous Activity Framework

ILO	International Labour Office
IOM	International Organization on Migration
IPEC	International Programme in the Elimination of Child Labour
KAP	Knowledge, Attitude and Practice
LEAP	Livelihood Empowerment Against Poverty
MC	Minerals commission
MESW	Ministry of Employment and Social Welfare
MoGCSP	Ministry of Gender, Children and Social Protection
NGO	Non- Governmental Organization
NHIA	National Health Insurance Authority
NPA	National Plan of Action
OSHE	Occupational Safety, Health and Environment
PPE	Personal Protective Equipment
SFP	School Feeding Programme
UN	United Nations
UNCRC	United Nations Convention on the Rights of the Child
WFCL	Worst Forms of Child Labour

3. Executive Summary

Project Survey objectives

Between 4th September, 2017 and 31st December, 2017, TNS carried out a Pre- Knowledge, Attitude and Practice (KAP) survey. The survey had two key objectives: 1) to assess the extent of knowledge, attitude and practice on child labour and related working conditions in Artisanal and Small-scale Gold Mining (ASGM) in Ghana (such as the hazards of mercury use, and occupational safety, health and environment (OSHE) issues among stakeholders) and 2) to identify gaps in behavioral and attitudinal change towards the elimination of child labour and the improvement of working conditions in the ASGM sector. Findings from the survey will help the CARING Gold Mining Project identify areas of priority, for project activities, and set benchmarks on KAP indicators prior to introducing any form of engagement and interventions with the focus communities.

Survey methods and limitations

Methods: The study adopted quantitative and qualitative approaches to the study. The researcher designed the study indicators based on the program's results framework in consultation with the ILO team. Hence, the KAP indicators were focused in two dimensions to help understanding child labour and general working conditions in selected mining communities. In order to explore behavior of child labourers much deeper, we adopted the Kantar TNS commitment model tool which looks at the level of commitment a person has to make sustainable change, and gives the opportunity to show where future campaigns or advocacy will make impact on actual behavior change. The outcome of the tool provides segments of targets, say different segments of child labourers based on their responses to questions related to their willingness to "stopping working at the mines or processing sites".

The wealth status index is a proxy mean test used in identifying the poor in society. This mechanism assesses each household on the basis of welfare status, rather than on income or wealth as is required by the other assessment mechanisms. It uses a scoring formula to assess the 'true' economic status of each household. Principal Component Analysis is the multivariate method used in computing the "wealth status index". These standardized scores are then used to create the break points that define wealth quintiles as: Lowest, Second, Middle, Fourth, and Highest. Advanced analysis such as regression and significant test of relationships between variables have been run by the quintiles in relevant sections in the findings.

The survey was conducted with children (both mine workers and non-mine workers) and their respective parents or guardians, and adult miners. The study population consisted of households within four communities (Adumenu, Abedwum, Morchekrom, and Sewum) in the Adansi North and Aowin administrative districts across the Ashanti and Western regions. Given that the numbers of child labourers in a given community is perceived to be low, we assigned quota to the minimum

number of children that we need to achieve per community to make the data useful for any statistical analysis. After listing household members and identifying children who work at the mines we achieved the numbers shown below on Table 1. Children were intercepted at the Basic Schools within the communities because most parents were not owing up to their children being involved in mining activities and so we intercepted them at the school, where heads gave consent for us to identify such children who owned up voluntarily. We followed up to their households within our sample area and got parental consent for the child as well as parent's readiness to participate. Although we had a significant number of refusal, we still achieved an appreciable quota for the studies. The summary table on the number of interviews conducted at households is below.

Table 1: Sample achieved across targets for survey

Community	Non-Child Labour	Child Labour	Miners	Employers	Parents of Non-Child	Parents of Child Labourer
Adumenu	35	33	24	1	35	33
Abedwum	32	28	22	1	32	28
Sewum	28	30	33	3	28	30
Morchekrom	33	30	28	0	33	30
Total	128	121	107	5	128	121

The survey team conducted in-depth interviews (IDIs) and Focus Group Discussions (FGDs) with district authorities and community leaders to gather information on district context, knowledge and implementation of government provisions regarding child labourers, and working conditions for mining sites. A total of 14 IDIs and 16 FGDs were conducted across the two districts. The details of the key-informant interviews are provided at the appendix and below Bel ow is the summary table for the number of participants for the FGDs.

Table 2: Number of interviews across targets for focus groups

FGDs	Communities	Total number of participants
Teachers	Adumenu Abedwum	24 (6 per group)
Pupils	Sewum	32 (8 per group)
Opinion leaders	Morchekrom	24 (6 per group)
Youth	Sewum, Adumenu, Morchekrom	18 (6 per group)

School children	Abedwum	6 (6 per group)

In addition to the interviews and focus group discussions, spontaneous observations were also carried out at the mining and processing sites to assess the working conditions of miners. The survey team also conducted a desk review of reports from similar surveys conducted previously in the country within the ASGM sector.

Limitations:

The main limitation was that during the study period, the government established a ban on ASGM operations to crack down on illegal mining in Ghana. This created a lot of suspicion and mistrust during the survey period as enumerators were perceived as spies in support of government operations. As a result, many people in the community were not fully open to the survey which in turn affected the level of feedback on issues regarding child labourers from both the perspective of parents and miners.

Also, another limitation of the study was the sampling design adopted. Although the researchers used listing approach to identity all working and non-working children within the communities, we still could not achieve the adequate numbers of children who are involved in small scale mining due to the fear of owing up. Hence, we could not proportionately sample the children to reflect the incidence of children working in the mines per community. We however, assigned a minimum quota of children we need to interview and stratified to make the sample distribution good enough for analysis to help us understand the issues that pertains within the communities selected.

Overview of Survey Findings and Recommendations

Some the key findings identified through the KAP survey are as follows:

1. **Child labour in the mining and processing sites selected is prevalent**. On average, child labourers were 13 years old, and consisted of both boys and girls, working under hazardous conditions, and exposed to dangerous and unhealthy working practices. Most children are engaged in ore packing (41%), sluicing (30%), processing (28%) and 1% work in the pit. About 20% of child labourers were female and equally engaged in similar task as the boys were performing with the exception of working in the pit because of traditional beliefs, seen as taboo. Most women in the communities are engaged in vendor of food, selling of mining items and employed as cooks for the miners. While child labourers are aware of, and accept the negative issues involved in their work, only about a third are willing to stop mining and to advocate to their peers not to engage in mining. The findings show that there is a high acceptance of children above 12 years old working at the mining sites if they have the physical strength to support the work. Child labour is seen as an accepted practice – particularly amongst the poorest children, who are most likely to work in the first place, and who are also most likely to deny that there is a problem with their engagement in paid work - and as such tackling it is not a priority for employers, parents or local governments.

2. **There is strong community empathy towards child labour -** even by parents of non-working children - given the economic benefit it provides to poor households. Statistically, parents of non-working children are equally likely to agree there is nothing wrong with

child labour (21% vs 31%) as compared to parents of working children. Although both adult miners and employers perceive child labour to be illegal, they also see it as means of survival and a way out of poverty for poor households, as well as a way of stopping children from engaging in deviant behaviour. Working and schooling is also highly acceptable and both school teachers and heads confirmed this practice exists within the study communities.

3. **The decision to work at the mining sites is often made by the child labourers themselves** and less so by parents – with some children motivated to do so because of the financial independence it brings. About 79% of adult miners equally believe that children easily comply and can be controlled to get job done, faster and cheaper which contributes to their engagement at the mining sites. However, it is important to recognise that peers and relatives working at the mines do have significant influence on a child's decision to work at the mines as well. About 84% of child labourers said is a common practice for children of their age-group to be working at the mining and processing sites which makes the practice acceptable within the societies. There is therefore also a high risk that non-working children may be attracted into mining – particularly during times of economic hardship or crisis - given that some of their parents are not strongly against child work and mining seems to be the most lucrative work in the community.

4. **Across all stakeholders engaged in this study, there is a unilateral consensus that working conditions at the mining and processing sites pose hazards to all miners including children**. Although, miners claim to receive some education on good practices for mining, these are not adhered to neither are they complied with. Miners work without safety measures facing high risks of all forms of accidents and even death. Children face the same health risks and accidents as adult miners. They are mostly exposed to loud noise (86%), chemicals such as mercury (64%), drugs and alcohol (54%), standing in dirty water for long hours (54%) and carrying heavy loads (59%). About 31% of female child workers reported they were exposed to sexual abuse and harassment. The responsibility for their medical treatment lies mostly with their parents and not the adult miner or employer who engaged the child.

5. **There is also a gap between what district officials know and the expectations to enforce child-labour and mining-related laws in the communities in which they operate.** The high-level knowledge on issues around sanctions of child labour among the key directors has not translated into general community awareness. Equally, there are no sanctions enforced against employers of mining sites who allow children to work at their sites.

Recommendations

Based on the findings, key recommendations are:

1. **Carry out Community-level campaigning and advocacy work**, targeting community leaders, parents, children and miners with an emphasis on the type and hours of work acceptable for children and the impact of child labour in ASGM on children's health

2. **Advocate with relevant institutions to introduce Social Protection and Livelihood Programmes**: ILO should have clear strategy to include identified mining communities

especially unskilled females which are within the poverty thresholds to be enrolled into existing national short-term livelihood intervention programmes such as LEAP, National Health Insurance Scheme (NHIS), etc. to support households that are vulnerable and compel children to work for their survival.

3. **Strong education to reduce financial illiteracy and encourage saving culture**: Promote financial literacy programmes for miners to encourage a 'savings culture' through capacity building in financial management.

4. **Improving monitoring and introducing clear sanctions**: The Environmental Protection Agency (EPA) and the Mineral Commission (MC) must strengthen monitoring and enforcement of their regulations to ensure compliance with proper mining practices and also help unlicensed operators to be regulated. Interagency collaboration and Coordination between relevant agencies such MC, EPA and the Labour unit should be strengthened through joint monitoring and sharing of information.

5. **Increase advocacy efforts towards the use of PPEs**: ILO as part of its community-based program should use downstream activities such as use of posters, radio drama, jingle and dissemination of information through common meeting grounds to inform and educate miners on safety requirements and use of Personal Protective Equipment (PPEs) during work at the sites to reduce the exposures to injuries, accidents and death.

4. Introduction

4.1 Background

Ghana's artisanal and small-scale gold mining economy, populated by as many as one million informal workers who produce over two million ounces of gold annually, has experienced much expansion in the past 10-15 years, and continues to employ the services of child labourers in their continuous quest for cheap labour (Hilson, 2008).

Child labour is any work done by a child that may be harmful to their physical, emotional, intellectual and social development (UN Convention on the Rights of the Child). Despite the world's promises to care for every child, the scourge of child labour still leaves countless children deprived of their most basic rights.

Child labour has been recognised as a grave threat to the developmental needs of children since the early twentieth century. A long history of international interventions to reduce and eventually eliminate child labour began with the advent of the International Labour Organisation (ILO) and has culminated in landmark Conventions in recent decades such as the Convention on the Rights of the Child and in particular its sections 32, 34 and 35; the ILO Conventions No. 138 on the Minimum Age of Employment and No.182 on the Worst Forms of Child Labour; and the UN Protocol for Prevention, Suppression and Punishment for Trafficking in Persons, especially Women and Children (ILO-IPEC, 2015). According to Shanta Sinha, Chair of Children's Rights Commission of India, "Child labour exists because we allow it to exist".

Child labour in Ghana has been acknowledged as a serious and challenging problem and has attracted the attention of policymakers, planners and implementers. It is found in many sectors of the Ghanaian economy, particularly agriculture which has the largest proportion of the observed level of child labour (77.2%) in the country. It is estimated that 60% per cent of child labour in Ghana occurs in the agriculture sector (fishing, hunting, and forestry). However, assessing the precise number of children working within the small-scale mining sector in Ghana is difficult due to the informal nature of the sector. The Ghana Living Standard Survey 6, Child Labour Report, 2014 concludes that of the estimated 8,697,602 children aged 5-17 years covered in the survey, an estimated 1.9 million (21.8%) are actively involved in child labour.

An "analytical study on child labour in Mining" conducted by ILO in 2013 in Ghana also showed that more boys than girls were engaged in direct mining (including processing) activities. However, a 2007 "Girls in Mining" study by the Centre for Social Policy Studies (University of Ghana) highlighted the involvement of girls as well as boys "in a wide range of activities related to the whole production line of small scale mining and quarrying." The report states that many of the children between 15- 17 years, who have completed basic school, prefer working in the mines to higher education. In a significant number of cases, younger children (10-14 years) were involved in working in mining pits, using dangerous chemicals and exposed to negative influences. Some girls

were seen to be engaged in carrying the ore to the points of refinery while others were exposed to commercial sex. The primary reasons for children taking part in the mining sector in Ghana are related to poverty: Issues such as high school fees, lack of access to schools, and most often the need to contribute to household survival (Hilson, 2010).

Poor families, motivated by the "quick and good money" artisanal and small-scale gold mining (ASGM) provides, allow their children to engage in mining activities to either supplement family income or to provide the main source of family income, making most children to prefer working in the mines to education (Human Rights Watch 2014). Most of these children are engaged in what is described as Worst Forms of Child Labour (WFCL) – that is extremely hazardous work, which adversely affects their health and safety. This includes long hours working underground in confined spaces, manual handling or transportation of heavy loads of dirt and rocks, using dangerous equipment, and using hazardous substances such as mercury used to process gold dust. Some of these children are also engaged in other forms of work at mining sites such as selling food and water, or prostitution. Whatever the involvement, they are all exposed to physical, psychological and/or sexual abuse.

Child labour is a complex phenomenon caused by many factors including poverty, high unemployment rates, gender inequalities, and sometimes, cultural practices. 'Child- work' is an acceptable practice in most African countries, including Ghana – with many children expected to help with chores in the home and to graduate into activities that more significantly contribute to the economic and social well- being of the household.

However, according to the ILO analytical study on Child Labour in Mining (2013), family poverty is the main driver of child labour in Ghana. Most of the child labourers are sent to work by their family or work alongside family members, while others work on their own. Children in families of artisanal miners are more likely than others to work in mining. A study by Human Rights Watch in 2014 found that children work in mining sites to increase family income, to earn some money of their own, or to earn money for school fees or school-related costs. Further to this, children found to be living with a single parent, with a relative or guardian, or alone, were more likely to be engaged in child labour.

Despite the potential of ASGM to contribute to the well-being of its workers in Ghana, the sector is often plagued with a bad image due to the dangerous nature of the work, poor working conditions, non-regulation, and issues such as the use of 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. Working conditions, including parameters of both fundamental principles and rights at work (FPRW) and occupational, safety, health and environment (OSHE) are generally challenging in ASGM operations.

It is on this premise that this KAP survey was conducted to provide adequate baseline data on knowledge, attitudes, practices and working conditions in the ASGM sector, to measure how committed child labourers are to change using the Kantar Public commitment model and to further help mobilize different stakeholders to address the issues of child labour and poor working conditions in ASGM.

Statement of objectives and Methodology

4.2 Research objectives

The KAP survey was to measure the level of knowledge, attitude and practices concerning child labour and working conditions of key stakeholders in the ASGM sector prior and after implementation.

Specific objectives: The survey sought to:

1. Assess the extent of knowledge, attitude and practice on child labour and related working conditions- (such as hazards of mercury, Occupational Safety, Health (OSH) issues among stakeholders);

2. Identify gaps in behavioral and attitudinal change towards elimination of child labour and improvement of working conditions in ASGM.

4.3 Study Methodology

The study used both quantitative and qualitative data collection methods. The quantitative aspect focused on gathering data on the KAP and working conditions from the perspective of child labourers, non-working children, parents of both working and non-working children, as well as adult miners at the community level. The sampling was not proportionate to the population of communities because the incidence of child labour is perceived to be low. Hence, quota sampling for the targets was adopted and the survey team needed to achieve specific quotas in order to gain statistics for meaningful analysis. The criteria for selecting child labourers and non-labourers included the age of the child, type of work and the period of work. In order to explore behavior of child labourers much deeper, we adopted the Kantar TNS commitment model tool which looks at the level of commitment a person has to make sustainable change, and gives the opportunity to show where future campaigns or advocacy will make impact on actual behavior change. The outcome of the tool provides segments of targets, say different segments of child labourers based on their responses to questions related to their willingness to "stopping working at the mines or processing sites". The tool has four key pillar questions hinged on four factors that contribute to commitment intensity: dissonance, external environment, ambivalence and involvement with particular behavior. The model then produces six commitment-based segments and can be further be re-grouped based on sample size and internal statistical balances.

The wealth status index is a proxy mean test used in identifying the poor in society. This mechanism assesses each household on the basis of welfare status, rather than on income or wealth as is required by the other assessment mechanisms. It uses a scoring formula to assess the 'true' economic status of each household. Principal Component Analysis is the multivariate method used in computing the "wealth status index". Information on the wealth index is based on data collected

in the Household Questionnaire. This questionnaire includes questions concerning the household's ownership of a number of consumer items such as a television and car; dwelling characteristics such as access to electricity; type of drinking water source; and other characteristics that are related to wealth status as educational status. Each household asset for which information is collected is assigned a weight or factor score generated through principal components analysis. The resulting asset scores are standardized in relation to a standard normal distribution with a mean of zero and a standard deviation of one. These standardized scores are then used to create the break points that define wealth quintiles as: Lowest, Second, Middle, Fourth, and Highest. Advanced analysis such as regression and significant test of relationships between variables have been run by the quintiles in relevant sections in the findings.

The qualitative component focused on specific mandates of key stakeholders at the district and community levels as well understanding the key motivations for child labourers to be working at the mines.

4.4 Study locations

The study was conducted in four communities across two regions (Ashanti and Western Regions) and two districts (Adansi North and Aowin Districts) and in four-intervention communities. The predominant economic activity across all the project communities is agriculture. Morchekrom and Sewum communities are basically cocoa growing communities, while the Adumenu and Abedwum communities grow a wider range of food crops. Until the introduction of mining activities, about 70% of the local people were involved in agriculture.

Table 3: Study Sites

Region	District	Community
Ashanti	Adansi North	Adumenu
		Abedwum
Western	Aowin	Morchekrom
		Sewum

Source: Field Data, 2017

- **Listing**

Prior to interviewing, all households located in the selected communities/clusters were listed. The listing of households for each cluster was used in selecting the final sample of households to be included in the survey. The listing operation included visiting each of the selected Enumeration Areas (EA)/clusters, and recording on listing forms a description of all households with the names of the heads of the households and members within the household. Base maps of the selected clusters were made available to field teams to aid easy identification of the EA boundaries with the assistance of a person resident in the EA who knew the topography of the area. Field teams serially identified and numbered all structures in the selected EA with a maker or chalk in a serpentine order.

- Two sample frames were selected:

1. Fully listed households - these households were administered a questionnaire asking about detailed household characteristics, employment status, and child labour practices;

2. A randomly selected sample with equally split between households with child labourers working in the mines, and households with no child labourers was drawn. Targets who were selected within these households were asked questions covering knowledge, attitude and practices (KAP questions) of child labour and working conditions at the mines.

Representative sample of households in total, we listed about 887 households out of which we had 1227 non-working children and 205 child labourers who work at the ASGM sites. We also counted 563 adult miners from the household list. We adopted a quota sampling approach for which we achieved 121 child labourers and 128 non-working children with same corresponding numbers of parents who admitted and were willing to be interviewed. We also interviewed 107 adult miners.

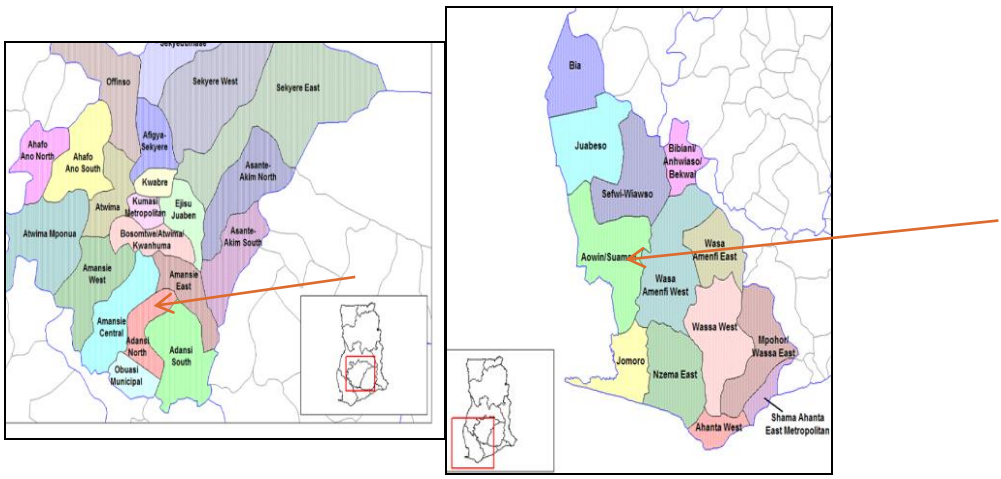
- **School intercepts**

Due to the fear of parents because of the ban, most parents initially refused to consent to the interviews of their children and they did not admit to the fact that their wards were working at the mines. So, children were intercepted at the schools within the communities and most children owned up and snow-balled to friends who were equally involved. However, these identified child labourers were traced to the households they belonged to, parents' fears were managed, consent was sought and parents allowed themselves to be interviewed as well. In all, the following quotas were achieved:

4.5 Qualitative Data Collection

In all, we conducted 14 district level Key Informant Interviews (KIIs) across the two districts and also carried out 16 Focus Group Discussions (FGDs) among key groups at the community level. The areas of focus for each key target is shown in figure below:

Map showing project districts:



5. Results

5.1 Introduction

The researchers adopted an analytical approach, whereby data from multiple sources such as the survey, qualitative interviews and secondary information was triangulated across multiple evidence to help make **strong conclusions and recommendations**. Findings are presented based on key indicators and research questions that were formulated to guide the study.

5.2 Demographic Characteristics and Migration

5.2.1 Profile of children

The total number of valid child interviews was 121 for child labourers and 128 for non-working children across the four study locations within the Adansi North and Aowin districts in Ashanti and Western regions respectively in Ghana. Of the child labourers interviewed, 93% were mostly in the age brackets of 12-17 years with only 7% falling between 8-11 years. None of the children were married, 50% of child labourers lived with only one parent and about 33% of non-labourers lived with both parents.

Interestingly, all the children claimed they had some form of formal education, of which 66% of child labourers and 80% of non-working children claiming to be attending school regularly. However, 19% of child labourers said they regularly stayed off school in a typical school week.

About 84% of child labourers and non-working children were still in school and are in the basic level

Table 4: Achieved quotas across child and non-child labourers

District	Community	Child Labourers	Non –working children
Adansi North	Adumenu	33	35
	Abedwum	28	32
Aowin	Morchekrom	30	28
	Sewum	30	33
Total		121	128

Source: Field Data, 2017

The study results indicate that 81% of child labourers had relatives within the communities working at the mining sites and about 51% of non-working children had no relative working at the sites at all. However, only 17% mentioned that either their parents or family relatives influenced their decision to start working at the mines or 71% claimed they made a personal decision to work there. However, this statistic may also be related to the fact that children are naturally protective of their families.

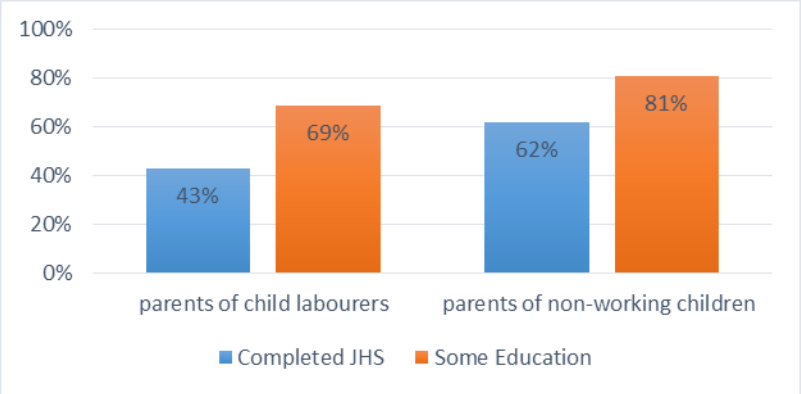
Interestingly, about 64% of miners claimed their children do not work at all with only 5% admitting that their children work and mostly at the mining or processing sites. Only 1 out 5 employers interviewed said children less than 18 years old work at his mining site and even that, he did not

employ the child, this statistic reflects socially right responses given to the period of the study It was clear that, adult miners who are paid with "loads" also employ their own people including children to work on their goods as well. So, although employers claim they do not employ children, they equally do not prevent them to work on their land concessions.

5.2.2 Profile of parents

The study design allowed interviews with parents or guardians of both working and non-working children during the same survey period. A total of 249 parents were interviewed, of which 32% were male and 68% were female. The average age of parents was 43 years, with 95% aged 65 or younger. Only 5% were aged 18 to 25, suggesting that the proportion of very young parents is small. This is similar for parents of both working and non-working children. The mean number of dependents was 4.2 people. Most of the parents interviewed were married (71%) but one parent may have been a step-parent to the children interviewed. As expected, given that the site locations are considered to be agricultural communities, most parents claimed their main occupation was farming (42%). A larger proportion of parents of non-child labourers (80%) compared to parents of child labourers (62%) said they or someone else in the household owned land which could be used for farming. Other parents said they were engaged in petty trading (27%) and only 7% of parents of child labourers and 9% of parents of non-working children reported that they were involved in mining activities. About 81% of parents of non-working children have had some education as compared to just 69% of parents of child labourers - with 87-88% completing primary or junior high school respectively. However, the proportion who completed junior high school rather than just primary was higher among parents of non-working than working children (62% vs 43%) when looking at parents who attended school in general).

Chart 1: Education status of parents



The growth of mining activities within these communities has led to a slight shift from the agrarian sector into mining with many people abandoning their farms for the mines. Despite this shift, there are still significant numbers of local people into farming. Also, a proportion of miners at the sites are migrants from other communities. The youth are the most active workers at the mining sites.

> *"We are all farmers. It is the faming we have been doing all these years until the mining and some have now decided to do the mining"* ***(FGD with opinion leaders, Morchekrom)***

"They are predominantly cocoa farmers. They are mostly in farming and some few find themselves in the white-collar job. Yes, most of them are famers and some are into other activities like mining and about 8% to 10% are government workers ***(FGD with teachers, Morchekrom).****"*

5.2.3 Migration

Almost all parents of both working and non-working children are Ghanaians with 56% having migrated from other communities to current locations for various reasons such as finding jobs in the mines to improve their standard of living. Less than a quarter of parents (34%) had moved to their current locations with the entire family, and about 60% of those who had moved had done so to find work. Although about 29% felt their living conditions had worsened after migrating, about 73% felt that their lives had improved as a result of the move.

Though the indigenes in the various communities outnumber the migrants, the migrant population constitute a significant proportion of the communities. Due to the government clamp-down on mining activities in the quest to stop the activities of illegal mining in Ghana, some of these mining migrants have temporarily moved back to their places of origin, hoping to return in the future. There are also records of seasonal farmers across these communities who come into the communities during the peak seasons and leave during the lean season. Some have also settled and become a part of the communities.

"About 2 out of every 3 people you meet here is from this place. They are more than the people who have come here just because of work though the number of migrants keeps increasing" ***(FGD with teachers, Adumenu)***

"I believe most of them came here because of the "galamsey"; and now they have all left for their hometowns because of the ban on mining so I believe the number of the indigenes is more than the immigrants" ***(FGD with opinion leaders, Abedwum).***

A peculiar situation is recorded in Sewum community where a season of drought has resulted in local people relocating, leaving migrants in the majority

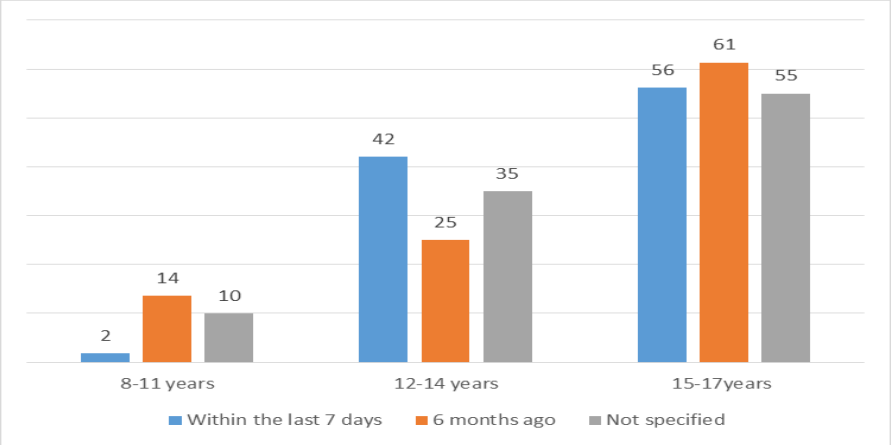
"The community of Sewum is full of migrants…most of the natives have left and they have been replaced by migrants" ***(FGD with opinion leaders, Sewum)***

5.3 Working conditions for the child labourers

5.3.1 Working activities and type of work

Despite the ban on artisanal mining operations during the data collection period, the results show that 47% of children had engaged in mining activities for the past seven days, with the majority from the Aowin district, and 36% of them had been working for the past six months. Most of the children who worked during the ban were the older children in the age bracket of 15-17 years.

Chart 2: Percentage of child labourers worked across age group



The study found that 20% of child labourers work at night with a high occurrence in Adansi North district, a fact which was confirmed by 8% of miners. Throughout the entire week there is a likelihood that 13% of children will be working on daily basis at the mines. However, this was disputed by employers who claimed children work at the mines largely during school vacations even though they claim they do not employ them.

> *"I and some of my friends still go to the mining sites to work so we can come to school and also be able to support our mothers"* ***(FGD with school club, Adumenu)***
>
> *"The soldier people have come here and gone, when they were here, we did not go, but after they left, we have been going to the site after school though we fear" (****FGD with pupils, Sewum)***

While a large proportion of parents (86%) claimed they were not happy their children worked at the mines, 17 out 121 parents admitted they were happy their children worked because they use the earnings for various purposes such as support for family upkeep (53%) and education (35%). Parents who were unhappy with their children working at the mines said this was due to: children must be in school (57%), mining is bad for children's health (19%) and the poor working conditions (12%) but they have equally not been able to physically stop their children from working at the sites because of the income they get and the peer influence.

- **Types of work**

Most children are involved in ore packing or carrying of loads (41%), sluicing (washing) (30%) and processing (crushing and grinding) (28%) with most girls engaged in sluicing and ore packing. Some children are equally involved in doing more adult related tasks at the mines such as working in the pit (1%), working in small dredge (1%) and ore processing (3%). Other activities they engaged in are ore hauling (1%), carrying of sand (9%) and Gold panning (1%). About three out of five employers confirmed that the type of work the children at the mining and processing sites are engaged in matches the tasks listed by the child labourers.

The data shows that only a percentage of parents know their children are engaged in sluicing (35 %), ore packing (34 %) and processing/crushing (16 %) which is under-statement of what child labourers themselves reported with some activities. Also, about 20% of parents said they didn't

know the type of work their children were doing at the mines. This clearly indicates the gap between what children are doing and the awareness level of parents.

Further probing during the in-depth discussions into work carried out by children showed that community members and adults classify the types of work at the mines by degree of danger, and therefore feel that the tasks children carry out (sluicing, processing etc.) are not dangerous compared to working in the pits, blasting or excavation.

> *"The miners mostly operate with machines, but the children just simply load or carry items. Well sometimes it is weeding the area but most times it is the carrying of items"* ***(FGD with youth club, Morchekrom).***

> *"They will dig the sand and ask we the children to pour water on it for it to be very soft and then you wash…we also do 'polepoley[1] ' (carrying of sand) and take it to the machine"* ***(FGD with pupils, Sewum).***

> *"No, not at all. The children do not even try going into the pit. It is only adults who go in. The adults will not even allow you to come near the pit"* ***(FGD with pupils, Morchekrom).***

Although girls are allowed to work in the mines and they do, as confirmed in the findings, the presence of some cultural myths and taboos deter them from getting closer to working at the pit. It is thought that the "gold" has spiritual connotations and hates menstrual blood which is considered a bad omen that will result in miners having accidents or very poor yields when such females enter the mining pit.

> *"Girls are not allowed in the pit since they believe in case a girl is having her period, it will prevent them from having plenty gold that day because the gods dislike menstruating blood"* ***(FGD with pupils, Adumenu).***

Hence, although girls do work in the mines, that work is limited to carrying ore or sand from the mines to the processing sites, manual crashing, and sifting. Also, most girls working in mine sites are vendors of food and sell other items such as mining gears, chemicals and parts of machines. Some women are also employed to cook for the miners.

5.3.2 Hazard exposure

Generally, artisanal mining is known to be a hazardous environment for workers, and Ghana has a poor reputation for occupational safety, especially for child workers. Children are subjected to high risks of danger and health related issues such as accidents, pit collapses, use of dangerous chemicals such as Mercury, and inhalation of dust. Self-reported findings by children working at the sites indicates that children are exposed to these hazards and dangerous chemicals which have adverse effects on their health and physical well-being. Consequently, they are exposed to loud noise (86%), chemicals such as mercury (64%), drugs and alcohol (54%), standing in dirty water for long hours (54%) and carrying heavy loads (59%). About 31% of female child workers also reported they are exposed to sexual abuse and harassment as well as male child labourers

[1] Polepoley is a scavenging activity which involves recycling of tailings material to recover residual gold left in the tails through sluicing.

"The children walk around barefooted. Some also are exposed to sharp objects and other liquids like mercury and acid which burns away the skin when it touches the body" ***(FGD with pupils, Morchekrom)***

"For the girls, the men who have enough money at the sites are able to convince them in exchange for sexual activities" ***(FGD with pupils, Sewum)***

Parents of child labourers (77%) also agreed that their children work under poor conditions and feel the work is hazardous. About 31% re-iterate that exposure to chemicals is a big concern, followed by a dusty environment (27%), long hours of work (27%) and noise (26%). However, on almost all the issues raised female parents feel the situation at the mines is worse and more dangerous when compared to the views of male parents. About 85% of parents say they know the health risks the job poses to their children.

It can be argued though that although parents are aware of the dangers, they might not be fully aware of the levels of danger their children are exposed to, given the variations in the quantum of reported levels of exposures by parents as against what children reported themselves. Admittedly, about 84% of parents said their working children looked tired each day after work which in turn affected their physical and mental well-being and they gave them medicine sometimes to soothe the pains.

5.3.3 Awareness of physical risk and safety measures

The majority of children (58%) do not wear protective gear at the mines. However, those who say they wear safety gear (mainly males) claim they wear gloves (63%), boots (47%) and bodysuits (43%). The majority of female workers (87%) do not wear any safety gear at all.

Observations at the various mining sites show that all workers - including children – wear protective clothing far less than the self-reported statistics, if at all, with most males wearing only shorts or sometimes shorts with shirts. There is no use of helmets, earplugs, masks or gloves. The adult miners remove ore- with hand tools and load into small sacks and pans which are carried to the surface for processing. The working conditions for children can be said to be life-threating. Children mostly walk bare foot or in flimsy sandals such as rubber sandals. They generally work without any safety gear or any protective clothes and are exposed to all the toxic substances, mainly Mercury used in extracting gold at the site. The very few people who wear boots have purchased them from their own pocket. Employers do not provide workers with protective gear or any safety education.

"The clothes we wear to the site is the same clothes you work in. Some even wear only boxer shorts and stand in the river to wash the gold" ***(FGD with opinion leaders, Sewum).***

"No, most of them do not have. They mostly wear what we call wellington boots to walk around but even those are not many. In general, the children typically do not use protective gears" ***(FGD with Opinion Leaders, Morchekrom)***

The majority of children (88%) working at the mines know the life-threatening dangers and risks associated with their work but continue to work for economic reasons. Children working at the mining sites in the past 12 months said they had experienced various degree of injuries and health

conditions. Some children suffered from extreme fatigue, open wounds, skin problems, breathing problems, fever and diarrhea (see figures on Table 4 below). There were even reported cases of death due to suffocation while they worked underground as reported in the in-depth interviews. Community leader focus groups discussion as well as the District Health Director all report that skin diseases and tuberculosis are often common among people who work at the mines, especially those who enter the pit. Others also suffer from foot rot and some unknown diseases which make workers grow lean with time. This disease was found to be common at Sewum.

> *"When I go for supervision and monitoring at the health center there, I see them. There have been incidences where some of them get injured and are brought to the health center. I don't have the statistics, but it happens" (**Director of Health Services, Adansi North District).***

Table 5: Health conditions reported across targets

Health conditions	Childs' scores %	Parents' scores %
Extreme fatigue	70	48.8
Fever	39	46.3
Open wounds	57	28.9
Stomach problems / diarrhoea	31	22.3
Skin problems	33	14.9
No noted changes		12.4
Eye problems	26	11.6
Fractures	15	10.7
Breathing problems	21	10.7
Sprains	41	2.5

Source: Field Data, 2017

The majority of children injured at work take a break until they feel better and a significant number seek medical attention at the clinic/hospital (40%) and pharmacy (24%), while about 17% opt for self-medication. In most cases, parents (56%) are said to pay the treatment bills while only 7% of employers' self -admitted that they paid medical bills for injured workers at their sites

5.3.4 Motivations and economic gain

As already noted, economic factors have been identified across several studies as a key driver for child labour in the mines. This is also borne out by the KAP findings. The results indicate that most children work to supplement their personal upkeep (73%), supplement family income (43%) or for the maintenance of their schooling (26%). For this reason, both parents of working and non-working children do support children who are capable of working and do so to support the families.

We recorded that four child labourers within the age group of 15-17 years were the bread winners for their households and their main source of income was mining.

The findings suggest that it is the poorest households who were most likely to have working children, but children's earned income may do little to bring the households into wealthier quintiles. For example, the analysis shows that among child labourers, almost half (47%) of children live in households in the two poorest wealth quintiles whereas the equivalent figure is 33% among non-

child labourers. Similarly, 14% of child-labourers live in households in the richest quintiles compared to 26% of non-child labourers (see Table 1 in the appendix). Hence, child labour is likely to be a survival strategy among the very poorest households. Furthermore, the findings suggest there is some relationship between household size and prevalence of child labour, though this association is not statistically significant at the 5% level. It is still worth noting from the analysis that majority of household with few dependents (56% of households with up to 2 dependents) have child labourers compared to households with more dependents (46% of households with 5+ dependents). Although, this deviates from the perceived norm, it is possible that larger households are able to support school-going to a greater extent due to the extended family support that most families in Ghana enjoy even if the nuclear family is not responsible to their children.

Focus Group Discussions (FGDs) with children equally confirmed the underlying economic drive for their work and further highlighted the fact that most parents were not in a position to take care of their children and pay for their schooling, so children felt they had to work and raise money to feed themselves and sometimes support family income. Though children expressed their unwillingness to work in and around the mining sites because of the risks they were exposed to, there seems to be very little alternate source of livelihoods within such endemic poor communities, and as such children are often seen as assets to contribute to family income - either being used as labour for farming or working at the mines. The decision to work, therefore, does not necessarily reflect the children's willingness to work; rather, it reflects the children's willingness to meet their family obligations and their desire to offer to help meet the needs of their family. This fundamental need to survive across all communities has been the key motivation factor for child work.

> *"I work in the mines because my parents don't have money to take care of me and my little brother and sisters, so I do this work, so we can all eat and also be able to buy things for school"* ***(FGD with Youth Club, Sewum)***

On typical working days, children earn in the range of GHS 33 – GHS 115 ($7.5 - $25.6) per day which they perceive to be a good income and is attractive enough to motivate other children to work even if their parents have not encouraged them to do so. Specifically, for those who carry ore to the processing site, they earn between GHS 10- GHS12 ($1.50) for carrying 100 pans of ore per day. Children are mostly paid in cash for the work they carry out with payment determined by the amount of load they are able to work on irrespective of the activity involved.

> *"They will pour sand in a pan and then you go and pour it away. I fetch sand every day, like 100 pans then I take 12 Cedis"* ***(FGD with youth club, Adumenu).***

Hence, despite the need to support the family, some parents of non-working children (57%) are of the view that children who work instead of going to school can be stopped if only they [child labourers] make a conscious decision to do so despite their parental influence.

The majority of adult miners (63%) believe that they earn a moderate income although is not always sufficient for their family upkeep. Interestingly, 29% of parents of child labourers said that their children account their earnings to them periodically.

5.3.5 General Knowledge on Child labour

The Children's Act, 1998 (Act 560) specifies that the minimum age for admission into employment is 15 years for general employment, 13 years for light work and 18 years for hazardous work. The findings from the survey shows that members of mining communities perceive the minimum age required for general employment to be 18 years as confirmed by the statistics of 93% of parents sharing that view. Although, they have not given the right age required by law for general child work, the survey did not find out the minimum age children can work at the mines. It is obvious that majority of children and parents, given the kind of work that they largely engage in makes them consider 18 years as the required age to be qualified for child work which is actually right age for any form of hazardous work. Also, survey findings suggest that parents of working children have a more selective view of what work children can do: 13% of parents of working children agree that children aged 5-17 years can do any form of work, whereas this figure is slightly higher among parents of non-working children (19%). In contrast, parents of working children are slightly more likely to disagree that some work perform by children is harmful (93% vs 98%), although the vast majority still believes this is the case.

Again, all parents (73%) irrespective of whether their child is working or not are aware of campaign messages advocating not using children for work with no notable difference between the two groups. The majority seem to have heard these messages on traditional media such as TV (56%) and radio (75%) and 13% from ILO officers who visit the mining communities. Equally from the FGDs with community leaders, the knowledge on the age for children for general work is low as most people referred to 18 years to be the required age.

The analysis further explored differences in knowledge by household size, whether parents themselves are involved in mining activities, and by wealth quintile. Household size does not have a bearing on knowledge relating to child labour, but there are some differences with respect to parents' own mining status and also between wealth quintiles.

In terms of wealth quintile, the analysis shows that 94% of the wealthiest quintile are aware of the minimum age for work compared to just 80% of the poorest quintile. Parents in the wealthiest quintile (86%) further appear the most likely to have heard or seen any campaign aimed at reducing child labour (64-74% across the other quintiles). In contrast, wealth quintile is not consistently related to parents' views of whether children aged 5-17 can do any form of work, nor that some work is harmful for children. It should be noted that the sample sizes at this level are fairly small, however, and the findings should be treated with caution.

With respect to parents who themselves work in mining, it is notable that all twenty-one parents in this group are aware of the minimum age, and also agree that some work is harmful for children. Furthermore, almost all disagree that children aged 5-17 can do any form of work (20 of 21 parents). The findings suggest then that parents working in mining are well aware of the law and the hazards of their children engaging in mining or other work activities. While the sample of parents working in mining is small and the analysis should be treated with caution, these figures can be compared with farmers and parents working in all other sectors. These two other groups appear slightly less conscious of the law and potential hazards: 92% of both farmers and other workers are aware of the minimum age, and a higher proportion agree that children aged 5-17 can do any form of work (17% among both groups).

Among children, a large majority of children know the minimum legal age for working (80%). A larger proportion of working children than non-working children correctly did not know the minimum age (86% vs 73%) required for general employment. Child workers are also more likely to disagree that boys and girls can do the same work compared to non-working children (30% vs 43%, 37% overall). In contrast, both working and non-working children equally agree that child work is bad for health (about 90%). Among children, in contrast to parents, household size is related to knowledge of legal minimum age. For example, 5% of children in households with two or fewer dependents correctly know the answer to the minimum legal age for work, whereas the equivalent figure is 13% among households with five or more dependents. There is, however, no difference by household size with respect to knowledge of the harmful nature of child work, nor with respect to whether boys and girls can do the same form of labour. Similarly, among children there is no difference in these knowledge indicators by wealth quintile.

Almost all miners (96%) are aware of the minimum legal age of child work. However, their personal views of when boys and girls should start working differs notably with 27% of miners believing that boys aged 15-17 should work and 16% of girls in this age bracket should work. No miner stated that children younger than 15 should work. Despite the high level of awareness of the legal minimum age, 36% of miners find it acceptable for children aged between 9-17 years to be working at the mining sites despite their knowledge on campaigns against child work at the mines.

5.3.6 Attitude towards child labour

Both parents and children concur to the concept of children working to help supplement the upkeep of the entire household and therefore, attitude by parents is not that of disapproval but rather indifference given that 23% of parents said they encourage their children to work. About a third of parents of working children openly ask their wards to go to the mines to work. Furthermore, parents of working children are more likely to agree there is nothing wrong with child labour (31% vs 21% among parents of non-working children). Irrespective of the working status of their children, almost all parents agree that child labourers need help (97%) and support in order to stop working at the mines.

Poorer parents are more likely to support child labour and the same holds for parents with larger households: 39% of parents in the poorest quintile encourage their children to work, while the equivalent figure is 8% among the wealthiest quintile. The trend is less stark but nonetheless notable with respect to household size: 19% of parents in families with two or fewer dependents encourage child labour, which compares to 29% of parents with five or more dependents.

The perspective of children in the FGDs somewhat validated the attitude of parents, generally connoting a sense of indifference to their children working in the mines. The children believe the decision to work in the mines is predominantly taken by themselves and influenced by their peers and other relatives who work at the mines.

> *"Hmmm, it is not that we are happy our children are working under such circumstances, but we can't stop them because we don't give them what they need. They also sometimes support us in the house to eat and buy things"* ***(FGD with opinion leaders, Sewum)***

Although there is clear evidence and self-reported incidences of child labour within the target communities, some community leaders such as Morchekrom were still very protective of their image and will not openly accept the situation but adult miners do admit the presence of child workers at the sites.

> *"Children that are not 18 years don't work at the sites. Unless those who are selling at the sites. The chief will not permit you as a child to work there. As for the work itself, they don't allow them. Unless you want to go and sell ice cream or ice water there. The work is difficult. That is why they don't allow kids to go there. They go underground to work. So, they even pray before starting work"* ***(FGD with opinion leaders, Morchekrom)****.*

> *"There are a few of older children working here with us who run errands for us and also help carry ore containing sand to the processing sites"* ***(Miner, Abedwum).***

Further, children surveyed (50%) believe that adult miners employ their services because they are cheap to hire and pay. They [adult miners] (79%) equally believe that children can easily comply and be controlled to get the job done faster and cheaper. It is noteworthy that non-working children are more likely to hold such views than working children: 57% vs 42% agree employers hire children because they are cheaper, and 73% vs 65% agree children are easier to control. This may suggest that while most working children agree employers hire them because they are easier to control than adults, they may have less of a sense of being taken advantage of than what their non-working peers believe. Alternatively working children may rationalize their labour as their own decision, perhaps thus reducing a sense of exploitation.

The point that children are easier to control is reinforced by FGDs with youth clubs/children, who indicate that employers or adult miners sometimes prefer to hire children to run errands and also carry ore-bearing load from the mining sites to the processing sites. Children become preferable under these conditions because they are not in a position to negotiate for higher pay and cannot rise up for their rights. Adult miners are treated in a better manner compared to children in terms of payment for the same work done.

> *"We are not treated equally because when you are working, and you become tired, the one who hired you will shout at you to get up and work. But they don't do that to the adults"* ***(FGD with pupils, Sewum)***

There is little difference between working and non-working children in their views regarding children's ability and obligation to work and contribute towards their family's upkeep. About 50% in both groups agree children should help their parents earn income for the household and about 17% and 21% believe girls and boys can do the same work as adult women and men, respectively.

When looking at the bivariate relationship between attitudes towards child work and other factors such as household size and wealth quintile respectively, it can be seen that household size, and to some extent wealth quintile, are related to attitudes and beliefs in ability and obligation to work. For example, among children in larger household (5+ dependents) 57% believe children should contribute towards household income, which compares to 39% among children in the smallest households. With respect to wealth quintile, children in the second and third poorest quintiles are the most likely to agree with this statement (60-64%) whereas 41-44% in the other quintiles do so,

including the very poorest one. It is worth noting there is no relationship between wealth quintile and household size, meaning that household size does not confound the relationship between wealth quintile and attitudes/beliefs, and vice versa.

The analysis above only looks at the relationship between two variables at a time. In order to understand the full picture, it is important to also look at the impact of relevant variables on child labour while also adjusting for other variables. Using regression analysis to simultaneously adjust for household size, wealth quintile and also working status[2], it can be seen that household size is the only factor that has a statistically significant impact on the view that children *should* work ($p<0.05$).

In contrast, wealth quintile – but not household size, nor the view that children should work – is the only statistically significant factor when predicting the probability of children *actually* working. It can be concluded that attitudes are related to household size but positive attitudes towards working does not necessarily imply engaging in child work. As mentioned above, there is no statistically significant relationship between household size and child labour, though the data indicates that smaller households are more likely to have child labourers than larger ones.

In summary, it can be said that wealth quintile is related to the probability of children actually working, whereas household size is related to positive attitudes towards child labour. The lack of a relationship between attitudes and working status suggests there may be motivation for children to work, in particular among larger households, even though this aspiration may not always be realised. Equally, children may be labouring out of necessity without their parents fully endorsing it, as highlighted in the findings from the FGDs. It is also possible that relatively wealthier households, who are generally more aware of the hazards of child labour, are more selective in the work that children undertake in actual practice, even though they in principle may encourage their children to work.

Turning to attitudes towards schooling, it is evident that attitude towards education is quite positive. Most child labourers (98%) across the four locations perceive education to be very important and therefore are engaged in schooling and aspire to reach at least Secondary School level. They strongly believe that boys who usually drop out for mining activities should pursue education rather than look for work. They are equally aspirational to either have profession or be employed in a job with a regular salary in future. This was confirmed by parents, with about 89% attesting to the fact that child labourers still attend formal school even though attendance is not regular (59%) with 13% missing school always - with predominant reasons being children incurring illness / injury (38%) and support needed for family business or tasks (21%).

Although about 101 out of 121 child labourers expressed their displeasure and dissatisfaction towards their involvement in mining for the health and safety risks they are exposed to, they still go to work for economic reasons. About 20% said they liked their job because of the economic gains. Hence, the decision to work is not necessarily a reflection of their willingness and voluntary participation to work in mining but largely because of the financial benefits they gain quickly.

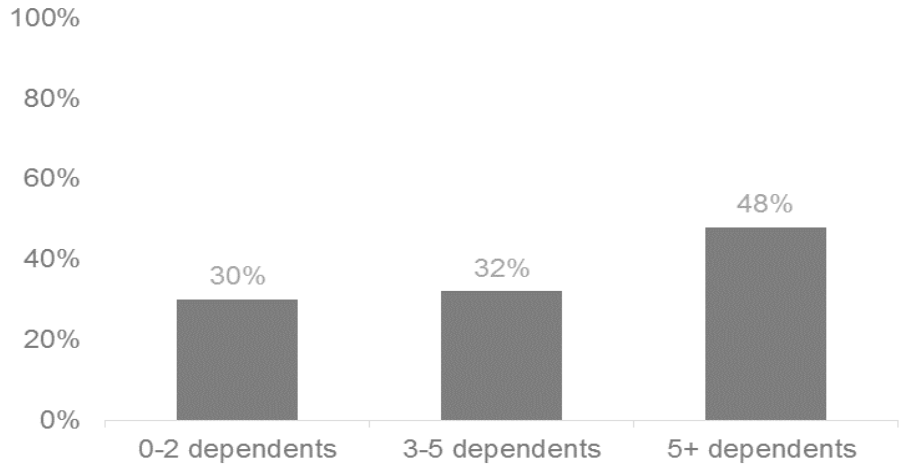
[2] Logistic regression analysis was used to predict the probability of 1) agreeing with the statement that children should work, and 2) children actually working.

5.4 Practices encouraged by reference groups

About 84% of child labourers said is common for children of their age group to be working at the mining or processing sites but only 38% said they have the acceptance and support of parents and friends to work at the mines. The statistics reinforce this point with a score of 31% of parents equally saying children working at the sites is a common practice. This makes the practice quite an acceptable act among reference groups within the communities even though they know it is socially not right. Working children in larger households (5+ dependents) are more likely to say child labour is an acceptable practice (48%) compared to working children in smaller households (30-32%), reflecting the needs and mindsets of larger families. There is no consistent difference across wealth quintiles.

From the employers' perceptive, they are not directly hiring children below 17 years old to work for them. Rather, children at the sites work mostly for adult miners who have oversight on "loads" they process for employers or "loads" they receive as payment for their labour. However, some admitted that given the poverty level of some households, they employ such children to work for a token for food to eat and be able to buy books and other school needs. Miners/employers feel they perform a humanitarian / welfare service to poor families by employing their children.

Chart 3: Percentage of child labourers who agree that friends and parents find child labour at mines acceptable



5.4.1 Social Support

The majority of children have not received any social net support from NGOs nor government. For the few (6 out of 121) that claimed they have received support, this has been focused on education, health and advocacy programmes aimed at stopping children from working at the mines.

Again, child labourers do not have any skills or vocational training as an alternative livelihood to the earnings from the artisanal mining they embark upon. Four children reported they have had some training in soap making, sewing or electronics repair.

Nonetheless, parents of child labourers (98%) admit that children working at the mines need help and they largely expect that support to come from government and family relatives. About a third expect support from other groups like international and local NGOs and community members.

About 59% of child labourers have NHIS mostly paid and renewed by themselves and parents.

5.4.2 Segment classification of working children

In addition to measuring the levels of knowledge, attitude and practices around the behaviour, we were equally interested in measuring how committed the child labourer is to change using the Kantar Public commitment model. This is our tool that looks at the level of commitment a person has to make sustainable change, and gives the opportunity to show where future campaigns or advocacy will make impact on actual behaviour change.

Working children were segmented into six different groups based on the Kantar TNS bespoke model. The different segments are described as follows:

Advocates: The strongest commitment (consciously and unconsciously). They are most likely to role-model the right behaviours, and seek to influence change among those around them.

Attainers: Strongly committed to the correct behaviour, however, they are unlikely to actively seek to influence others – unless inspired to do so.

Followers: A desire to do the 'right' behaviour, but strongly influenced by those around them – the 'loudest voice' and their perception of 'social norm'.

Fluctuating: Strongly conflicted in their behaviour. While they may not 'actively' want to exhibit wrong behaviours, and go against the 'social norm', their unconscious attitudes serve as barriers.

Difficult: The most negative in their behaviours and attitudes. They are knowingly exhibiting the undesirable behaviour and are actively resistant to change.

Denial: Refusing to acknowledge the behaviour, value, issue is something that should be taken seriously. They are the most likely to be exhibiting the undesirable behaviour.

Due to the small number of respondents in each segment, for the purpose of analysis the above segments were further aggregated into three broader segments:

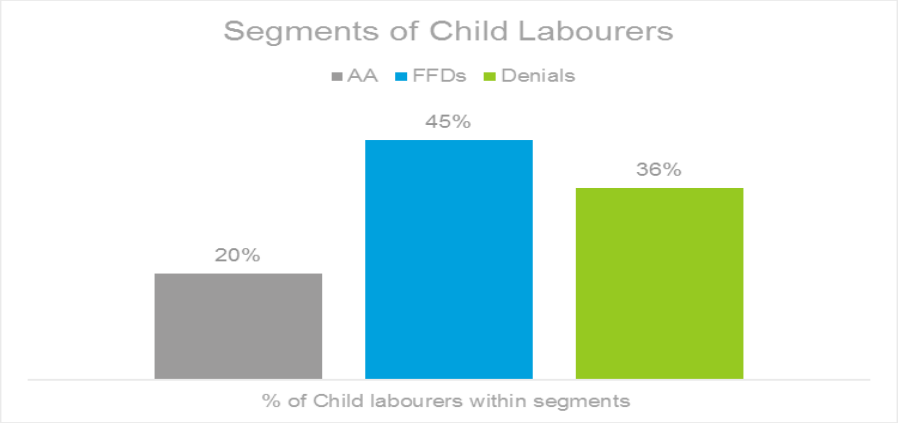
AA: Advocates and Attainers

FFD: Followers, Fluctuating, and Difficult

D: Denial

AAs account for 20% of working children, while FFDs is the largest group at 45% and children in denial accounts for 36%.

Chart 4: Segment Classification of working children



Source: Field Data, 2017

The analysis shows there is a relationship between wealth quintile and segment, with poorer children more likely to be Deniers than the relatively wealthier ones - about 50% of working children in the two poorest quintiles fall into this segment. In contrast, the equivalent figure for Deniers ranges between 20% and 27% across the top three wealthiest quintiles. Furthermore, working children in the wealthiest quintile are most likely to be Advocates and Attainers (41%) compared to 17-27% in the other wealth quintiles. There is no notable relationship between household size and segment allocation.

These finding show that the poorest children, who are most likely to work in the first place, are also most likely to deny that there is a problem with their engagement in paid work.

Table 6: Segment classification by wealth quintile among working children

	Poorest	Second	Middle	Fourth	Richest	Total
AA	0%	17%	24%	27%	41%	**20%**
FFD	54%	31%	56%	45%	35%	**45%**
Denial	46%	52%	20%	27%	24%	**36%**
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Source: Field Data, 2017

Most Deniers live in Aowin (60%) whereas most AAs live in Adansi North (79%). AAs are more likely to attend Junior High compared to Deniers (67% vs 44%). There is no difference with respect to age, with the majority of child workers in each segment being 15-17-year-old (54%-59%). Hence, with respect to targeting Deniers, who may be the children in greatest need, the efforts should be focussed on Aowin and on children attending both Primary and Junior High school. Deniers in Aowin account for 21% of all child workers. However, the easier target group is likely to be children in the AA segment, who are concentrated in Adansi North, in particular at Junior High. AAs in Adansi North account for 16% of all child workers.

6. Working Conditions

6.1 Demographic characteristics and profile of miners

In all, 107 adult miners participated in this study, 46 from the Adansi North District and 61 from the Aowin District. Five of the miners were employers, typically referred to as sponsors or site supervisors. The gender split for the miners was male (81%) and female (19%). In terms of age, about 77% of miners were in the 18-35 year age range. About 96% of miners have had some level of education with completion rate for Junior High School (JHS) being 61% and Senior High School (SHS), 21%. About 37% of miners belong to religious groups, 4% are in mining associations, 2% are in community support groups and 1% have joined savings and loans unions. However, the majority, 56% of miners, do not associate themselves with any groups in the community.

Migration and occupation

In terms of the migration dynamics, about 44% of the miners do not hail from the study locations originally but have resettled there for mainly mining purposes. About half of the miners (46%) engaged in the survey carry out other work such as plantation farming (65%) and delivering services such as transport, retailing and rental services (30%). Interestingly, there were about 6% of miners who are teachers in schools as well. About 33% of miners send remittances to families living outside the communities.

6.2 Working conditions from an adult miner's perspective

Issues around working conditions, and occupational health and safety conditions are a major concern in the mining sector. The poor working conditions of artisanal and small-scale gold miners, highlighted in this study, poses very dangerous threats to their health, the health of people living close to the mining sites and the environment.

Typically, across most mining sites, the working conditions are seen to be physically demanding and dangerous due to heavy and awkward loads, unstable underground structures, heavy tools and equipment, great accident risks, exposure to toxic dusts and chemicals, as well as heat and cold. The mining work often takes place underground in poor light and at some distance away from the communities the workers live in.

Although study mines are licenced and supposed to operate in formal ways, most of their engagement with staff was reported to be unstructured and informal. The statistics show there were conflicting views on whether miners are entitled to break time at work. About half of employers or supervisors said they are not entitled, which was confirmed by 44% of miners. Again, most miners, about 72%, work for about 5-6 days in a typical week with about 6% saying they work through the entire week.

The survey did not categorically ask what benefits miners are receiving however, during the survey qualitative discussions, miners are currently being provided with food and rewarded in the form of load or cash. However, the survey, sought to find out miners' expectations with regards to benefits and the most mentioned ones included: medical benefits (93%), provision of safety gears (78%), food (66%), weekly rest days (57%) and transportation allowance (44%).

Participation in Mining Associations within communities

Only 2% of miners and half of mine supervisors interviewed said they have joined the mining association in the communities. Common topics for discussion and training during association meetings were on safety measures, best mining practices and proper use of machinery and tools. Although miners do not necessarily join the mining association, they have multiple sources who provide them with information regarding their work.

6.2.1 Mining site status and management

From the mining officers, the site at Morchekrom was licensed in 2016 but that at Abedwum and Adumenu are not licensed although the process is ongoing. The officer at Adansi North district, explained that the sites were allocated to the communities by the large scale mine within the district – AngloGold in November 2016 and was allocated to groups of miners to operate as ASGM. Given the type of arrangement involved, there has been collaborative efforts by traditional authorities, District Assembly, Minerals Commission and the large-scale company to ensure compliance to terms of work and operation within boundaries. Currently, although they are not licensed, there is strict monitoring as well as supervision from District Mining Officers to ensure that they operate according to standards and within boundary. The Sewum site is managed as Sole Proprietorship whereas the other sites are being managed by groups of miners from the community. The traditional authorities do collect their royalties but the District Assembly currently is not taking any taxes as levies because they perceive the unlicensed mines as illegal as confirmed by the statement below.

"Normally, if the operation is not legitimate, we don't advice the district assembly to get royalties from them because when there is a problem, they may involve you. You taking royalties from them will look as if you have endorsed them" ***(District Mining Officer, Aowin)***

6.2.2 Working environment

The field team carried out some physical observations of the working environments in both the mines and the processing sites. They found that safety precaution measures are largely absent, and the environment was found to be deplorable due to lack of proper mining practices. Miners working at the sites are exposed to many hazards and dangerous chemicals like Mercury which have an adverse effect on their health and physical well-being. The abandoned pits are left uncovered and full of water which poses dangerous serious threats for injuries and potentially deaths.

> *"The working environment is a kind of trap in itself. I see them in just some dirty dress and jeans and others. It is not a place conducive for humans to work in. We even see them on the TV. They just go there to dig without any protective clothes. It is not meeting any recommended standard to the mines from my perspective.* ***(Director of Health Services, Aowin District)."***

"When you go to the site it is very poor. They don't cover the pits, when you go there you see stagnant water. At times when they go to the site they don't come home, they sleep at the place and the place too is not conducive for humans to sleep there so they put up some wretched structures. At times they don't sleep on mats, they sleep on the floor, they cook there" ***(Social Welfare Officer, Aowin District)***

Picture 1: A typical uncovered pit filled with water at Adumenu Mines

Source: Field Data, 2017

Specific Observations

- ***Dust, fumes and poor ventilation***

Dust and fumes are generated during digging and drilling, blasting and processing. Miners do not wear nose protectors and as such are exposed to inhalable dust particles.

- ***Drainage systems***

The abandoned pits are left uncovered and full of water. This serves as a breeding ground for mosquitos and also a potential death trap, especially for children who can trip and fall into the pits.

- ***Lighting***

The pits are very dark with poor ventilation. This, according to the miners, sometimes leads to injuries and certain illnesses.

- ***Equipment/Tools for work***

Miners were seen using manual means of digging, continuously struggling with basic tools like hand-and hammer, pick axe, pestle, sticks, shovels and other crude equipment to work. The use of these tools requires more a much larger workforce than would be required with improved machinery.

Field results identified a number of dangers miners are exposed to at both the mining and processing sites. The different kinds of dangers are detailed in the table below:

Table 7: Types of exposures at the mining site

Exposed conditions	Frequency	%
Loud noise	87	85.3
Carrying heavy loads	77	75.5
Exposure to dust	71	69.6
Standing for long hours in dirty water	70	68.6
Chemicals/substances (such as mercury) that cause rashes, burns, skin problems	68	66.7
Drugs and alcohol	64	62.7
Irritating fumes and smells	63	61.8
Operating machinery / heavy equipment	52	51.0
Extreme temperatures	50	49.0
Work underground	48	47.1
Fire, gas, flames	27	26.5
Harassment	26	25.5
Sexual abuse	8	7.8

Source: Field Data, 2017

6.3 Personal protective equipment (PPE)

The Occupational Safety and Health Administration requires employers to provide their employees with PPE and also to ensure they use them while working at the mining and processing sites. In Ghana, the Minerals and Mining (Health, Safety and Technical) Regulation, LI 2182 requires the use of PPE by underground miners to minimise risk and the severity of injuries.

Field observations at the mining and processing sites showed that mine workers including children do not wear the suitable and acceptable PPEs including safety boots, protective helmets, nose masks, safety glasses, reflective overalls, ear plugs, lamps and oxygen supply sets.

Although many miners have very limited access to safety wear, those that do have access often do not wear them because they feel uncomfortable wearing them due to lack of practice and consistency in this behaviour. The awareness levels of health and safety measures across miners was high (94%) but about 21% indicated non-compliance of safety standards. About 83% of miners claimed that they have received some form of formal training on safety issues and requirements at the mines. However, only 60% self-reported ever using protective gear during work – including gloves (66%), boots (43%), body suits (40%), helmets (27%) and goggles (10%). However, this largely contradicts what was observed at the sites.

> *"No. Just a normal attire. The type of mining they do here is not like the big ones where they take safety needs into consideration. All they know is the work"* ***(Information Services Department, Aowin).***
>
> *I visited one of the place and I saw a child working with bathroom sandals which exposes them to many dangers. Even the mercury and other things they use there is very dangerous.*

So, the working condition is not very good" ***(Deputy District Director of Education, Adansi North)***

6.3.1 Recorded / reported cases of injury, illnesses, deaths

Every year there are reported cases of miners who die in mining related accidents and many more get injured; this is especially the case in unregulated mining sites as reported by the Health Directors and employers. Accidents are usually caused by the improper use of explosives, fires, collapsing of mine structures, and side walls, flooding, workers stumbling/slipping/falling, or errors from malfunctioning or improperly used mining equipment. The District Assemblies have no records on cases of mining related injuries and deaths in either of the two districts covered in this study.

The kind of illnesses and injuries miners suffer impact on both their present and future health and livelihoods. About 13% of miners lost their jobs completely after injury while 36% had to stay off work for over a month to recover from injuries. Although miners (51%) seek formal medical attention via the pharmacies or hospitals, about 44% get treatment either through traditional healers or they self-medicate. Some miners take care of their own treatment bills (46%) and some (47%) also get family support as well.

Table 8: Reported Illnesses

Illness	Frequency	%
Body aches/pains (head, neck, back, wrist, joints, etc.)	67	65.7
Malaria	49	48.0
Foot fungi or infections	48	47.1
Extreme fatigue	46	45.1
Severe respiratory diseases (asthma, tuberculosis, pneumonia, etc.)	40	39.2
Hearing impairment	23	22.5
Burns	21	20.6
Eye strain/eyesight impairment	14	13.7
Cholera	13	12.7
Minor respiratory disease (cold/flu, etc.)	11	10.8
Stomach illness (vomiting, diarrhoea, etc.)	11	10.8
Skin diseases (skin allergy, eczema, etc.)	10	9.8
Fracture	10	9.8

Source: Field Data, 2017

7. Policy – District Level Analysis

7.1 Introduction

District level institutions and stakeholders have played a critical role in dealing with the problem of child labour in mining over the years. Government Agencies, Civil Society Organisations (CSOs), the Media and so forth have made contributions towards the elimination of child labour in their various districts. In view of these continuous efforts by key stakeholders, Key Informant Interviews (KIIs) were conducted with key representatives of these institutions as a way of measuring their KAP in child labour as well as their perspectives with regards to working conditions within the mining communities and the implementation of their key mandates as Government officials.

7.1.1 Perception of District Assembly officials on KAP

The knowledge component measured the level of awareness and depth of knowledge on the concept of 'child labour' and the key conventions regarding child labour. Generally, there is a high appreciation of the knowledge and issues around child labour within the districts by the local government representatives. Directors are conversant with the requirements and the ILO conventions around elements of child labour, such as age definition, type and categorization of work and emphasized the work they are doing around these issues within the districts. Their specific position, which is consistent with the convention, was related to the point of children working – that is the consensus across both districts that children should be made to do light work including home chores, helping their parents/guardians with farm work or any other work parents are engaged in, but they should not be involved in any mining related work. The emphasis was on the fact that whatever activity the child is involved in should not deny them of their basic rights including a right to education, and good health, and should not be an activity that is beyond the strength of the child.

> *"Of course, children can work alongside their parents but not work which is classified under child labour. A child can assist their parents, but you make sure that it doesn't harm the child or it doesn't prevent the child from going to school. We have light work, if the work is light like, Saturday morning the child sells ice water for two or three hours then come home, it is light work. So, she can support the mother but the time of going to school, the whole day or the whole 24hours then the work becomes child labour. I think both genders can assist the parents"* ***(Social Welfare Officer, Aowin District)***

However, there is a gap between what district officials know and expect to enforce against actual practices and levels of prevalence of child labour within their communities, and policy adherence. The high-level knowledge on issues of child labour among the key directors has not translated into general community awareness on issues of child labour. From the perspective of the stakeholders, including the community leaders, there is generally low level of awareness of child labour issues among the people within the mining communities.

Confirming the earlier findings, the directors re-iterated that across the study areas, children working in small-scale mines are so young that they should be focused on their education rather than working for money. They know that the impact on children exposed to mining is not only limited to the immediate negative health implications but also jeopardizes their long-term development and deprives them of actual economic empowerment via better education.

As emphasized earlier, the real motivations for child work in the communities and especially in the mining sites are both conditional preference given the high levels of poverty and the need for children to supplement personal and family income, and also very much influenced by the expectations to work at the sites from their peers and parents. There is some level of acceptance and tolerance by adult miners and employers or site supervisors for children of ages 12-17 years to work at the mines as they engage in "light" work as referred to by adult miners Hence, the need for directors and leadership to understand that the behaviour of children working at the mines has become a norm and needs leadership and stakeholders to have a strategic mechanism to curb the situation and have a recourse action to save the children at risk.

Furthermore, the lack of enforcement of laws within the licenced mining sites by district officials is attributed to lack of collaboration from community members and leaders. Specifically, directors emphasized that whenever a district official initiates a move to get children out of the mines, parents of these working children challenge the initiative through non-compliance and they continue to engage mining supervisors to lobby for the children to be employed. The District Assemblies are however now trying to work with the local authorities within these mining and processing sites to get children out of the mines.

> *"Parents rather prefer their children to work in the mines than going to school and this is a major problem in this district"* ***(Information Services Department, Aowin District)***

Local authorities, also confirmed the practice of hiring children for work at the mines by employers with benevolent intentions – with the idea of helping rather than exploiting children. They said the employers usually look at the plight of the children and decide to help them by employing them to work for a token amount, so they can get food to eat and are able to buy books and other school needs. A few indications were also gathered wherein some of the employers prefer to hire older children to run errands and also carry ore-carrying load from the mining sites to the processing sites., The actual motivation and intentions for this preference of children is largely because they can be under-paid.

> *"Some prefer to hire children, yes because, the children, they will pay them less. The amount a child will demand might be different from the amount an adult will demand"* ***(Director, Health Services, Adansi North District).***

7.2 Monitoring

In Ghana, Child Labour Monitoring (CLM) involves the periodic observation of work places to identify children in, or at risk of, child labour and to refer them to available social support systems. Although over the years the country has made significant efforts to design and implement an effective Child Labour Monitoring System (CLMS), the effort has been fraught with difficulties including political, institutional, technical and logistical challenges. A key gap is the absence of effective sectoral CLM mechanisms to address the distinctiveness of a key field like mining, especially at the local level. Another gap is that there is no collaboration and coordination between the Labour inspectorate and the district mining office with regards to joint actions or sharing of information.

Child labour monitoring should be an integral part of the labour inspection regime at both district and community levels. The inspection form used by labour inspectors has a section on CLM. However, the implementation has been challenging mainly because child labour occurs in the informal sector, beyond the reach of the traditionally formal labour inspectorate system. Even though Labour inspectors are mandated to inspect both formal and informal work places, they are unable to carry out the latter due to difficulties in accessing the informal sector. It is beyond their reach because they do not have either enough labour inspectors or the required logistics. Unlike labour inspectors, district mining officers are not mandated to inspect unlicensed or illegal sites. Monitoring of mining and processing site at Sewum/Mochekrom is done although the frequency of visit is done as scheduled because of logistic and capacity constraints as reported by the district mining officer. Although sites at Adansi North are equally not licensed, there is strict monitoring at the sites for the purposes of compliance to working within boundaries and also ensuring proper mining activities are being carried out at the sites.

Mining officers engaged from both districts emphasized that during monitoring, the routine checklist is being applied and miners are always being educated on good practices but the biggest challenge is illiteracy which impedes the readiness to change from old practices.

Challenges to Effective Monitoring at the Mining Sites

Admittedly, the officers acknowledged the issues we observed and gathered from miners – the lack of use of PPEs, the poor handling of mercury and the unsafe conditions they work in. They said despite the challenge with miners' poor attitude to change, they are also faced with logistical constraints for effective monitoring of the sites. These include:

- Lack of logistics – there is only one District office car available for official work which they use when available during the schedule for visits to sites.
- Lack adequate personnel - There is only one mining officer to a district overseeing all formal mining sites and even at some places, your work includes inspection of the large-scale mines as well.
- Fear of life – there is fear of life when officer visit the sites at the bust along without security such as police or army escort. It was reported that is not really safe especially if you want to enforce strict sanctions by closing sites of non-complying miners.
- Lack of resources for proper training and demonstration to miners on good practices – it was reported that, previously when there was adequate financial support, officers during their visit, mobilize miners and show educative videos on best ways

to mine and handle chemicals. They had the right training materials to educate and build capacity but lately, these resources are not available for such on-site capacity building.

- Community empathy – the officers buttressed the fact, there is too much traditional authority influence when it comes to strict enforcement of sanctions when miners flaw the regulations. Issues of child labour is rampant within the communities and at the sites because of empathy to help deprived homes.

Generally, mining officers are of the view that mining can be done in safe environment and required process if there is huge attitudinal change, strong enforcement of sanctions and adequate capacity building of local miners. They said, miners who have experience from large scale mines and resort to small scale mining are more likely to do the right things and adhere to safety standard which buttress their point of illiteracy to be a huge issue.

During their visits, some common flaws they observed at the sites include non-compliance with the use of PPEs, wrong handling of chemical, wrong use of machines and also poor compliance with environmental standards. They attributed most of the bad practices especially lack of use of PPEs to mainly negligence and wrong attitudes. They said, most local employees at the mines are largely uneducated and standards need to be enforced regularly to aid compliance.

Also, mining officers confirmed that the dust and fumes generated from chiselling, drilling, blasting, grinding and crushing of ore due to non-mechanized nature of the small-scale mining poses health hazards which result in all sort of illnesses. They emphasized that, the use of simple tools to work are not necessarily an issue given that small scale mining is designed to be for local folks who are not necessarily endowed to have funds to purchase huge machinery. They therefore train them on best practices even if they use basic tools for mining.

Mining officers' view on the use of mercury is that, it is the predominant practice because Mercury is the readily available chemical they can easily have access to. They emphasized that, Minerals Commission is investing into research for alternate options for safe techniques in trapping the gold which is work-in-progress.

Also, they admitted to the serious health threats the use of mercury for amalgamation of gold extraction poses to children and adult miners when not handled properly and confirmed that most miners do so without any form of PPEs such as gloves, overalls and nose protection. This makes them highly risked to mercury poisoning, or agents of mercury transfer to their food and drinking water.

From the interviews, mining Officers did not deny, the presence of children at the mining sites. They explained that children get to the sites mostly because parent workers especially the women carry them along. Again, the mining sites equally allow marketing activities such as selling, cooking, and going for errands and even fetching of water. Hence, children who are carried along do engage in light task but still in an unsafe environment.

Also, they admitted that children below 17 years do get involved in the actual mining activities which is very much unacceptable and they claimed is rare. They explained that these children are engaged at various levels and are either employed by adult employees who task them to work on

their loads (ore) or based on relationships with mining supervisors. Although they keep making efforts towards avoiding children especially below 18 years to work, they feel is a community menace which needs collective efforts via education and enforcement of sanctions to combat. The following quotes buttress on the challenges District Mining officers raised.

> "*Normally, we have a checklist of things that are to be in place at registered mines. We check if your premises and place of convenience. We also check if you comply with regulatory issues and to ensure that all safe measures are in place and to make sure if you use machines in operations, they should not endanger the lives of people especially with the underground mining."* ***(District Mining Officer, Aowin)***
>
> *"Sometimes our monitoring aspect is too risky. You are alone in the bush and you don't know what will happen. I am fortunate I go round with the soldiers"* ***(District Mining Officer, Adansi North)***
>
> *"To be frank with you, we have even asked our management to engage more hands because I was the only one monitoring Obuasi, Nkwanta, Dunkwa, I need to be moving from one place to another so we need more people. They have given us vehicle to go round but one vehicle for all that we do is not adequate"* ***(District Mining Officer, Adansi North)***
>
> *"They believe that asking them to put on these PPEs is a discomfort to them. At the large-scale mining site, they wear them because they are under the supervision of their supervisors so they have no option. Left to them alone, they won't wear them. That is it. Even when you ask them to wear wellington boots, they will say it is too heavy for them"* ***(District Mining Officer, Aowin)***

On the other hand, monitoring child labour in the ASGM sector is largely neglected because of the assumption that child labour exists only in unlicensed (illegal) ASGM operations. In many licensed ASGM sites, child labour occurs for several reasons including, as noted above, mine operators allowing poor children to work to earn some money for survival and family support. Such "philanthropic gestures" by site owners are very much appreciated by the community because of ignorance of the effects of child labour, absence of viable livelihood opportunities, and desire for "quick and big" money.

Evidence available from interviews with stakeholders, including the Ghana Police Service, shows that unlike child trafficking where arrests and prosecutions are made, and convictions are secured, child labour cases have not had the same level of arrests, prosecutions and convictions. In the mining sector especially, the tendency for child labour arrests is difficult as cases are not reported because despite being illegal the work is seen as a way for children to earn money that helps with their education and supports household expenditure.

> *"This issue of child labour is different from all other issues we deal with. This one has a lot strings which makes our work difficult, it becomes difficult to arrest parents of the children who work there because when you do, the community leaders will come and beg"* ***(Police Commander, Aowin District)***

"Most of these things are in agreement with the parents. It is only when the parents come to you that you can take necessary actions. But because most of these things are done by the parents, they rather inform the children to go work for money. It is a very dicey issue. So those who see us run away. So, with the Ghanaian law, once there is no complainant, you cannot do anything about it. If the mine operator says he doesn't want children and the parents are asking them to do so, who are you going to prosecute?" ***(District Mining Officer Aowin)***

7.3 Social Interventions

According to the Social Policy and Social Protection component of the Ghana Shared Growth and Development Agenda (GSGDA) II, 2014 – 2017, as the country forges ahead in its national development efforts, there will be segments of society who, for reasons of economic, social, or cultural circumstances are not able to fully participate and benefit from the development process, and as such risk becoming vulnerable and marginalised. Ensuring this doesn't happen usually requires a coherent and integrated Social Policy Framework and an overarching Social Protection mechanism. Among the major initiatives introduced to provide social protection for the vulnerable and excluded are the National Health Insurance Scheme (NHIS), the Capitation Grant, the School Feeding Programme, and the Livelihood Empowerment against Poverty Programme (LEAP). These notwithstanding, a number of institutional and structural constraints exist in the administration of social policies and the provision of social protection:

- Limited coverage of social protection interventions in the districts, especially the school feeding programme
- Lack of awareness on available social protection services and how to access them.
- Generally weak community- and family-based social support systems
- Limited information on available support systems.
- Limited access to available support systems.

Districts have funds from government for social programmes and developmental work and so the district has embarked upon social interventions in the past with support from other donor funded projects which was helpful but came to a halt when the funds were stopped. One partner included the ILO on Cocoa Initiative to reduce child labour in Cocoa farms.

"Yes, we have some interventions. We try to give them training, business development services -soap making, tie and dye, leather works - so that they will stop the galamsey and also learn more jobs. As I termed it initially that we are working with the international labour organization through kuapa cocoa. They were supporting child labour issues in this area but the contract has expired. Even our billboard is there, it is lying down here so now we don't have money so when you run to the assemblies to even give you fuel to go they say they don't have. So, we have stopped for a while" ***(Social Welfare Officer, Aowin District)***

Again, the mining officers interviewed explained that Mineral Commission in the past and currently have programmes such as palm tree plantations that are being implemented with miners as long term alternative livelihood programme even though some programmes have had less interest and participation by miners. Such initiatives are perceived to be relevant for the mid-term and long-term source of income to support miners' well-being over time.

> *"When I was in Dunkwa we had a project on palm tree plantations. The mineral commission will maintain the farm for you over here. Even with that the communities were adamant because it was long term"* ***(District Mining Officer, Adansi North)***

> *"They need some level of education. We have some kind of alternative livelihood. We started with farm plantation, providing nursery and providing for weeding of the farm. If you want to have an alternative plan, the revenue or benefit between them should not be too wide because if you look at the revenue from mining and that of farm, it is too wide so it won't attract them much"* ***(District Mining Officer, Aowin)***

Table 9: GAP Analysis on Knowledge , Attitudes, Behaviours and Practices across targets

Term	Standard Definition	Evidence from field / current situation	Identified Gaps
Knowledge on CL			
Child Labour	ILO defines child labour as work that deprives children of their childhood, their potential and their dignity. It refers to work that is mentally, physically, socially or morally dangerous and harmful to children; and interferes with their schooling by: ▪ Depriving them of the opportunity to attend school ▪ Obliging them to leave school prematurely, or ▪ Requiring them to attempt to combine school attendance with excessively long and heavy work	▪ High knowledge levels with regards to the required ages for children to work among stakeholders About 93% of parents know children under 18 years are not supposed to do hazardous work by the Children's Act, 1998 (Act 560).	▪ High societal acceptance of child working ▪ Limitation in knowledge of child labour with reference to type and duration of work ▪ High acceptance of child working and schooling at the same time
Child Labour in Mining	Children are considered to be in child labour if: a) They are doing hazardous work or b) They are less than 12 years and are involved in economic activity or c) They are aged 12 to 14 years and involved in economic activities that are not defined as light work.[3]	▪ High awareness of the nature and condition of work at the mines but low knowledge of the type of work children in the mines actually are involved in by parents ▪ High knowledge of the hazardous nature of the work at the mines but attitude to its danger and implication to wellbeing of a child is not worrying ▪ There are is also some level of societal acceptance of children at certain age, typically for this study in the average age of 13 years to work to supplement family income ▪ There are empirical expectations of what children working at the mines perceived their friend expecting them to do. So, there is strong peer influence to work to gain money	▪ High trade-off of child welfare to family survival, ▪ High poverty levels accounting for the increasing trend in children working in the mines ▪ High cultural influence on child labour – the perception that every Ghanaian adult once worked to support family and so there is nothing wrong with children working
Type of work	This refers the specific activity children are engaged in at the mining and processing sites	▪ High percentage of working children are involved in ore packing and sluicing ▪ A few of the working children are involved in adult-inclined work including working in the pits.	▪ Limited knowledge/gap on the type of work done by children at the mines from the perspective of parents, ▪ Associated myth to women working in the mines – menstruating girls/women are seen as 'bad luck' and so are not allowed near the pit

[3] Ghana Living Standards Survey Round 6 (GLSS6): Child Labour Report, August 2014

Attitudes to CL			
Attitudes	Attitude – posture, either conscious or unconscious	▪ Parents express an attitude of indifference to their children working in the mines – neither approve or disapprove of the work done by children at the mines, ▪ The decision to work at the mines was generally taken by children themselves (70%) ▪ Low parental influence in the choice of children to work at the mines (29%), ▪ Consensus on the need for children to work to complement family income, ▪ District directors perceive parents to be unconcerned about furthering the education of their children given the financial freedom children attain due to early start of work at the mines	▪ Institutional weakness of the District Assemblies, ▪ Weak parenting at the household level – since children could decide on their own volution to work without any parental restrictions, ▪ Liberal approach in addressing child labour issues from both the District Assemblies and community leadership
Practices			
Practices	Practice – To do something as custom or to do something as an established custom or habit	▪ High levels of children working at both the mining and processing sites (84%), ▪ High acceptability of children working at the mines, ▪ Child labour is dominant (48%) in larger households (5+ dependents), ▪ Employers hire children as a form of favour to parents, ▪ Children become preferable under certain conditions because they can't really negotiate for higher pays and cannot rise up for their rights to the respected. ▪ Adult miners are treated in a better manner compared to children in terms of payment for the same work done.	▪ Absence of restrictions on the use of children at the mines and processing sites, ▪ Weakness in social interventions in supporting families (especially larger families)
Working conditions			
General working conditions	Working conditions refer to the physical, social and other factors affecting a worker's job environment *(Ghana Child Labour Monitoring System, 2010)*	▪ Extremely poor working conditions in both the mines and the processing sites (uncovered pits, dusty environment, wrong handling of chemicals etc.), ▪ Parents of child labourers (77%) agree to the fact that their children work under poor conditions and	▪ No strict compliance to working standards ▪ Low proactiveness of the health directorates

		find the work hazardous to the children. ▪ Exposure to chemicals, dust and noise. ▪ Children work from as early as 6:00am through to about 12 or 2:00 pm. ▪ Working children who still attend school sessions work after school from 2:00pm to 6:00pm but work the full day on weekends and vacations. ▪ Boys usually work more hours than their female child workers. ▪ Most working girls start work very early in the morning (about 6:00am and close by 2:00pm).	
Exposure to hazard	The Children's Act defines hazardous work as "work posing a danger to the health, safety or morals of a person" e.g. children going to sea; mining and quarrying etc. In Ghana, working children are considered to be in hazardous work if they are found to be in any one of the following categories: ▪ Children working in designated hazardous industries (mining, quarrying and construction); ▪ Children working in designated hazardous occupations (they refer to the list of hazardous work established by the national legislation); Children working long hours (42 hours or more per week)	▪ Exposure of children to load noise (86%), ▪ Exposure to diseases (standing in dirty water for long hours ▪ Carrying of heavy loads for several number of times exposes children to body pains ▪ Exposure of girls to sexual abuse (31%) ▪ Majority of children (58%) do not wear protective gears during work at the mines, ▪ Exposure to drugs and alcohol (54%).	▪ Absence of regulation/supervision on chemical handling, noise pollution, ▪ Absence of child protection against sexual harassment and abuse

Occupational safety	Article 7 and 8 of ILO's Safety and Health in Mines Convention of 1995 (No. 176), states that Employers shall take all necessary measures to eliminate or minimize the risks to safety and health in mines under their control, and in particular:	▪ Limited access of miners to health and safety equipment, ▪ Very low compliance to health and safety standards, ▪ Indifference attitude towards health and safety measures ▪ Limited adherence to health and safety standards ▪ Limited awareness on CL, WC issues at both the mining and processing sites ▪ Absence of law enforcement and inspection at the mining and processing sites, ▪ Less compliance to safety measures at the mining site, ▪ The improper handling of mercury. ▪ In terms of working gears, all workers at the mines including children do not use any protective clothing including gloves, helmet and goggles.	▪ Absence of strict safety regulations to ensure employer/supervisors provide all required safety measures of workers, ▪ Absence of sanctions for non-compliance to safety standards.
Exposure to chemicals (mercury)	Mercury is an important chemical used for gold extraction in ASGM. The Mercury Act, 1989 (PNDCL 217) is Ghana's law for the importation or possession of mercury.	▪ Exposure to chemicals like mercury - substances that cause burns, rash, skin problems	▪ Limited control/regulation over the use of mercury, ▪ Non-compliance to safety standards in using mercury
Saving practices of miners	This connotes the savings culture of miners	▪ Low saving culture of miners, ▪ Absence of avenues for saving at the communities ▪ High expenditure on clothing and accessories, ▪ High expenditure on drinks, drugs and chasing women	▪ Absence of official avenues for saving ▪ Limited education on developing a savings culture
Monitoring	In Ghana, Child Labour Monitoring (CLM) involves the periodic observation of work places to identify children in, or at risk of, child labour and to refer them to available and viable social services.	▪ Lack of monitoring of the mining and processing sites allowing for the use of children at these sites, ▪ Absence of joint actions by mandated agencies to better monitor mining activities, ▪ Personnel of agencies not aware of mechanisms available for CL monitoring.	▪ Low proactiveness of mandated government agencies in conducting monitoring visits to mining and processing sites, ▪ Lack of collaboration between mandated local government agencies.

Table 10: Institutional Gap Analysis – Gaps in resourcing, policy, regulation and sanctioning

Institution	Specific mandate with regards to mining	Evidence from field / Current situation	Identified Gaps
Department of Social Welfare	Section 19 of the Children's Act, Act 560 (1998) mandates the Department accompanied by the police to investigate any contravention of the rights of a child and take appropriate actions. The Department has Officers at the Regional and District levels that handle cases of contravention of the rights of children and protect them from further harm.	▪ Limited coverage of social protection interventions in the districts; ▪ Limited knowledge and awareness of available social protection services,	▪ Generally weak community- and family-based social support systems ▪ Lack information on available support systems. ▪ Limited access to available support systems, ▪ Limited coverage of social interventions especially the school feeding programme
Ministry of Gender, Children and Social Protection (Gender Desk Officers)	The Ministry has the mandate to protect and ensure the total development of children. The Ministry executes its mandate through policies and laws such as the National Plan of Action.	▪ Limited funds available to districts to execute social protection interventions at the community levels	▪ Absence of transparency in the selection of beneficiary communities and the individual beneficiaries (LEAP, School feeding etc.). ▪ Limited coverage of alternative livelihood packages for deserving families, ▪ Over-politicisation of social interventions not getting to right targets. ▪ Absence of short term alternative livelihood measures.
Ghana Education Service	Educate parents and teachers on issues of child labour in mining/quarrying during Parent/Teacher meetings	▪ High drop-out rates among females due to teenage pregnancy, ▪ High drop-out rates among boys in Upper Primary and JHS, ▪ Low enrolment levels at the Upper Primary and JHS especially among boys, ▪ Absence of school feeding programme hampering the efforts of district officers in getting children back to school,	▪ Low clout in getting children to school, ▪ Low collaboration from parents and community leadership.

		▪ High failure levels because working children come to school tired and do not have time to learn.	
District Health Directorate	Ensure compliance to health and safety standards	▪ High knowledge levels on health and safety requirements, ▪ Limited implementation of compliance measures	▪ Weak supervision of safety standards at the mines, ▪ Absence of monitoring visits to the mining and processing sites, ▪ Lack of proper documentation on mining related injuries, deaths etc., ▪ Limited resources for monitoring visits
Ghana Police Service	Help get child labourers out the mines... The mandate is executed through provision of security to officials during inspection of illegal mine/quarry sites and the protection of liberated children. The Police also ensure that liberated children are sent to the appropriate agencies like the Department of Social Welfare.	▪ Not involved in district level efforts	▪ Weak law enforcement due to issues including limited political will, ▪ Limited resources for monitoring

8. Recommendations

Recommendations

1. **Community-level Campaign and Advocacy**: There is a need for clear communication efforts via Campaign and Advocacy to change the social norms behaviour around child labour at the mining sites. Specifically, traditional authorities, community leaders, Miners Association leaders and regulators ought to dialogue and agree on road map for ASGM communities on how to eradicate child labour perils within their areas. Also, children especially non-working children should be made peer champions to this community sensitization so they can communicate at peer levels for behaviour change as well as serve as motivation not to be attracted into working at the sites. Specifically,
    a. Communication should provide in-depth knowledge on child labour beyond the expected age for a child to work.
    b. Emphasis on explaining the forms and nature of work children can engage in at the mines
    c. Explain the health implications and provide evidence-based life trajectory of child labourers and possible health challenges
    d. Communication should address all connectivity and influences across the children's reference network

2. **Appeal to introduce Social Protection and Livelihood Programmes**: ILO should have clear strategy to include identified mining communities which are within the poverty thresholds to be enrolled into existing national short-term livelihood intervention programmes such as LEAP, National Health Insurance Scheme (NHIS), etc. to support households that are vulnerable and compel children to work for their survival. Equally, parents - especially female - who are not skilled and are not involved in any economically viable venture should be linked with Social Welfare support systems to received alternative livelihood trainings and skills development to help them gain financial independence and support the upkeep of their households.

3. **Strong education to reduce financial illiteracy and encourage saving culture:** The district officials should engage private investors or financial services to improve financial access facilities and education that can enhance the inclusion of the un-banked and underbanked miners as well as increase efforts to expose them to investment options. This in the long run can help them sustain their livelihood and help provide quality education to their children thereby weaning them off labour at the mines

4. **Improving monitoring and introducing clear sanctions**: The Environmental Protection Agency (EPA) and the Mineral Commission (MC) must strengthen monitoring and enforcement of their regulations to ensure compliance with proper mining practices and also help unlicensed operators to be regulated. Also, there should be engagements with Metropolitan, Municipal and District Assemblies (MMDA) directors to be resourced and be empowered to handle child labour related issues at the districts. Clear sanctions should be designed and enforced at the community level to deter non-working children from being

attracted to work at the mines and also serve as deterrents for other stakeholders within the community who encourage child work at the mines

Limitations

The main limitation was that during the study period, the government was attempting to crack down on illegal mining in Ghana and as such there was a ban on AGSM operations. This created a lot of suspicion and mistrust during the survey period as enumerators were perceived as spies in support of government operations. As a result, many people in the community were not fully open to the survey which in turn affected the level of feedback on issues regarding child labourers from both the perspective of parents and miners.

Also, another limitation of the study was the sampling design adopted. Although the researchers used listing approach to identity all working and non-working children within the communities, we still could not achieve the adequate numbers of children who are involved in small scale mining due to the fear of owing up. Hence, we could not proportionately sample the children to reflect the incidence of children working in the mines per community. We however, assigned a minimum quota of children we need to interview and stratified to make the sample distribution good enough for analysis to help us understand the issues that pertains within the communities selected.

9. Appendix 1: Relevant Tables & Figures

Table 11: Distribution of final allocation of EAs and final household size by stratum

Communities	Number of EAs in stratum	Households in stratum	Distribution of the sample of 2940 households in stratum	Determination of the sample EAs by region	Distribution of EAs in stratum	Final Household distribution by stratum
Sewum	4	517	199	50	4	200
Morchekrom	2	151	103	52	2	104
Adumanu	2	297	155	78	2	156
Abedwum	1	159	107	107	1	107
Total	**9**	**1,124**	**564**	**287**	**9**	**567**

Table 12: Child labour status by wealth quintile

	Poorest	Second	Middle	Fourth	Richest	**Total**
Child Labourer	23%	24%	21%	18%	14%	**100%**
Non-Child Labourer	16%	16%	20%	22%	26%	**100%**
Total	**20%**	**20%**	**20%**	**20%**	**20%**	**100%**

Table 13: Wealth quintile by child labour status

	Poorest	Second	Middle	Fourth	Richest	**Total**
Child Labourer	57%	58%	50%	44%	34%	49%
Non-Child Labourer	43%	42%	50%	56%	66%	51%

Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Table 14: Household size by child labour status

	0-2 dep	**3-5 dep**	**5+ dep**	**Total**
Child Labourer	56%	48%	46%	**48%**
Non-Child Labourer	44%	52%	54%	**52%**
Total	**100%**	**100%**	**100%**	**100%**

Table 15: Child working status by child agreeing/disagreeing that children should help their parents earn household income

	Parent of child Labourer	**Parent of non-child Labourer**	**Total**
Agree	29%	16%	**22%**
Disagree	71%	84%	**78%**
Total	**100%**	**100%**	**100%**

Table 16: Listing Data Statistics across Targets

	Listing data		**Listing data**
Community	All children in household who are not child labourers	Identified child labourers	MINERS/ EMPLOYERS
Adumanu	328	62	167
Abedwum	244	61	136
Sewum	504	43	186
Morchekrom	151	39	74
TOTAL	**1227**	**205**	**563**

Table 17: Quota Main Survey Statistics across Targets

Community	Non-Child Labour	Child Labour	Miners	Employers	Parents of Non-Child	Parents of Child Labourer
Adumanu	35	33	24	1	35	33
Abedwum	32	28	22	1	32	28
Sewum	28	30	33	3	28	30
Morchekrom	33	30	28	0	33	30
Total	**128**	**121**	**107**	**5**	**128**	**121**

10. Appendix 2: District Profile

Table 18: District Profile

Name of District	Location	Demographics	Economic activities	Educational facilities	Health facilities
Adansi North District (ANDA)	The Adansi North District (ANDA) was established by Legislative Instrument (LI) 1758. Fomena is the administrative capital.	Population (Projection from 2010 census) - 107,091 - Male-Female ration= 48.6% to 51.4% with 48% falling within active labour force (1560) - Average Household size=5.3 (higher than national average of 5.2) Abedwum and Adumanu communities are located here.	The ANDA is predominantly rural with the dominant occupation being farming, constituting 77% followed by commerce (10%), services (7%) and industry (6%). Production of cocoa is dominant in the district and employs a significant number of the farmer population. The Fumso Cocoa Seed Station is located within the district. Other crops grown are oil palm, cassava, citrus and maize among others (ANDA MTDP, 2014-2017)	The ANDA MTDP (2014-2017) indicates that there are 103 pre-schools in the district made up of 23 private and 80 public schools; 107 primary schools comprising 23 private and 48 public schools; 73 JHS comprising 17 private and 56 public, 4 SHS and 2 training colleges.	The health system, in terms of facilities in the district is divided as follows: government run health centres (7), mission health centres (2) and private health centres (2). The National Health Insurance Scheme (NHIS) has made significant progress with a total registered client of 70,735 representing about 63.9% of the district's population (ANDA MTDP, 2014 2017).
Aowin District (ADA)	The Aowin District was established by Legislative Instrument (L.I) 2017 and it lies in the mid-western part of the Western Region of Ghana. The administrative capital is Enchi.	- Population (Projection from 2010 census)- 117,886 - Male-Female ration - 51.9% to 48.0% Sewum, Mochekrom and Achimfo communities are located here.	The District's local economy is dominated by agriculture employing about 88% of the labour force cultivating crops such as cocoa, cassava, maize, rice, plantain etc. Domestic livestock rearing including sheep, cattle, pigs and poultry are common in the district (WAEDA MTDP, 2014-2017).	In 2015, the district had 89 kindergarten schools, 94 primary schools, 47 JHS and one SHS. ADA also has a tertiary institution - the college of education in Enchi.	In terms of access to health, the Aowin district has one government hospital, 7 health centres, two clinics and 4 CHPS compound

Table 19: Attendance Data across project communities

Name of School	KG Level			Primary Level			JHS Level		
	Male	**Female**	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**
Adansi North District									
Adumenu R/C	33	39	**72**	81	79	**160**	43	32	**75**
Wai Adu Asare Basic School, Abedwum	15	26	**41**	54	51	**105**	23	13	**36**
Aowin District									
Morchekrom Basic School	28	25	**53**	109	89	**198**	57	37	**94**
Sewum Basic School	67	45	**112**	166	156	**322**	91	90	**181**

Sample for KAP questionnaire

Table 20: Breakdown of number of interviews per target

Target	New Sample Size
Child Labourers	120 interviews 30 by 4 communities
Non – child labourers	120 interviews 30 by 4 communities
Parent / guardian of child labourer or non – child labourer	240 interviews At least a parent or guardian of both child labourers and non-child labourers
Adult Miners / Mine supervisors	40 interviews 10 per community

Table 21: Breakdown of KIIs conducted

District Level KIIs			
Adansi North District		**Aowin District**	
Stakeholders to be interviewed	Number	Stakeholders to be interviewed	Number
District Child Protection Officer / District Social Protection Officer / District Welfare Officer	1	District Child Protection Officer / District Social Protection Officer / District Welfare Providers	1
District Police Commander/Task Force	1	District Police Commander/Task Force	1
District Director of Health	1	District Director of Health	1
Civil Society Organisations	1	Civil Society Organisations	1
District Director of Education	1	District Director of Education	1
Information Services Department	1	Information Services Department	1
District Mining Officer/M&E Officer	1	District Mining Officer/M&E Officer	1
Total	7	**Total**	7

11. Appendix 3: Lists of stakeholders contacted and areas of assessment

Table 22: List of stake holders contacted

No.	Name of Institution	Person Contacted	Position
1.	Adansi North District Assembly	Isaac Odame Awuku	Director of Health
2.	Adansi North District Assembly	Amponsah Adarkwah	Deputy District Director of Education
3.	Adansi North District Assembly	Ruth Dwomoh	Gender Desk Officer
4.	Adansi North District Assembly	Mr. Oduro Donkor	Social Welfare Officer
5.	Adansi North District Assembly	Michael Mensah-Sey	Planning Officer (Monitoring & Evaluation Coordinator)
6.	Adansi North District Assembly	Josephine Anamoah Hayford	Information Services Officer
7.	Adansi North District Assembly	Emmanuel Kofi Asamoah	Project Coordinator, 'Inspirational Campaign'
8.	Aowin District Assembly	Wise Dzar	Information Services Officer
9.	Aowin District Assembly	Margarete Odum	District Director for Health Services
10.	Aowin District	Chief Inspector Francis Akpagbla	District Police Commander
11.	Aowin District Assembly	Emmanuel Nagai	Social Welfare Officer
12.	Aowin District Assembly	Joseph Sarfo Antwi	Civil Society
13.	Aowin District Assembly	Beatrice Effie	Assistant Director of Education
14.	Aowin District Assembly	Christian Nkwan	Member, Monitoring & Evaluation Team

Table 23: Key Areas of Assessment

Stakeholders Interviewed	Key areas of assessment
District Child Protection Committee	Child protection laws, action plans, reported incidences of child labour, enforcement of policies on child labour, KAP and working conditions
District Social Protection Officers	Social interventions within district (LEAP, NHIA, SFP), influence of these on reducing CL; access of vulnerable households to these social interventions
District Police Commander/Task Force	Role in curbing/reducing CL in the mines, cases of police intervention in rescuing CLs, recorded arrest cases of CL
District Health Director	Reported cases of mining related injuries, illnesses, deaths etc., working conditions and KAP
CSOs in CL	Reported cases of intervention on CL related issues, support of the effort of state institutions, assessment of working conditions
District Director of Education	Attendance (enrolment), drop-out rates
Media	Coverage of state interventions, education on CL programmes
District Welfare Officer	Social welfare interventions, enforcement of the Children's Act, other policies and conventions
District Mining Officer/M&E Officer	Monitoring requirements, frequency, mechanisms to increase monitoring of CL and working conditions
FGDs	
Opinion leaders	Finding out more on the KAP and working conditions at the mines and processing sites of community leaders
Community child protection committees (CCPC)	KAP, child protection initiatives, working conditions
Schools heads/teachers	Attendance, drop-outs, enrolment, efforts at getting working children back to school, performance of students - especially child workers
Children & youth	Measuring the opinion/perception of youth/child clubs in schools with regards to child labour in the mines, what drives children to work in the mines (push -pull factors), what will make them stop?
Workers and employers' organizations	Working conditions, issues and challenges, use of mercury, saving habits of miners - forms of savings, use of money,

12. Appendix 4: TOR

TERMS OF REFERENCE

Responses to be received by 2 weeks from date of advertisement

Pre- Knowledge, Attitude and Practice (KAP) Survey for the CARING Gold Mining Project

The ILO is devoted to promoting social justice and internationally recognized human and labour rights, decent employment opportunities, universal social protection and social dialogue on work-related issues. Its tripartite structure (governments, employer and workers organizations) provides a unique platform for promoting decent work for all.

The ILO is seeking to engage an **external Consulting Firm** to undertake a pre-KAP survey in Ghana for its Project titled CARING Gold Mining Project.

CARING Gold Mining Project aims to convene stakeholders to develop and implement strategies to reduce child labour and improve working conditions in artisanal and small-scale gold mining (ASGM).

A. Project background

The artisanal and small-scale gold mining (ASGM) sub-sector is economically significant, accounting for 15 – 20% 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 in Ghana, 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. According to the 2014 national child labour report, a key challenge in the informal economy is the inappropriate participation of children, according to the Ghana living standards Survey (GLSS 6). According to the survey, in 2014, 28.5% (2,476,177) of children in Ghana are economically active out of which 76% (1,892,553) of these are estimated to be in child labour.

An ILO analytical study on child labour in mining and quarrying in Ghana indicates the engagement of a significant number of younger children between 10-14 years in hazardous work in mining. While there is yet no express national data on the number of child labourers in ASGM, clear evidence exists on the observation of children engaged in hazardous activities.

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. Working conditions, including parameters of both fundamental principles and rights at work (FPRW) and Occupational, Safety, Health and Environment (OSHE) are generally challenging in ASGM operations.

It is on this premise that the United States Department of Labor (USDOL) is supporting the International Labour Organization (ILO) in implementing the CARING Gold Mining Project, which seeks to mobilize different stakeholders to address the issues of child labour and poor working conditions in ASGM. It has four complementary objectives, to be pursued in parallel as follows:

1. Laws, policies, and action plans to address child labour and working conditions in ASGM are strengthened, enforced, and/or implemented;
2. Access of vulnerable households living in ASGM communities to relevant social protection and livelihoods programs is improved in Ghana;
3. Mechanisms to increase monitoring of child labour and working conditions in gold mining supply chains, particularly ASGM, are developed and implemented in Ghana;
4. Global networks to reduce child labour and improve working conditions in ASGM are operational.

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

B. Objective of the Survey

The KAP survey aims to measure the level of knowledge, attitude and practices concerning child labour and working conditions of key stakeholders in the ASGM sector prior and after implementation: The following target groups will be involved:

1. District level stakeholders: district monitoring agencies, welfare providers, district child protection committees, district level social protection agencies, district law enforcement agents, district education services, district health workers, civil society organizations, media, workers and employers organizations, etc.
2. Community level stakeholders: opinion leaders, child and non-child miners, community child protection committees, schools teachers/heads, ASG miners, other community members, etc.

The survey will allow the project to link knowledge, attitudes and practices with its strategy. It seeks to:

- Assess the extent of knowledge, attitude and practice on child labour and working conditions-related (such as hazards of mercury, Occupational safety, health and Environment (OSHE) issues among stakeholders.
- Identify gaps in behavioural and attitudinal change towards elimination of child labour and improvement of working conditions in ASGM;
- Provide evidence of the projects contributions to improved Knowledge, attitude and practices for use in future assessments to establish a link between awareness creation and KAP;
- Suggest an intervention strategy that reflects specific local circumstances and the cultural factors that influence them; plan activities that are suited to the respective population involved, especially awareness creation strategy with a focus on target specific gaps identified;

C. Scope of work

The KAP will focus on the following:

- A desk review of reports from similar surveys conducted previously in the country within the ASGM sector.
- At district levels: Knowledge, Attitude and Practice of target groups on child labour and working conditions regarding awareness in ASGM, SOPs, enforcement/implementation of laws/policies, existing National Plan of Actions, referral mechanisms, agency mandates on child labour and working conditions and monitoring mechanisms.
- At the community level: Knowledge, Attitude and Practice of target groups on child labour and working conditions, in particular regarding awareness in ASGM and associated hazards with mercury use as well as remittances, especially for migrants and saving practices of miners.

D. Methodology

The KAP study will be carried out at two levels as indicated earlier: district and community levels using both quantitative and qualitative methods.
Quantitative method will include a survey that will be undertaken at the community level involving relevant target groups such as ASGM miners, child labourers, non-child labourers and parents/guardians of these children. While the qualitative method will include key informant interviews (KII) and focus group discussions (FGD).

E. Activities

It is expected that the firm will carry out the underlined activities within the stipulated timeline which will be discussed:

1. A research proposal that includes methodology, including sampling methods, data collection tools, data analysis & management, data quality, profile of research team & roles and work plan. Carry out consultative and orientation meetings with participants at all levels.
2. Collect KAP data, clean and prepare data for analysis.

3. Submit a draft report with suggested actions for awareness creation based on results of the KAP survey.
4. Validate draft report and Share findings on KAP recommendations to stakeholders.
5. Review the report per ILO/stakeholder comments and finalize report for submission.
6. Submit the final report and cleaned data set with proper code manual for quantitative data.

Throughout this survey ILO will provide technical support to the consultant and expects frequent feedback on the entire process. These will include:

- Review and provide comments on all relevant documents.
- Share relevant documents that support the survey (e.g. definitions of child labour, RF).
- Oversee field work such as data collection.
- Facilitate stakeholder interviews.
- Share a reporting format/guide after signing of the contract
- Review and provide feedback on the draft report, recommendations and final report.

A meeting with stakeholders to share the finalized report will be planned to conclude the entire process.

F. Expected Outputs/Deliverables

1. Finalized survey tools, work plan, sampling of targeted communities, methodology and budget.
2. An inception report including details on training of data collectors and questionnaire testing.
3. Bi-Monthly reports on progress of work.
4. Draft KAP report with recommendations on awareness raising strategy based on child labour and working conditions findings.
5. Copies (both hard and soft copies) of final KAP Report with comments from ILO and stakeholders addressed and cleaned data set, all in English.

G. Duration

The duration needs to be agreed with the consulting firm. However, the first draft report should be ready within 4 weeks after data collection.

H. Survey Area

The survey will be carried out in two specific districts (Adansi North and Aowin) of Ashanti and Western Region where 4 communities (Adumenu, Mochekrom, Sewum and Abedwum) have been selected for project interventions.

I. Payment schedule

- 1st Payment: 20% upon signing of contract and submission of activities under 1 to the satisfaction of ILO.
- 2nd Payment: 60% upon acceptable completion of all activities (activities 2 to 4) to the satisfaction of ILO.
- 3rd and Final Payment: 20% upon incorporation of all review comments, finalization and submission of final report (5) to the satisfaction of the ILO.

J. Required qualifications and competencies for the consulting firm

This request for proposals is issued with a view to pre-selecting potential candidate firms to undertake the assessment.

Selection of candidates will be based on their capacity to deliver all expected outputs/deliverables as described above. Criteria below shall be used to determine the firm's capacity to do so:

- A well-established consulting firm with an established reputation for providing management consulting services of the highest quality.
- Preferably at least 10 years of experience in conducting research studies (ones related to child labour and working conditions/OSH will be a plus).
- Good understanding about the work of the ILO.
- Good understanding of child labour and the ASGM sector.
- The Lead Researcher and the proposed research staff should have at least 5 and 3 years of experience respectively and must provide detailed CVs.
- Very good analytical and report writing skills.
- Ability to work within stipulated time and meet deadlines.

K. Response Package

The response to this request for proposal is expected from firms and not individual consultants, and should be received **within two (2) weeks from the date of advertisement**.

Documents expected in the response package should include:

1. Valid Company certificates; (a) Certificate of Incorporation (b) Certificate to Commence Business and any other relevant certificate the company might have.
2. An organizational profile showing the following:
   a. The background of the company
   b. The nature of business of the company
   c. Information about KAP, similar surveys and other assignments carried out for International agencies, and their contacts
   d. Same with assignments carried out for other agencies (not international), and their contacts
   e. Clear evidence of understanding of child labour in ASGM
   f. List of staff of the company with attached CVs of those who will be responsible for the assignment.

3. Technical proposal

A sample form has been attached to act as guide for the development and submission of the technical proposal. This should be presented separately from the financial proposal.

4. **Financial Proposal (NB: should be labeled separately)**
   The information below should act as guide for the preparation and submission of the financial proposal.

Financial Proposals should be detailed and stem from the Technical Bid for carrying the research assignment. The financial proposal should contain the following:

A. **Travel Cost (if any).** This should be detailed to reflect number of trips to districts and communities for data collection and interviews etc. This should stem from the plan already detailed in the technical bid.

B. **Personnel Cost (if any)** should be detailed to reflect the number of individuals, qualifications to be used for data collection/ interview activities. This should stem from the plan already detailed in the technical bid.

C. Stationery/ Printing Cost (if any) should reflect all anticipated costs for stationery, stenographic and printing of draft and final report submissions. This should stem from the plan already detailed in the technical bid.

D. Administrative/ Operational Costs (if any) should be detailed to reflect all anticipated administrative and operational costs involved in carrying out the activities based on district and communities to be visited. This should stem from the plan already detailed in the technical bid.

E. Other Costs (not mentioned in A – D above (if any). These should be provided in detail. This should stem from the plan already detailed in the technical bid.

After the deadline for submission of responses has passed, the ILO will evaluate all responses received

\in accordance with the rules and procedures of the ILO.

All sealed response packages should be sent to:

The International Labour Office,

Ghana Projects Office,

Office of Head of Civil Service Annex

Room 10,

Ministries-Accra.

13. Appendix 5: References

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