

## Advancing Gender Equality in the Scaling Up Minerals Traceability Project

### **Gender Resource Facility**

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## Acronyms

3Ts	Tin, tantalum and tungsten minerals
ASM	Artisanal and small scale mining
CBO	Community-based organization
CLS	Local Monitoring Committee
CPS	Provincial Monitoring Committee
CSO	Civil Society organization
DGM	Department of Geology and Mines, Rwanda
DGSM	Directorate of Geological Survey and Mines, Uganda
DRC	Democratic Republic of Congo
FGD	Focus group discussion
GLR	Great Lakes Region of Africa
GoN	Government of the Netherlands
GRF	Gender Resource Facility
ICGLR	International Convention of the Great Lakes Region
iTSCi	ITRI Tin Supply Chain Initiative
ITRI	International Tin Research Institute
MFA	Ministry of Foreign Affairs, the Netherlands
NGO	Non-governmental organization
NSC	National Steering Committee
OECD-DDG	Economic Co-operation and Development - Due Diligence Guidance
OHADA	Organization for the Harmonization of Business Law in Africa
OSH	Occupational Safety and Health
PPE	Personal Protective Equipment
SAESSCAM	Service for the Assistance and Supervision of Artisanal and Small-Scale Mining
SGBV	Sexual Gender Based Violence
VLSAs	Village Savings and Loans Associations

## Executive Summary

The Government of the Netherlands (GoN) via the Ministry of Foreign Affairs (MFA) is currently supporting the NGO Pact in implementing the three-year *Scaling up Minerals Traceability Project* ("the Project") in the Great Lakes Region (GLR) of Africa and has requested assistance from the Gender Resource Facility (GRF) to ensure the Project sufficiently accounts for gender and enhances its contributions to gender equality. *Phase One* of this assignment involved a comprehensive desk study of the "*Gender Dimensions of 3T Mining in the Great Lakes Region*". This work provided a basis for field activities undertaken in *Phase Two*, which primarily aimed to:

- (i) Inform practical recommendations and strategies to increase gender responsiveness of the Project with respect to livelihood security and women's empowerment; and
- (ii) Contribute to knowledge development, primarily by supplementing findings, conclusions and recommendations outlined in the Phase One desk study.

This report details the findings, conclusions and recommendations derived from *Phase Two*. Work involved mine site assessments, consultations, interviews and focus groups carried out in May and June, 2016. In collaboration with Pact counterparts, three mining areas in each of Rwanda (Habatu Mine, H&B Mine, Gifurwe Mine) and DRC (Katogota Mine, Nyabibwe and Rubaya) were assessed. Consultative meetings held with a broad spectrum of stakeholders in Kigali, Entebbe, Goma and Bukavu further informed findings and resulting stakeholder map.

## Key Findings

Main findings are summarized as follows:

- Women comprise a low percentage of the mining workforce (ca. 15%) in sites assessed and typically hold the least valued, lowest paying jobs in the mine (e.g. in transport, panning). Women were nevertheless found in some sites hoisting and breaking rock underground at great depths, supervising underground crews and performing other activities (sluicing, panning) believed in various sites to be beyond their ability. Where barriers to other work are greatest, women seem to engage in petty mineral trading in greater numbers, which seems to provide lower incomes than many other jobs and put traders at great risk of losses and debt.
- Widespread campaigns on law banning pregnant women from working in mines and efforts to eradicate child labour have exacerbated women's exclusion. These laws have been misinterpreted and applied in a range of harmful ways, from banning *any* woman doing any form of work in mineral production to banning pregnant women doing non-mining work (e.g. vending) to banning older women. Exploitation and physical and verbal abuse has resulted.
- Pregnant women experience dire hardships with loss of incomes, ranging from food insecurity and malnutrition to inability to pay school fees. On return to work, older girls are often pulled from school to tend to young children, compromising their future potential. Even in Rwanda, established health and social insurance systems provide no recourse for pregnant women and those companies that seem willing to assign "light work" to them face liability constraints.
- Men who are relative elites dominate ownership and management of companies and cooperatives. Cooperatives members are typically limited to pit and sluicing unit owners (few of which are women), with other mineworkers viewed as *de facto* members with no real voice. This is exacerbated in cases where casual labourers (e.g. where women work in greater numbers) are not viewed as members, increasing risks of their exploitation by authorities.
- Cooperatives operate largely as companies, yet without a commensurate increase in responsibilities for labour rights, occupational safety and health, environmental management and social welfare (each of which provides key gender entry points). With recent adoption of Law under the Organization for the Harmonization of Business Law in Africa (OHADA), to which the DRC is signatory, cooperatives are now regarded as companies. Many will undoubtedly need support, providing an opportunity for gender-responsive models for compliance.
- Women's groups provide important opportunities for women's empowerment and many already participate actively in village savings and loans associations (VLSAs). Although often formed to address broader social challenges, accrue savings and obtain small loans, these associations could also provide a platform for women's advocacy and increased participation. A number of

good practices by mine management (e.g. internal communication channels for women) and women's associations (e.g. advocating for women's access) have been identified.

- Women's capacity to increase their incomes, savings and investments seem to have enabled many women miners to increase their household bargaining power while changing perceptions of family and community members concerning the legitimacy of work in the mines. Married women nevertheless often face difficulty getting permission to work in the mines and single women miners are typically withdrawn from mine work upon marriage to non-miners, posing a challenge for companies investing in women via recruitment, training and promotion efforts.
- Married women often express that their husbands share or finalize decisions concerning use of her income. Married women *may* have more control over funds they pay into savings schemes (warranting future research and increasing the impetus to support women's VSLAs). Single, divorced, separated and widowed women generally voice greater control over earnings.
- Most women have limited access to mineral resources by way of better jobs in mineral production and influential roles in production and management. Given this, women have little say over the environmental, occupational and community impacts of mining that disproportionately affect them (the exception being dire risks in unstable mine workings). Insights can be drawn from sites where training and promotion of women has challenged norms and beliefs, and from women whose access to and control over capital has enabled them to acquire pits and progressively increase their social and economic standing.
- Government authorities, mining committees, mine management, supervisors and support organizations are overwhelmingly comprised of men. Many expressed that women's empowerment is important yet – with alarming frequency – clarified in various terms that women are better placed in homes, in farming and under the financial care of their husbands.
- Such beliefs are most commonly operationalized via discrimination (although cases of physical and verbal abuse by authorities were also cited) and reinforced by additional stereotypes (equating work in mines with sex work), concerns of undermining social-cultural norms (woman who earn too much will leave their husbands) and perceptions of women's value and interests (i.e. women don't want to work in mines because they want to look beautiful).
- Stereotypes were virtually ubiquitous concerning women miners' reliability at work and capacity to manage finances compared to men miners' reported tendency to misuse funds on alcohol and abscond from work after payday. Although affixing such attributes places narrow boundaries on the acceptable behaviours and practices of men and women and obscures diversity of individuals, it conversely creates a business case for mine management seeking to increase production. Unlike other discriminatory beliefs, these are largely not operationalized.
- The most effective means to challenge harmful beliefs in mining areas was found to be individual women who successfully perform "non-traditional" roles, such as negociants, cooperative leaders, pit owners, sluice operators, jackhammer operators and supervisors.

## **General Conclusions and Recommendations**

General conclusions and recommendations shall be further distilled for inclusion in the Desk Study.

### 1. Maximize Opportunities to Challenge Harmful Gender Norms, Beliefs and Values

Beliefs concerning what women and girls can and should do, how they should behave and how they should benefit provide the foundation for every constraint to their empowerment. Resulting norms, beliefs and values can be challenged by creating a "new normal" via:

- Targeted gender training of government, implementing agencies (including NGOs and CSOs), donors, companies, cooperatives and other key actors.
- Subtle, systematic and repeated inclusion of gender issues within activities, scenarios and examples *used in a broad range of training and participatory processes* that prompt gender analysis by and increase women's visibility to stakeholders involved. Entry points range from legal reform processes to technical training programs to sensitization campaigns.

### 2. Organize Women, Strengthen Leadership and Advocacy Skills and Build Lines of Communication

Organized women (and at many sites, vulnerable men) are better equipped to address their needs and priorities and could be positioned to use that platform to lobby, advocate and claim their rights. Mechanisms to support this would include.



- Training of women, girls and disenfranchised men involved in mining organization formation and strengthening, leadership and advocacy;
- Appointment of women's focal points by mine management, formation and formal recognition of women's groups, support for regular meetings (including with management), establishment of communication systems and grievance mechanisms.

### 3. Increase Women's Capacity to Access More Lucrative Work

Highest paying, most valued positions are out of reach of most women due to prevailing beliefs concerning their limited capacity. Recommendations therefore include:

- Establishment of formal training programs in small scale mining (e.g. certificates, TVET) with fixed targets for women miners participation and short, field based technical training targeting sub-groups of women miners. Improved sluicing methods would see the most rapid results;
- Promotion of conducive national policies and laws (such as Rwanda's 2020 target of 30% women's employment), including via sharing of related successes.
- Legal reporting requirements concerning workforce demographics (gender of workers in different roles) in order to track progress and increase awareness.

### 4. Establish Gender-Responsive Policies and Systems in Companies and Cooperatives

Company/cooperative policies, procedures and rules that have tremendous potential to increase the security of women and men on site, increase the status of women mine workers, and provide mechanisms for redress, including in response to incidences of SGBV. It is recommended that OHADA-compliant and gender-responsive models be developed and piloted to include:

- Company/cooperative policies, procedures and systems (spanning issues of OSH, environment, human rights, community engagement and development, traceability, reporting) that account for gender and human rights dimensions. Corresponding codes of conduct, and clear lines of responsibility from the board and management hierarchy to mineworker level.
- Grievance mechanisms, procedures to evaluate incidents (including related to SGBV) and define consequences for infractions, risk identification and mitigation systems, communication systems for awareness at all levels and training systems (e.g. induction, refresher).
- Evaluation of models and pilot projects for inclusion in legal and regulatory frameworks.

### 5. Strengthen Coordination between Key Stakeholders and Share Best Practices

Coordination between multiple stakeholders is relatively weak and capacity to effectively design and implement supporting actions is highly variable. It is recommended that:

- Well-placed agencies (e.g. MFA, UN Women; SDC ASM Knowledge Hub; World Bank Gender and Extractives Unit) commit to spearheading or supporting joint efforts.
- At a national and local project level, good practice (via booklets, workshops, dialogues) should be identified, deliberated and broadly disseminated.
- Project inclusion of peer-to-peer learning between mainly women miners, some men miner leaders, cooperative leaders and government, via participation in selected dialogues and exchanges to good practice sites.

## **Specific Recommendations for the Scaling Up Traceability Project**

Specific recommendations for Pact are detailed in Section 5 and are summarized as follows:

1. Build Essential Gender Competence of Pact and its Implementing Partners: Early phase gender training is critical to the success of other gender actions proposed but will require additional resources. Training should be integrated with that planned for revised baseline assessment tools with additional focus to increase gender responsiveness of Pact and its partners.

2. Baseline Studies: Gender entry points within this already impressively thoughtful Project instrument include: slight revisions related to gender disaggregation and inclusion of SGBV, application of a gender lens where qualitative data is collected and development of related "knowledge products" via gender analysis and interpretation to inform evidence-based recommendations for broader stakeholders.

3. Capacity Support for Provincial (CPS) and Local (CLS) Mining Committees: Recommended activities include: (i) integration of an SGBV module in training on Voluntary Principles on Security and Human Rights (VPSHR); (ii) inclusion of gender scenarios and gender analysis in other VPSHR modules; (iii) creation of a special module on community-based security ideally resulting in a related local subcommittee heavily represented by women; (iv) fixed inclusion of SGBV as a line item on meeting agendas; and (v) increasing representation of women on the CPS and CLS, through formalization of commitments, co-development of a schedule of targets for women's representation and participation (i.e. 10%, 20%, 30%), and strategies to achieve this. Expansion of these activities shall require additional resources to adapt and deliver curriculum and undertake related engagement strategies.

4. Capacity Support for NGO Partners: Recommendations include: (i) slight modifications to the organizational sustainability tool (via entry points across four dimensions of organizational sustainability: strategic; products and services; personnel and financial), (ii) capacity building in gender analysis, planning, budgeting, mobilization and M&E, and, (iii) integration of gender on the agenda of joint meetings. Introduction of these amendments will require some additional resources in order to build capacity in gender analysis and potential for additional time to address gender within the agenda of joint meetings.

5. Capacity Building for Miners and Local Businesses: Recommendations relate to: (i) representativeness of women in trainings; (ii) inclusion of modules on serious abuses, inclusive of SGBV, in OECD-DDG training; (iii) providing case studies of "best" and "good" practices with respect to gender efforts by ASM companies, cooperatives and projects.

6. External Outreach and Coordination with Stakeholder Networks: Project publications, fact sheets and reports are recommended to highlight specific gender findings as they emerge, be supplemented with results of statistical analysis of the baseline study database, and highlight gender strategies specifically employed.

7. Occupational Safety and Health (OSH) Training: Recommendations for OSH training concern: (i) mobilization strategies and targets for women miners; (ii) analysis of perceived and actual gender dimensions of risks; (iii) *if included in curriculum*, inclusion of gender in OSH policies, incident reporting, infraction response, communication systems and other systems.

8. WORTH Program: Curriculum is recommended to include: modules on negotiation skills framed on real scenarios in the and around mines (e.g. buyer refuses to pay, responds with threats); (ii) modules on leadership and advocacy, using scenarios, role plays and hands-on practice with scenarios referring to access to justice; and (ii) ensuring curriculum is adapted to strategically selected scenarios in the mine (e.g. numeracy training to assess *real* production sharing on teams).

### **Additional Recommendations for MFA**

MFA is fast becoming a global leader in advancing gender equality in ASM and is well positioned to catapult the Project towards international best practice in this respect. To achieve this, MFA is recommended to:

- Provide requisite resources for gender training of Pact and Pact partners (ideally together with local and provincial SAESSCAM officers) to build essential gender competence.
- Improve Project gender outcomes by:
  - (i) Supporting a follow-up to the Desk Study in Year 3, framed on Project responses to issues identified, identifying lessons learned and yielding evidence-based results and recommendations;
  - (ii) Providing additional resources for marginal expansion of training efforts targeting local and provincial committees (CPS and CLS) and capacity support to NGO partners to ensure gender is adequately accounted for;
  - (iii) Augmenting external outreach and coordination efforts to position MFA in a leadership role in gender equality in ASM while improving Project stakeholder capacity; and

- (iv) Support for peer-to-peer learning within the Project to build capacity and strengthen vertical and horizontal links between stakeholders.
- Support technical training of groups of women miners in selected target communities (alongside SAESSCAM and Pact as trainers) to challenge norms, demystify certain jobs and increase women's incomes. This should mainly focus on: use of sluice boxes, safe crushing methods and prospecting and rights acquisition, with parallel emphasis on environmental, occupational and organizational requirements.
- Establish a hallmark, best practice pilot project by amplifying key gender activities of the Project, developing and implementing models for gender-responsive company/cooperative policies and systems (which could provide a basis for legal and regulatory reforms), formalizing training systems with emphasis on women miners, supporting peer exchanges and intensively supporting activities for local mining committees (CLS), among others.

Given the excellent foundation through prior iTSCi efforts and anticipated outcomes of the *Scaling Up Minerals Traceability Project*, this additional support would provide an unparalleled example in the region and indeed the World for *all* stakeholders to learn from, follow, adopt and adapt.

## 1. Introduction

The Dutch Government via the Ministry of Foreign Affairs (MFA) has recently committed to supporting the NGO PACT in implementing the three-year *Scaling up iTSCi* ("the Project") in the Great Lakes Region (GLR) of Africa with an emphasis on tin, tantalum and tungsten minerals (3Ts) in the Democratic Republic of Congo (DRC), Rwanda, Burundi and Uganda. In light of commitments of the Dutch Government of Netherlands to prioritize gender equality in its foreign policy, it has requested the assistance of the Gender Resource Facility (GRF) to ensure the Project sufficiently accounts for gender and enhances its contributions to gender equality. A specialist with requisite regional and subject expertise has been engaged to support these aims<sup>1</sup>.

*Phase One* of the assignment involved a comprehensive desk study of the "*Gender Dimensions of 3T Mining in the Great Lakes Region*", with a special emphasis on the significance of conflict and violence in certain provinces of the eastern DRC. The report provided a strong basis to thoroughly understand the specific context of artisanal and small scale mining (production and trade) in the conflict ridden region and the key gender issues at stake and provides a platform to develop practical strategies needed to empower women and girls in mining areas of the GLR.

*Phase Two* of the assignment involved on-site field research in Rwanda and DRC with the main intent of informing specific guidance and recommendations to the Project on ways in which it can increase its gender responsiveness while supporting knowledge development on specific gaps identified in Phase One.

### 1.1 Priority Issues

The desk study completed in Phase One provided several findings of significance to Phase Two, providing a basis for research questions explored in Phase Two. Key issues findings from the initial work are summarized as follows:

1. Women and girls play critical roles in mineral production but their work is largely invisible, as reflected by largely aggregated statistics on ASM and, at grassroots levels, by men *and* women who often do not recognize women and girls engaged in mineral production as miners. This can lead to undervaluation of their functions, their exclusion from policies and programs aimed at improving the sector and exacerbation of gender disparities.
2. Between and within ASM sites and communities, women and girls are heterogeneous in terms of ethnicity, age, professional experience, marital and socio-economic status and other factors influencing their positions and power within households and ASM economies. This diversity is poorly understood yet is significant to understanding different women's and girls' abilities to influence and benefit from the ASM "system" and mitigate impacts therein.
3. Women's and girls' overwhelming and often variable work burdens limit their abilities to improve their status, access information, skills and training and participate effectively and contribute to decisions that impact their lives, among others. Gendered occupational, environmental, health and economic impacts of ASM increase work burdens further.
4. In general, women are largely unable to obtain the most lucrative jobs in the mining system with implications for their roles in decision-making and benefits and negative impacts derived from ASM.
5. SGBV is pervasive and mainly used to reinforce (mostly) male dominance and power in households, mine sites, businesses and communities. This has implications for women's and girls' physical and psychosocial wellbeing and provides a deterrent to the exercise of agency that may contradict prevailing norms, beliefs and values.
6. Harmful norms, beliefs and values held by those in positions of power and authority (predominantly men) influence the ways they mete out resources and their benefits within their respective spheres of authority. Impacts often include the perpetuation of women's and girls' subordinate positions, in some cases, by employing SGBV as a means to maintain the

<sup>1</sup> Details concerning the objectives and scope of the assignment are provided in the Terms of Reference for "Gender Equality in Scaling up Mineral Trade" dated 19 January 2016.

status quo. Many authorities have nevertheless shown to be important allies in redressing gender inequalities. In any event, these “gatekeepers” are critical to success of any intervention or reforms seeking to transform ASM.

7. Women (young, adult and elderly) participate in ASM in lower numbers as ASM becomes more mechanized, formally organized and legally operating, in part because such “improvements” can legitimize and strengthen existing (often male dominated) positions of authority and, if accompanied by mechanization, can render women’s jobs in ASM obsolete rather than reducing their work burdens and increasing their productivity and incomes.
8. Some women who have succeeded in taking on more lucrative, non-traditional roles and/or increasing their incomes report increased bargaining power in the household and in dealing with other forms of authority. The factors influencing their achievements (including multiple strategies used) are not fully understood but would provide guidance for supporting women’s and girls’ empowerment.
9. Shifts in gender relations are occurring in areas where supportive laws and institutions are in place and the rule of law is more rigorously followed, with beliefs and values of government authorities and capacity of women and girls to claim their rights (e.g. access to information, land, jobs, justice) playing a role.
10. Gender blind, neutral or protectionist policy and legislation (and/or inadequate allocation of resources for implementation) can conversely exacerbate gender inequalities. The most obvious example is provided by the way in which laws concerning pregnant women in mines has been implemented and exacerbated inequalities. GLR governments are in varying stages of reform processes and have made *some* commitments to mainstream gender within minerals policy but seem to have little political will and/or capacity to effectively do so. This provides both a major risk to worsen gender inequalities and an opportunity to redress them.

## **1.2 Objectives**

Building upon earlier findings in Phase I, the objectives of this report is to:

1. Provide guidance and assistance to Pact on ways in which the Project can more fully account for gender and increase its contributions to gender equality by identifying practical, effective Project interventions and strategies as a means to:
  - (i) Contribute to the safety and security of livelihoods of women, men and children; and
  - (ii) Support the empowerment of women living and working in the 3T mining areas of the GLR
2. To contribute to knowledge development and dissemination on gender and mining, including an analysis of key gender issues, challenges and opportunities, and potential for intervention strategies, business opportunities, of relevance to new and existing gender and mining platforms and initiatives. In accordance with this, key results, findings, conclusions and recommendations for the broader community shall be integrated into the final Desk Study report.

## 2. Methodology

This section outlines the methodology employed during Phase Two of the Consultancy. Supplemental information is provided in:

- Annex 1: Implementation Schedule
- Annex 2: List of Consultations, Interviews and Focus Groups
- Annex 3: Framework Guiding Research Design, including the focus questions that guided the research, key findings addressed from the desk study (Section 1.1), methods used and additional questions specific to the Project that were explored in order to inform recommendations for the *Scaling Up Traceability* Project.
- Annex 4: Instruments used in Data Collection

### 2.1 Document Review

Documents reviewed during the course of Phase Two included: project and sector-related reports and assessments provided by Pact, local Project staff and CSOs/NGOs consulted during the field mission. Additional reports included project documents, briefs and summaries for other stakeholders active in the GLR. Given that much was reviewed during the Phase One desk study, the primary emphasis was on *Scaling Up Traceability* project documents.

### 2.2 Field Program

Field activities were carried out between May 11-18 and June 6 in Rwanda, May 24-June 5 in DRC. Due to challenges gaining access to the proposed site in Uganda, the Consultant relied on previous experience in the target site in addition to interim results from ongoing research on gender and ASM in Uganda, as well as additional discussion and consultations with key Ugandan stakeholders. Additional challenges were experienced in DRC related to heavy rains and poor road conditions resulting in delayed arrivals and need to consolidate field assessment activities.

Throughout the program, activities were conducted in full coordination with counterparts with Pact. This provided invaluable insights concerning the sector, country and mine site context as well as providing an opportunity to jointly explore, validate and refine different ideas for incorporating gender in the *Scaling Up Minerals Traceability* project.

#### 2.2.1 Consultative Meetings

Consultative Meetings structured as flexible, open-ended interviews and discussions were held with the following stakeholders:

- *Rwanda*: Pact Project staff, including regional officers, representatives of the Dutch Embassy, Women in and Affected by Mining Organization (WIAMO) German Federal Institute for Geosciences and Natural Resources (BGR), mining company management and key personnel (Habatu Mining Company Ltd, H&B Mining Ltd, WMP Gifurwe Mine), and selected local government officials.
- *DRC*: Pact Project Staff in Goma, Pact officers in Katogota, Nyabibwe and Rubaya, BEPAT staff in Bukavu, representatives of the Dutch Embassy Office in Goma, Provincial Mines Minister representative (N. Kivu), Provincial Mine Minister Adviser, Federation of Mining Cooperatives, Children's Voice, Provincial Mines Committee Chair (S. Kivu), SAESSCAM officers in Nyabibwe and Rubaya, Mines Division Head (Rubaya), Cooperama (Rubaya), Local Mining Committee (Rubaya).
- *Uganda*: Government ICGLR Focal Point and ASM Focal Point, Directorate of Geological Survey and Mines (DGSM); BGR and GiZ.

#### 2.2.2 Mine Site Assessments, Interviews and Focus Group Discussions

Site visits ranged from 3-6 hours per site and up to two days per mining area. Research methods involved: participant observation and on-site discussions with men and women active in mining areas; on-site interviews and focus group discussions.

The ability to conduct both focus group discussions and extended interviews at all sites was affected by time constraints derived from poor weather and road conditions and, particularly in DRC, excessive time spent obtaining government clearances at multiple levels of government. Shorter, less formal

interviews were held on-site as a means to fill any data gaps while *a far greater number of* consultative meetings (including at local/site levels) were held with stakeholders than initially planned. These meetings targeted those in government, SAESSCAM, local Pact Offices, local mining committees and cooperative/company management, which were clearly (as shown in Table 1) dominated by men.

Six site assessments in total were conducted in the following areas (Table 1).

**Table 1: Mine Site Assessment Activities**

Location	Assessment Activity			
	On-site discussions with miners	Local Consultative Meetings	Interviews	FGDs
<b>Rwanda</b>				
Habatu Cassiterite Mine	Multiple	2 (2 men)	-	17 women
H&B Coltan Mine	Multiple	1 (1 man)	-	6 women
Gifurwe Tungsten Mine	Multiple	3 (3 men)	1 man, 1 woman	6 women
<b>DRC</b>				
Katogota Cassiterite Mine	Multiple	1 (1 man, 1 woman)	1 woman	>50 women
Nyabibwe Cassiterite Mine	Multiple	4 (4 men)	1 woman	
Rubaya Coltan Mine	Multiple	4 (11 men, 1 woman)	-	4 men; 9 women

A comprehensive list of persons consulted is provided in Annex 2.

### 2.3 Stakeholder Mapping

Stakeholder mapping involved identification of key actors and stakeholder groups within specific countries as well as at regional and international levels (e.g. donors, international organizations) active in multiple jurisdictions. Few stakeholders are specifically focused on gender and ASM although a number of projects and programs purport to include gender as a priority.

Assessments of the interest and influence of key stakeholders on gender and ASM were derived via consultative meetings, interviews, review of project documents and personal experience of the Consultant via activities with the respective agencies and in the region. Through these activities, the Consultant additionally sought to ascertain likely capacity of different stakeholders (with respect to broader interventions and the Pact project in particular) and levels of interest and influence with respect to integrating gender concerns within their respective mandates and activities, to provide gender leadership or supporting roles, and their potential to undermine or negatively influence interventions and to enhance Pact outcomes through capacity building

Any stakeholder analysis is limited in terms of the inherently subjective nature of ranking of interest and influence. Factors include: the bias of the Consultant and those individuals consulted through the process who may or may not sufficiently reflect the values and positions of those institutions they represent; the dynamic nature of stakeholders; limited time for stakeholder assessment and collaborative validation, including with stakeholders themselves. Nevertheless the mapping provides a useful foundation for subsequent engagement by MFA, Pact and other actors.

Results of stakeholder mapping are provided in Section 3.2.

### 3. Results and Discussion

This section provides an overview of sites assessed (Section 3.1), stakeholders consulted or identified in Rwanda, DRC and Uganda (Section 3.2) and integrated cross-cutting findings of direct relevance to the *Scaling Up Traceability Project* and other sector stakeholders (Section 3.3).

#### 3.1 Mine Site Assessments

Three sites were visited in each of Rwanda and DRC while prior experience at 3T mines in Uganda provide additional insight.

##### 3.1.1 Rwanda

Rwanda has demonstrated remarkable commitments to gender equality at highest levels. Following adoption of the “National Policy on Positive Discrimination towards Women”, gender equality is recognized as a national priority – by local government, mining company leaders and other more exposed sector stakeholders – even if the specifics of what this would constitute are not fully understood. Government officers report that this on-going gender equality “normalization process” commenced in 1998 and was officialised in law in 2003, resulting in sensitization at community and household levels, including by those in leadership positions. Despite persistent gender issues described herein, this foundation provides several entry points to redress gender inequalities in the minerals sector.

Site assessments were conducted at the Habatu Tin Mine, H&B Coltan Mine and Gifurwe Tungsten Mine, each of which represents a well-organized, semi-mechanized and advanced mining operation on comparison with highly manual artisanal operations common to much of ASM in the region.

##### **Habatu Tin (Cassiterite) Mine**

Owned by a prominent Rwandan businessman, the Habatu Mining Company operates the hard rock underground Habatu mine ca. 300 km from Kigali in the Karenghe Sector. The mine consists of a series of variably stable shafts and tunnels extending to depths of well over 100m in the currently active area and beyond 200m in one portion of the mine that has been inactive as a consequence of low tin prices combined with increasing production costs at depth. In the currently active portion of the site, the supervisor indicated the workforce consists of approximately 150 men and 18 women (including one women cook and one cleaner). Although a workforce of 168 was reported, only ca. 40 men and 17 women were observed working on the site, suggesting the total number of workers also referred also to the previously active portion of the site, which suffered significant job losses for both women and men upon its closure.

The division of labour is clear. At depth, rock breaking is done by men using 20-30kg pneumatic jackhammers with jacklegs. Broken rock fragments are hauled from tunnels and shafts using sacks by 16 women led by a woman “capita” or captain in a chain who pass material up the tunnels and load it on to a “slide” down to the processing area, where the sacks are hauled by both women and men to the nearby crushing area.

The remaining process is undertaken by men. Crushing was previously done manually by mainly women using basic steel mortars and pestles but, with introduction of a jaw crusher, operation of the “complicated equipment” shifted to men<sup>2</sup>. The processing system is undertaken by teams of 4-6 men operating within a series of concrete-lined ponds. Pulverized material is fed into highly inefficient ground sluices by one man in a team using a spade. The male sluice operated frequently shovels and scoops the coarse material in a reverse-raking fashion to create turbulence and wash away finer waste material, as heavier cassiterite (tin) settles at the bottom of the sluice. In order to recycle water, one team member collects water from the pond where tailings from the sluice discharges and pours it into a small water reservoir using a basin, which subsequently flows back into the sluice. Other team members may be hauling pulverized material to the stockpile, digging and piling tailings from the concrete pond bottom or alternating with other workers in the process. At the conclusion of

<sup>2</sup> Use of a jaw crusher basically involves turning on the motor, pouring rock into the top feed area and collecting crushed rock at the bottom of it.



a cycle<sup>3</sup>, the heavy material at the bottom collected at the sluice bottom is panned and cassiterite concentrate is recovered.

Previously, workers in extraction and processing teams were paid based on production, reportedly shared equally including with the team leaders, while women are paid on a daily basis at the end of a week. The company is attempting to put all workers on contracts and shift them to a pay-per-day basis. In this “pilot phase”, the most lucrative positions are sluice operators, who are paid 3,000 RWF/d (ca. \$4/d), miners involved in underground extraction and remarkably those shovelling material into the sluice (both receiving 2,500 RWF/d or ca. \$3.3/d). Those men scooping water from the panning basins into the reservoir using a basin are on par with women transporters, who both receive 1,000 RWF/d (ca. \$1.3/d). All capitas (including the sole woman who is the captain of the women transporters) are on a salary of 100,000 RWF/mo (ca. \$134/mo).

It was widely voiced that men made considerably more (on average) on a production basis but women nevertheless expressed their preference was for payment of work on a daily basis, largely as it enables predictability of incomes. Furthermore, where they had previously attempted to work on teams, they had achieved no productions on many workdays, which is likely due to a combination of geologic heterogeneity (varying ore grades) and lack of experience in the activity.

This shift from payment based on production to fixed contracts therefore seemingly could provide an interesting opportunity. The site supervisor observed that once workers were paid, many men “*go drinking*” and don’t return to work for a few days while women were “*more serious. They don’t disappear if they get the money.*” Queries about why – for company productivity purposes – they did not therefore make attempts to train women in other jobs so production could be sustained met with confusion or a return to prior statements concerning women’s lack of physical capacity (albeit to do seemingly less arduous jobs, i.e. in sluicing) and lack of knowledge (which isn’t surprising given the absence of efforts to train them). Women expressed no fear or challenges working underground in hauling, even stating “*there are women that go even places men don’t go (underground)*”, but both women and men believe they are unable to work in extraction due to strength requirements for handling jackhammers (although they have been trained in this at Gifurwe).

Indeed, both women and men voiced that women’s physical capacity and lack of know-how prevented them from undertaking jobs in the mine other than those jobs in transport and as cooks or cleaners. Women aren’t officially prohibited from working on teams but these perceptions and lack of experience in these functions, combined with the means through which team positions are secured, are key impediments. Specifically, individuals must request a job from the team leader and obtain approval from all members. If a position is available and the team leader and members approve of the applicant, then a job is given. All team leaders and members are currently men who largely had some personal relationship with other team members.

Women expressed that they initially secured jobs at the mine via an open call or word-of-mouth from friends working in transport. The supervisor reported that following a broad announcement to the surrounding community (via churches and local meetings), main criteria for selection are age and physical capacity and not gender although the latter contradicts clear limitations to access to all types of jobs at the mine. “*Special care*” is afforded to those vying for positions as diggers, who also undergo a health check by a nurse to confirm overall health status (including absence of chronic disease, which presumably includes HIV/AIDS).

The low numbers of women (18 of 150) were mainly attributed by the supervisor to limited number of women applicants and limited transport jobs. Community and family perceptions of women’s working in mines likely play a major role. In all Rwandan three sites visited, women indicated that their families, friends and community members initially associated their jobs in mines as sex workers.

<sup>3</sup> Depending on the practices in a given locality, this process continues for between 1-3 hours of sluicing until the sluice is “cleaned”.

With persistence, these pioneering women have remarkably supported a shift in mind-sets, likely aided but a vocally recognized improvements in standard of living of women miners compared to other women in the community engaged in farming. Direct deposit of pay into bank accounts has enabled many women to save money (e.g. some indicating that 2,000 RWF (\$2.7) of the 6,000 RWF/wk received) and via local group savings clubs, different women miners reported investing in local shops, livestock, buying land and improving their houses, payment of children's school fees alongside payment of workers to take on traditional roles in cooking, farming and childcare. Although single women residing with their parents contribute to household needs, single, divorced and separated women reported have decision-making power over their incomes, while those who are married decide together with their husbands. Even local government officers acknowledge that both women and men with mining jobs are often better positioned than those outside of the sector, sometimes resulting in jealousy.

Despite this, almost invariably, as young single women miners marry, they leave their work in the mines to take on more traditional roles in the household and on family farms. Indeed, the majority (70%) of women consulted are young and single or divorced or separated, with the remaining married woman having spouses who also work in mines. This situation presents a challenge for companies, initiatives and projects seeking to secure better jobs at the mines (e.g. via investment in training) as the majority of mainly single women miners are likely to leave the job if and when they marry. As stated by one woman miner *"Now people are starting to understand that mining is a job like others... but still husbands refuse."*

Overall, the Habatu Mine is an example of a quite formal, organized, company with reasonably established systems in place including those related to management and supervision (site supervisor, team leaders, group captains). Both women and men are provided with personal protective equipment (coveralls, hardhats, boots, etc), which likely provides a role in community views concerning mine work as a "real job". Both women and men workers have identification cards and are paid via direct deposit in bank accounts. The company has good systems in place for many aspects of formal mining (e.g. storage of explosives using a well fortified magazine, inadequate but evident attempts to manage environmental impacts) and is trying to improve its operations with plans to increase mechanization (particularly in mineral processing). Of note, no strategies are in place to mitigate likely job losses (for both women and men) that are likely to result with mechanization.

### **H&B Coltan Mine**

The nearby H&B Mining Company operates a hard rock coltan mine ca. 7km from Habatu Mine, which is under the same ownership. The deposit mainly consist of an extensive, steeply dipping 1-1.5m wide tantalum-niobium pegmatite dyke in remarkably competent host rock. The company has committed resources to timbering teams and underground workings appear to be quite stable compared to other operations. Production is ca. 1-1.2 tonnes/mo of coltan concentrate of relatively low quality (36Ta:64Nb), which is sold for further processing in Kigali.

In total, 152 people are working at the mine, 18 (12%) of which are women. As in Habatu, labour is sharply divided along gender lines. Men undertake all underground activities (drilling, blasting, hauling, timbering) and at surface material is (temporarily) driven by men to the neighbouring Habatu Mine and crushed using their jaw crusher. Again, men dominated sluicing activities in the identical manner as at Habatu. Aside from the few support jobs (cleaners, security guard), women's main role is to buy tailings from sluicing teams (at negotiated prices) and re-process them by panning, although many also periodically or solely undertake paid casual labour shovelling and relocating large stockpiles of tailings and waste rock.

The company has 29 salaried employees, mainly men working as management, technicians, underground teams undertaking timbering, and shaft/tunnel preparation and a few women cleaners and in site security. The remaining 123 workers are divided into teams varying in size from 4 to 26 members who are paid on the basis of production. According to management, teams decide on how proceeds are shared with varying rates based on position and distribution undertaken by the team leader. Few of the 18 women on-site work on teams with men (performing the lower paid water

hauling functions), some work in all women teams, the majority work individually panning tailings and, when opportunities arise, take on casual jobs.

Casual work for the company pays 1,000-1,500 RWF/d (\$1.3-\$2/d) depending on the job and most women consulted initially joined the operation through these positions. With downsizing associated with metal price declines, many women shifted to panning tailings on an individual basis. Through production of 2-8kg/p of coltan concentrate per week, women can earn 20,000-40,000 RWF/wk (\$26.7-\$53/wk) and as much as 80,000 RWF/wk (\$107/wk). Clearly, the inefficiency of the sluices used by sluicing teams work in the favour of women, and given this, possibly combined with the negotiated manner in which proceeds of team production are distributed, many women expressed a preference to work individually and notably seemed largely uninterested in other jobs at the mine. Strangely, management reported that women work only 3-4 d/wk but all women stated that they work 6 d/wk.

As found at the Habatu Mine, women face challenges with the stigma associated with work at the mine, to the extent where a local church at one time prohibited women mine workers from attending services and participation in activities because of the perception of them as sex workers. Women miners cited impressive use of savings from mine work, from setting up running water in the home to building their own houses to paying for health insurance for all 6 family members. Many are also engaged in local savings groups. *"Now they see us as the same as a nurse or teacher going to work."* Although most women consulted are single, divorced or widowed, those few women miners who are married to non-mining spouses described how they convinced their husbands to allow them to continue working by demonstrating contributions to family development (e.g. home improvements, school fees). Those women that have persisted at the mine have clearly made in-roads but stigmas concerning women working in mines likely continue to play a role for women seeking jobs in the sector.

The H&B Mine is similarly organized and formal as Habatu, although management was somewhat more positive concerning gender issues than its neighbour and seem likely to take on supportive measures recommended by Pact, the Government or others. Despite this, the company does not have a clear gender policy and perceptions concerning women's capacity to work underground are additional impediments. Furthermore, the company has recently purchased and is installing a large capacity shaking table. If used solely for concentrate upgrading, then it may increase company profits considerably. However, the size of the table suggests it could also be used to reprocess tailings from sluices, which would render women's panning jobs obsolete. In this case, a strategy to mitigate job losses will be needed and - once given simple instructions 3-5 women could at the very least be employed to operate this technology.

### **Gifurwe Wolfram Mine**

Located in Rwengabale Sector of Burera District in north-western Rwanda, the Gifurwe Mine commenced operations in 1937. Following sporadic operations by a series of companies, the Wolfram Mining and Processing Co. (WMP) has taken over the mine since 2007. When WMP took over, their investment created employment for 1000-1300 men workers who increasingly became more formal as the company established requisite systems and structures, including those required under certification. As one of the BGR target mines under its Certification of Trading Chains (CTC) Project, inclusive of those helping companies establish gender policies, since 2010, WMP had previously made efforts to address gender via outreach mainly lead by one women miner (and former school headmistress) who conducted community sensitizations with local leaders and initially formed an all-woman team of 40. The number of women miners subsequently grew to 120, representing 10-12% of the workforce, and women joined mixed teams.

Due to severe drops in tungsten prices<sup>4</sup> (and despite company interests to continue high levels of production), a large proportion of workers discouraged by lower revenues from work left their jobs in the mine. Currently, the workforce stands at ca. 800, just over 20 of which are women (3% of

<sup>4</sup> The ground price wolfram concentrate purchase prices dropped from 2,100 RFr/kg to 1,400 RFr/kg in this time period.

workers)<sup>5</sup>, which has had repercussions on the company's capacity to undertake activities (including related to gender promotion) beyond normal operational requirements.

Gifurwe is the largest and most formally organized of the operations assessed during the field program, with many of the systems provided under the CTC program and traceability requirements currently in place. Payment of individuals' directly into their bank accounts after deductions of health insurance (3,000 RWF/p/yr, ca. \$4/yr) and social insurance (5% of earnings paid by the company and 3% by workers). As outlined under CTC's occupational health and safety (OHS) system guidelines, the company provides induction training for new women and men workers, who work on a trial basis (and are paid as casual labourers) for 3 months prior to permanent employment (where payment is largely based on shared production). Those engaged in underground drilling and blasting receive more intensive training as well as refresher training on an periodic basis. Management reports that several women have received training in drilling and blasting but many that had been trained left as tungsten prices dropped or as they married. The company also has an OHS Committee in place (including representatives of workers) and teams of trained first aid workers but many functional roles are now incomplete due to departure of trained workers.

Jobs and functions are mainly divided along gender lines but Gifurwe's efforts to employ women have yielded unique contradictions concerning the belief that women can't work underground. In addition to one woman currently supervising (and trained in) drilling and blasting, another woman supervises timbering teams in one of the five large tunnels. When queried about women performing drilling jobs, the Chief of Exploitation responded that some women are using a jackhammer with jacklegs (which bears the weight of the 20-30kg hammers) as it is *"guided by technique, not strength"*.

Most women still mainly rely on "traditional" roles in the mine (in panning and hauling) and this – together with induction training by the company – was their point of entry to mine work and means of exposure to other jobs and tasks in the mine. Even for those women working in underground extraction, panning of tailings continues to be a fall back when the mine is not producing ore. When asked if they would prefer to do other jobs in the mine, some women responded that they were willing to try different jobs with training. One senior woman miner indicated that she would prefer to have a job that provided regular daily pay (e.g. cleaning).

Work is organized under sub-sites supervised by salaried *capitas* (1 of 7 is a woman), who oversee the work of sub-contractors (3 of 18 of which are women). Sub-contractors are responsible for recruiting and supervising workers in their crew, typically numbering 20-30 members. Women typically work on mixed teams of men and women that are more commonly structured across the entire production process (digging, hauling, crushing, sluicing, panning etc) rather than in smaller units (e.g. extraction teams, sluicing teams) as found at other sites. Unlike at the H&B mine, women expressed that work on teams is more lucrative than individual work, citing production of ca. 15 kg/mo (ca. 22,500 RWF/mo, \$30/mo) as an independently working panner compared to 20 kg/mo/p (>30,000 RWF/mo) or more while working on a team. Although familial and personal ties ease entry to teams, some women reported needing to pay sometimes even greater amounts to team members (e.g. a goat, crate of beer equivalent to ca. 5-10,000 RWF or \$6-14) than men because they were perceived to be weaker contributors. Ironically, because women were viewed by management to be willing to work anywhere on the site while men focused on high grade, slower to mine veins, they were believed to be more productive (as affirmed by company production statistics). Additionally, (and unbeknownst to the company), approval and presumably some unofficial "token payment" is also required to be paid to a vice-manager on the order of 20-30,000 RFr (\$24-\$40), which given incomes represents a significant portion of savings.

Management has remarkably established a separate suggestion box specifically provided for women to address their concerns and indicated that women workers wanted training to help them feed their children in order to avoid malnutrition, on family planning and HIV/AIDS prevention. Unfortunately,

<sup>5</sup> Production declined alongside this drop in the labour force, from 8.5-12 tonnes per month (tpm) to 3.5-6 tpm at present. Numbers of women are expected to increase following the harvesting season.

planned activities to facilitate local health workers to conduct sensitization campaigns to respond to these priorities and establish separate bathrooms for men and women at the site have – undoubtedly together with many aspects of mine operations – been impeded by low metal prices and decreased production with the declining workforce.

Even in the absence of funds for implementation, management seems to be more gender responsive and aware than many companies. The Chief of Exploitation's response to queries about women's employment strategies was "*Of course, we follow government policy. We have that target*". He added that that, *first*, they need to create safe underground working conditions and "*take away the fear*" of that work, particularly as surface mining activities have ceased and all extraction is shifting underground<sup>6</sup>. Second, the company needs to collaborate with local leaders to mobilize women. Such local coordination was also cited by the mine manager. When queried about harassment or discrimination, the mine manager cited an example that women were being excluded from integrated production and processing teams and called on village leaders to sensitize the community. In reference to the challenge of young women leaving the mine work upon marriage, particularly to non-mining men, the company additionally recruited local leaders to sensitize husbands on the benefits of their work and more broadly try to change mindsets concerning mining as "men's work". They additionally encouraged women to form a savings association, contributing seed money of 200,000 RFr (ca. \$265), but the system collapsed as debt-owing women members left the mine when prices dropped.

Despite this, of those permanent, salaried positions available (e.g. in management and administration, plant or mine managers, technicians), only 1 of 18 company positions are held by a woman (the secretary). Furthermore, gender attitudes are not necessarily ingrained in company culture. For example, the (non-Rwandan) manager of the semi-mechanized processing plant, which provides two daily shifts employing ca. 20 workers, has explicitly and vocally expressed that he, according to one plant worker, "*only wants strong men who can work any time of the day*". His opposition is widely known such that "*they (the women) know only men are allowed to come so they fear to ask (for a job in the plant).*" These jobs are some of the least labour intensive and low risk at the mine, provide consistent income (1,000 RWF/d, ca. \$1.3/d) and require only meagre technical training to master.

Given attitudes of company management, as evidenced by its prior efforts, WMP could become a best practice example for gender and 3T mines with some guidance and support for development and establishment of gender policies, programs and recommendations (e.g. related to vocational training programs, formalization of gender policies, etc). Notably, WMP (as well as Rutongo Mines active in another region) is establishing a vocational training program for current and prospective miners associated with its cassiterite mine in eastern Rwanda, where it is planning to send some miners (including women) for training. It would be particularly useful outcome (as suggested to the company) if they committed to training 30% women as a means to progressively moving towards national 2020 targets.

### 3.1.2 DRC

Mining areas visited in Eastern DRC (Katogota, Nyabibwe and Rubaya) all have a strong presence of Pact and SAESSCAM, well established systems of traceability and exhibit a number of insightful similarities and differences.

#### **Katogota Cassiterite Mines**

Located in Uvira District in South Kivu Province of DRC, the Katogota area consists of 3 extraction sites (Mai Ya Moto, Mukamba and Kinyenya) within an area covered by savannah-type vegetation ca. 5-7km from Katogota trading centre. Petty trading is extensive and the often-flooded road to the mining area is a flurry of activity marked by women, men and few boys and girls walking, bicycling or taking motorcycles from the trading centre to the mining area.

<sup>6</sup> Indeed, women consulted in FGDs described procedures to identify and report unsafe working conditions to supervisors, call for timbering teams to stabilize underground tunnels and get technical advice if they were unsure.

Katogota is licenced as an artisanal mining operation, governed by COMADEBU, a miners and agro-pastoralist cooperative enthusiastically led by Claire Kayange. An experienced trader of various goods between Burundi and DRC, Mama Claire started the cooperative with her husband in 2013 in an effort to get involved in the mineral trade. As the first woman-run cooperative, the Provincial Steering Committee (CPS, see Section 3.2.3) obtained a grant from a CPS-established development fund (called Basket Fund) to build a school in the main area where Mama Claire's presence is most intensely felt.

Despite assertions by one South Kivu-based NGO that women were not involved in mining in the Katogota area, women were found to work mainly in crushing (using small metallic mortars and pestles) and extensively in hauling and washing ore with basins. Most women are self-organized into groups based on main roles (transport, crushing, panning, trading and restaurant groups), described in Section 3.3.1. Despite the softness of the host rock and shallow depth of pits (ca. 5-10m max), extraction sites are mainly owned and operated by men, who determine who can work within their digging crews. One woman who was involved in mining since childhood saved enough funds to buy a small "plot" from the Mwami (traditional chief) and artisanal mining card, obtained approval from the cooperative, and now owns her own pit, and hires workers to haul, crush and pan ore.

Payment of transporters, crushers and (with the exception of tailings in rivers) panning is based on weight, according to the women pit/team owner, provides enough for "*women (who she hires) to buy some soap*". This reportedly amounts to ca. 1,000-1,500 CDF (\$1.1-1.7) for a 25kg sack crushed within 1-2 days, or 500 CDF (ca. \$0.6) per 25kg sack panned (with individual capacity to pan ca. 4 sacks/d). Diggers working in teams of 6-8 divide a percentage of production at a ratio of 50:50 shared with the pit owner, however, this division follows the owner's deductions for investment and management costs<sup>7</sup>. These include acquisition fees (to Mwami and to buy the artisanal mining card), payment of labourers to remove overburden (non-mineralized soil or rock), basic tools (hammers, picks) and, in some cases, lunch for workers. Although timbering was reported at a neighbouring production site and the cooperative had purchased a currently non-functioning water pump to dewater pits (to counter this major production constraint), no other major investments were observed.

Currently, Mama Claire's leadership of COMADEBU is being challenged by one of the prominent men in one of the mining areas who, it has been suggested, may replace her or may seek their own artisanal licence across their extraction site. As discussed in Section 3.3.2, the women traders group also seems extremely well organized and, with some support, would be well positioned to obtain their own artisanal licence as a cooperative.

### **Nyabibwe Cassiterite Mines**

Located on the main road between Bukavu and Goma, the bustling town of Nyabibwe in South Kivu exemplifies a local economy thriving on the mining sector. Low metal prices have reportedly hit all facets of the community hard. Nearby mine sites are controlled by two cooperatives, COMIKA and COMBECKA, whose artisanal licences are encircled by a state mining company held exploration licence.

Cassiterite ore extraction is undertaken solely by men in deep underground pits and tunnels near the top of a steep hillslope. The cooperative grants pits and provides capital to (mostly) individuals who prospect and find mineralized veins in exchange for a (presumably negotiated) percentage of production and deductions for the loan payments. A verbal or written memorandum of understanding (MOU) is established for this purpose. Extraction is overseen by a Chief of Pit, 12 of the 40 of whom are women who – because of their "inability" to go underground, typically work in partnership with a man. The Chief of Pit shares production with the diggers, with miners typically earning ca. 63-90,000 CDF and up to 180,000 CDF per week (\$70-\$200/wk). Even men report that it is very difficult to join a digging team unless they are there at the outset of activities or can raise sufficient funds to buy-in (e.g. a goat or crate of beer).

<sup>7</sup> Diggers incomes are unclear and, given high levels of illiteracy and innumeracy combined with a large number of lingering, unemployed young men in the area, workers likely divide (between teams of 5-8) percentages of production on the order of 10-20%. One pit leader estimated daily incomes of diggers of ca. 100 DRC francs/day.

Ore is hauled down the exceptionally steep hill slope by women and men in sacks for a negotiated fee, typically on the order of 500 CDF (\$0.6) to 1000 CDF (\$1.2) for a 25kg or 50kg sack, respectively. Given the arduous work and low pay, transport is viewed by both women and men as the worst job. Mainly men perform crushing, receiving ca. 6,000 CDF (\$6.7) per 25kg sack or 2,500 CDF (\$2.7) for a 10kg sack. One woman was observed crushing also and reporting crushing up to 2 sacks per day on a good day. Sluice operators earn a negotiated payment of 500-1000 CDF/25kg sack. Experienced sluice operators can process 12 sacks per day worth 6-12,000 CDF/d (ca. \$6.7-\$14/d) and, although it pays less than digging, clearly provides a high income for comparatively low risk.

Given beliefs that women are incapable of undertaking processing roles, the majority of women at the site undertake trading, buying tailings for ca. 9,000 CDF (\$10) per 50kg sack of tailings or (for the very few that have the resources) good quality ore for ca. 18,000 (\$20) per 25kg sack or more as negotiated. Each sack typically yields between 0 and 5kg of cassiterite concentrate sold to negociants at ca. \$3.5-4 per kg depending on whether the product was coarse or fine. These economics clearly indicating the narrow profit margins (or losses) and gamble taken on by the trader, who nevertheless plays a crucial role in the production system. If a sack of tailings is purchased for only \$10 and \$0.6 is paid for sluicing, then over 3 kg of concentrate must be produced or the trader is in losses.

Both cooperatives are seeking external partners and are struggling with low production but lack the common vision needed to join forces in these efforts. Primary members of the cooperative are pit owners. Other workers are loosely viewed as "affiliates", who are nevertheless reported to be consulted via monthly meetings with cooperative management. Such meetings were reportedly prompted following outcries of mine workers following unsuccessful attempts to mechanize (with excavators, balls mills) provided by a previous partner/investor through an attempted off-take agreement. In order to counter women's exclusion (amounting to near expulsion) that resulted when the cooperatives were formed, ca. 30 women traders came together in 2011 to form a women trader's association (AMOPMIKAN) as a means to lobby for their access. Currently, AMOPMIKAN is comprised of over 100 members and the association is seeking to become a cooperative but, according to its chairwoman, *"The men don't want it. They are putting up barriers."* (discussed in Section 3.3.2)

SAESSCAM has an office staffed in the town and at production sites by 9 male officers on site led by a seemingly very experienced mining engineer. Given widely expressed underground stability, flooding and ventilation issues, the officers reportedly provide some technical support to the mine by way of inspection of (if reported) areas at risk of collapse and assistance in timbering and recommendations (e.g. to purchase air compressors to increase airflow). This role contradicts that of some women in the sector who state that *"they (SAESSCAM) don't advise anyone on anything."* The officers seem to share the prevailing views that women are ill-equipped to undertake sluicing and panning (let alone extraction), suggesting that sluicing may cause physical ailments impeding women's sexual performance and creating problems at home but they are good at hauling because they are *"used to it"*<sup>8</sup>. When queried about any efforts undertaken to advance women according to the one of 11 SAESSCAM objectives, officers seemed unaware, responding *"you must talk to the (provincial) office."*

### **Rubaya Coltan Mines**

Located in Masisi in North Kivu, Rubaya is the most populated site assessed, worked by over 3,000 mineworkers on tantalum-bearing pegmatite deposits spanning ca. 10km. While the town of Rubaya clearly depends on mining activities, the mine is also encompassed by a bustling hub of shops and bars, with products largely targeting the largely male workforce. Some vending activities extend to the immediate mine areas but are housed in more temporary, tarpaulin covered structures, where both women and men work. The area is managed by Cooperamma, who is working under agreement

<sup>8</sup> The Consultants has observed that the loads hauled by women and girls in DRC on roads, mountain paths and at mines, well exceed the weights found in other countries, in some cases estimated at up to 100kg for a woman and up to 50kg for a 6-7 year old girl.

of a Congolese-owned company Société Minière de Bisunzu (SMB Ltd), who holds the area licence, buys product from the cooperative and is developing a medium-scale, mechanized operation adjacent to artisanal activities.

Multiple sites are found across the area and managed by separate Cooperamma offices, each of which is typically comprised of an extensive network of poorly supported or unsupported tunnels from which tantalite ore is extracted and, in some areas, includes of a large number of 5-20+m deep pits (to remove of overburden until the pegmatite zones are encountered). Extraction is solely done by men using crude tools in extremely hazardous (weak) ground conditions. Transport of ore to processing areas is done by both women and men. Because of the nature of much of the ore (tantalite crystals found in brittle mica zones within soft kaolinite), most goes directly to sluicing although manual crushing (if tantalite is found with quartz) is also done, including (seemingly unbeknownst to most authorities in the area) by women who buy material and crush it manually (including using other harder rocks) at home or on site.

In some cases, pit owners also own the series of sluicing operations found dispersed across the hillsides. Investment of sluicing operations, each worked by teams of ca. 6-8 men, can be significant, including digging of large pits lined with plastic or tarpaulins as water reservoirs, construction of concrete sluices, wood and supplemental items. Water purchase prices were cited by one team owner as 450,000 CDF (or \$500) per day<sup>9</sup>. Water is channelled into the sluices together with ca. one thousand 25kg sacks (25 tonnes) of ore per day over a period of several hours. Despite high water costs, water is not recycled but is haphazardly discharged down the steep hillside into a large, heavily silted river. On a good day, sluicing teams yield ca. 2kg sold at \$25/kg each. Workers are paid daily, with 50% of production shared with the sluicing operation owner *after* multiple deductions (e.g. investment costs, loans for days where no production was made, management costs). As found in all the 3T sites visited, sluices appear to be extremely inefficient<sup>10</sup>, thus justifying the work done by the hundreds of men and some women re-working the tailings along several kilometres of receiving rivers.

Despite prior statements by various authorities and men miners alike about women's inabilities, women miners consulted *all* reported using sluices (followed by panning) in the rivers receiving tailings from the mine. Women either rework tailings in the immediate area or buy tailings from the sluices at the top of the hill, crush them further and then wash them. With the exception of one negotiant, all women consulted lacked diggers cards. Most believe that *both* women and children are prohibited from doing mine work and reported being "kicked out" by the mine police monitoring that portion of the site (a situation that representatives attributed to the police's difficulty in knowing whether a woman was underage or not). Women nevertheless said they decided to "*fight with them* (men)" to work in the area and report getting about 300-400 CDF (\$0.3-0.45) per day, presumably also requiring some form of payment to the mine police to gain access.

Cooperamma's task is daunting given the scale of activities in the area, composition of the massive workforce, many of which are disenfranchised men and boys in the area who are reportedly former combatants or residents of the large internally displaced people camp within Rubaya town. Hundreds of idle unemployed male youth can be seen across the area and competition for more lucrative work lends itself to exploitative pay and high costs (token payments) for entry. Nevertheless, Cooperamma seems to have made remarkable progress organizing exceptionally chaotic conditions. Supervisors appear to be present across all units of the mine. The cooperative had recently appointed a women's focal point whose role is to supervise women on the site, monitor and address the presence of pregnant women and women with children and discuss challenges faced by them at the site. Although Cooperamma management reports that the purchase price of concentrate is the same for men as for women, they observed that main issues reported by women relate to immediate financial needs (e.g. to deal with sick children or a husband, no capital to improve their activities, food) and volunteered

<sup>9</sup> This water cost makes no sense given other economics provided. Although clarification was requested (per day or more likely per month). The value could have been given by the sluice unit owner to justify deductions to team workers.

<sup>10</sup> Given the nature of the ore and types of sluices used, the Consultant estimated that tantalite losses to tailings are on the order of 40-50%.



that the jobs women get in the mine don't limit their earnings because "*sluicing is too hard for women.*"

Some members of the local CLS report that SAESSCAM could play a greater technical support role although they lack the resources<sup>11</sup>. SAESSCAM staffing levels are high, consisting of about 30 officers, one of which is a woman who reportedly faces discriminatory beliefs concerning her ability to tag material and so is rarely fielded to mining areas (thereby limiting her potential to increase her capacity further).

### **3.2 Stakeholder Mapping**

Key stakeholders are described in Sections 3.2.1 to 3.2.4 and mapped relative to their respective interest and influence in promoting gender equality in 3T mining in the GLR in Section 3.2.5<sup>12</sup>. Notably, stakeholder maps are inherently subjective and dynamic yet provide a useful basis to identify potential allies, develop strategies to manage risks created by potential detractors, target advocacy approaches and prioritize potential partners and/or beneficiaries.

#### **3.2.1 Cross-cutting and Regional Stakeholders**

Stakeholders, which crosscut each of the countries studies herein or are active in multiple jurisdictions of interest are outlined below. These are categorized according to: private sector actors and organizations; CSOs, NGOs and other Implementing Organizations; and regional and international bodies. Of note, the number of stakeholders is vast and only those key actors with currently mandates or activities specific to gender and ASM (or with considerable capacity to influence gender and ASM) are outlined.

#### **Private Sector Actors and Organizations**

##### Women Miners

Women miners are the main stakeholders in each country. Their interest in women's empowerment and safer more secure livelihoods is extremely high for the most part. Despite this, many women themselves play key roles in sustaining harmful beliefs, norms and practices that perpetuate gender inequalities and undermine empowerment efforts.

##### Men Miners, Spouses of Women Miners and other Family Members

Men and members of the broader community can have a high degree of influence on success of gender equality efforts at an individual, site and household level but – unless a critical mass of actors were mobilized – generally have limited influence on broader based change (e.g. at the level of government policy or company practices). Levels of interest vary widely but most findings point to a low degree of interest. In some cases, men miners may be detractors, particularly if they feel their jobs or threatened or traditional beliefs concerning masculinity are challenged by women taking on new roles and increasing their socio-economic status.

##### Mining Companies and Cooperatives

The gender attitudes of Rwandan mining companies and cooperatives vary widely between mines with attitudes of management playing key roles. Despite this variation, government targets of 30% women's employment in *all* sectors are widely known and all mines visited seem to be making some attempts to progress in this area. BGR's Certification of Trading Chains (CTC) project seem to have additionally created a foundation via support for establishment of company gender policies at those mines that benefited from targeted support, as exemplified by efforts at Gifurwe. Additional gender entry points are evident under efforts of certain companies (e.g. WMP, Rutongo Mines) to establish Vocational Training programs for miners. Smaller, less formal cooperatives would undoubtedly face greater challenges in implementing gender responsive policies and actions.

<sup>11</sup> SAESSCAM has continued presence on the sites and ongoing engagement with miners and the cooperative there and could (in theory) readily provide technical guidance alongside this with no additional financial cost. More likely, lack of technical capacity, personal motivation and limited accountability for fulfilling this aspect of their mandate are more significant factors.

<sup>12</sup> The nature of the Consultancy precluded assessment of all key stakeholders in the sector. This assessment of stakeholders therefore draws from the Consultants experience in the region and nevertheless provides a foundation for MFA and Pact to build upon.

### Private Sector Associations

Private sector associations, such as the Rwanda Mining Association (RMA), Uganda Chamber of Mines and Petroleum (UCMP) and Federation des Entreprises du Congo (FEC) found at provincial levels in DRC do have some capacity to influence government policy and their members, but their interests and priorities typically lean towards fiscal and legal challenges faced by their members. Although they may, in principle, be interested to undertake specific efforts related to gender and ASM, political will and financial and technical resources seem limited to do so. Under the UCMP, a Women in Mining group has been formed.

Other private sector organizations exist which may have somewhat less influence but whose priorities may more closely align with those concerning gender and ASM. These include the National Artisanal and Small Scale Miners Association (NASMA) in Uganda and the National Federation of Mining Cooperatives in Rwanda (FECOMIRWA). Although all are active to some extent in national and regional level policy dialogues and play some degree of advocacy roles, in the absence of some form of external support their impetus and resources to tackle gender and ASM as a priority seem somewhat limited.

### African Women in Mining Association (AWIMA)

AWIMA is constituted of members from multiple African countries (including Uganda) and seeks to empower women in the minerals sector. AWIMA receives some support from UN Women for participation in workshops, conferences and events and is seeking to establish country-level branches to help advance their networking role.

## **Government**

### Ministries of Mining

Mining ministries have the greatest level of influence and most indicate some commitments to prioritize gender on a theoretical level. However – as demonstrated by limited consideration of gender aspects in mining policies and laws and little or no investment in increasing the gender competence of mining institutions – the political will to effectively address gender inequalities suggest low levels of interest. Rwanda is somewhat more exceptional in this respect due to several years of gender promotion and supporting laws and targets.

## **Donors, Development Partners, CSOs, NGOs and other Implementing Organizations**

### Pact and Pact Partners (e.g. BEPAT)

Pact is fully integrated and respected within minerals sector of DRC, Rwanda, Burundi, Uganda and beyond. Furthermore, via their regional and site-based officers<sup>13</sup>, is reasonably well decentralized across the country (including by undertaking joint inspections with GMD and SAESSCAM inspectors in Rwanda and DRC, respectively) enabling them to have influence from grassroots levels to national and international policy levels. This, combined with their engagement in policy dialogues, relationships with key actors in government, extensive experience in and understanding of the sector and high degree of interest make them well placed to advance gender equality in 3T mining in the country. BEPAT is Pact's partner in the Kivus and is essentially viewed as an extension of Pact in all activities there.

### ICGLR Secretariat

Although temporarily located in Kigali due to unrest in Burundi, the Secretariat is based in Bujumbura, Burundi. The main role of the Secretariat, with respect to natural resources, is to support implementation of the 2010 ICGLR "*Regional Initiative against the Illegal Exploitation of Natural Resources*" (RINR). The secretariat mandate includes: (i) support to member states to establish and adopt the Regional Certification Mechanisms (RCM), which provides a OECD-DDG compliant basis for 3T certification for member states; (ii) establishment of a regional database on mineral flows; (iii) provide guidance for formalization of ASM; (iv) create an EITI peer learning mechanism; and; (v) establish a whistle-blowing mechanism.

Each pillar of the RINR has significant potential to contribute to gender equality in 3T mining, with key entry points identified in the *ICGLR Guidelines on Mainstreaming Gender in the Minerals Sector*. Notably, these guidelines are intended for use by all member states, but progress towards related

<sup>13</sup> Local Pact/BEPAT offices are staffed by mainly men with an interesting diversity of backgrounds, ranging from social scientists and economists to geologists and electrical technicians.

objectives has been slow, particularly when compared to other components of the RINR (e.g. RCM) and despite Member State obligations, including under the 2011 Kampala Declaration<sup>14</sup>.

#### GiZ

GiZ has been the main supporter of the ICGLR Secretariat and is now investigating key gaps and needs in Rwanda and Uganda in order to elaborate new program activities (DRC priorities are currently unknown). In collaboration with BGR (the technical arm of German support in the minerals sector), areas of interest include the advancement of ICGLR pillars under the RINR, inclusive of support for implementation of *ICGLR Guidelines on Mainstreaming Gender in the Minerals Sector*. As discussed with GiZ, as governments scale up ASM formalization efforts (and promote mechanization), they must necessarily take corresponding actions to achieve the 2020 target of 30% women employment (in Rwanda) and, across the GLR, consider gender implications of these and other actions. Gender is an expressed priority of GiZ for their next phase of work.

#### BGR

BGR has been engaged in certification and traceability efforts in the GLR for several years, including through their Certification of Trading Chains (CTC) Project. In Rwanda and DRC, they have trained government officers related to mine inspection and have provided direct facilitation to DGM and SAESSCAM to aid them in fulfilling their traceability mandates. They additionally conduct fieldwork, sampling and analysis associated with their 3T Fingerprinting efforts and provide technical support for mine standards, mine planning and improvements needed to advance artisanal miners to the small scale status. Notably, BGR is currently assessing broader, expressed technical needs of government in Uganda, Rwanda (and potentially other GLR countries, tbd), including those concerning other commodities (e.g. gold, industrial minerals), in order to develop their next phase of activities in the region. BGR has expressed a high level of interest in addressing gender issues within its projects and is well positioned to provide technical training of women.

#### World Bank

The Bank is supporting the *Growth with Governance in the Minerals Sector Project* (known as PROMINES) in DRC (2010-18). Among other activities, PROMINES is developing a National ASM Strategy (near completion), funding training activities for SAESSCAM at mainly national and provincial levels and supporting mineral policy and legal reforms (the latter of which seems to be at a standstill). The Bank is also supporting broad consultation processes from grassroots to national levels to inform development of a National Gender Action Plan (NGAP) in DRC, within which Pact has had some engagement. In Uganda, under the Bank/GoU supported *Sustainable Management of Mineral Resources Project* (2005-2011), "National Guidelines for Promotion of Gender Equality in the Minerals Sector" were developed (but have largely not been implemented), as well as a number of ASM support activities that culminated in a national ASM strategy. The Bank is currently providing limited support for minerals policy and legal reform processes.

Housed in the Bank's Oil, Gas and Mining Policy Reform Division in Washington, the *Gender and Extractives Unit* provides gender support to Bank projects in the minerals sector and has undertaken a number of activities related to research, technical advice to governments and support for dialogues and processes, among others. Housed within IFC, *CommDev* provides guidance and in-kind support to private sector on social and environmental aspects of the minerals sector and (based on their mandates and interests) would be positioned to assist proactive companies and cooperatives in the GLR to develop activities, programs and policies concerning women's empowerment and gender equality.

#### Partnership Africa Canada (PAC)

PAC has a number of initiatives targeting ASM in the GLR. Ongoing activities include technical support, training and guidance to the ICGLR Secretariat and Member States, creation of a civil society platform used for OECD-DDG related training and dialogue, and, under its "Just Gold Project" efforts to establish closed pipe systems for gold traceability, among others. Gender and ASM is a programme priority and PAC has supported related training and dialogues for government in eastern DRC and engaged in research with Carleton University in Rwanda, DRC and Uganda.

<sup>14</sup> Article 16 of the 2011 Kampala Declaration commits all ICGLR Member States to mainstream gender in its natural resources sector policies, including that governing the minerals sector.

### UN Women

UN Women (particularly via the East and Southern Africa Office, ESARO, in Nairobi) has taken on gender and extractives as a priority theme. In addition to current efforts to develop short courses on gender and extractives (with modules related to ASM), they annually sponsor a Regional Gender Sharefair focused on extractives in Nairobi and are currently exploring project entry points in the region. Country offices in Uganda and Rwanda have already received training on gender and ASM. Although UN Women seems to still be defining their strategic points of entry into extractives (and developing their internal capacity for this purpose), they seem likely to play an increasingly more influential role in the coming years.

### 3.2.2 Rwanda

Priority stakeholders with high levels of influence and/or interest concerning ASM and gender in Rwanda are highlighted below.

#### National Steering Committee

Notably, Rwanda does *not* have the provincial/regional or local intersectoral committees to oversee traceability, due diligence and security as found in DRC. They do have a national Steering committee comprised of government, police, military, civil society organizations (CSO's) and the Rwandan Mining Association (RMA), the Federation of Mining Cooperatives and Exporters. Although the committee is supposed to meet on a regular basis, reportedly they only meet if and when urgent situations arise.

#### Civil Society and Non-Governmental Organizations (CSOs, NGOs)

Women in and Affected by Mining Organization (WIAMO) is the only NGO working at the nexus of gender, mining and traceability in Rwanda. They continue to be active in dialogues at national and local levels and are widely known and respected in the country. Currently they are leading country research on gender and ASM in Rwanda in conjunction with an IDRC-sponsored project led by Carleton University (Canada) that spans Uganda, Rwanda and DRC. Active members of WIAMO have excellent understanding of gender issues at grassroots, policy and government levels although the organization faces a number of challenges with sustainability.

#### Government of Rwanda

For the purposes of stakeholder coordination and project planning, it is useful to outline the decentralized offices and units of government, wherein key agencies, departments, units and offices whose mandates may overlap those related to gender and ASM.

The *ICGLR Mineral Certification Unit*, located in the Rwanda Bureau of Standards, was set-up following Ministerial Orders to fight smuggling in 2011 and to domesticate the ICGLR Regional Certification Mechanisms (RCM) in 2012. All traceability information (logbooks, tags, and mine site inspection booklets) are centralized in the unit and certificates granted therein.

The Rwandan Government is decentralized as follows, with Women's Committees reportedly in place at each level:

- *National:* With key institutions including Ministries of Natural Resources and Environment; Ministry of Gender; Environment and implementing departments including the Department of Geology and Mines (DGM) under MNRE.
- *Provinces:* With positions including Governor, an Executive Secretary (responsible for finance) and Director of Good Governance.
- *District:* Inclusive of, but not limited to, a Mayor, 2 Vice Mayors (who are also responsive for economic oversight), Executive Secretary, Gender Officer and Environment Officer.
- *Sector:* Inclusive of Administrator responsible for budgeting, planning and administration, Education officer, Agronomist/Environment Officer, Social Affairs and Development Officer.
- *Cell:* Inclusive of an Executive Secretary responsible for finance and administration and Social Affairs Officer; and
- *Village:* Whose positions include a Chairperson and Secretary.

Despite overlapping and often complementary mandates, most functional roles related to gender are compartmentalized within the Ministry of Gender Promotion, which has had only marginal engagement in the minerals sector, mainly through the Women's Empowerment Department. Given

their significance in gender policy-making and oversight role of specific decentralized functions (e.g. related to sensitization campaigns), their increased engagement may help advance necessary changes in the minerals sector.

### 3.2.3 *DRC*

Additional priority stakeholders with high levels of influence and/or interest concerning ASM and gender in DRC are highlighted below.

#### USAID

A large ASM project in DRC is currently underway with a major emphasis on improved ASM governance via increasing the capacity of SAESSCAM to deliver extension services to artisanal miners (and is believed to also include direct technical training of miners in selected sites on a range of topics). According to SAESSCAM, training has already been completed on cooperative formation, sanitation and women's integration. Although the scope of the assignment precluded more comprehensive review of USAID's engagement in DRC, it is reportedly quite ambitious with respect to SAESSCAM capacity and, based on efforts in neighbouring countries, likely also seeks to influence ASM licencing systems. As such, ensuring these efforts sufficiently account for gender (and at the very least do no exacerbate inequalities) should be an important lobbying priority.

#### MONUSCO Gender Protection Unit (GPU)

Based in Goma, current training by the GPU of peacekeepers relates to perceptions of masculinity and how changing gender relations challenge traditional norms and beliefs. While it is likely that extending this reportedly extremely effective program, for example to mining police, is a big "ask", Pact would likely benefit from discussing the approaches and lessons learned with the GPU and potentially reviewing its curriculum to inform modules within the WORTH and Voluntary Principles Curriculum.

#### Civil Society and Non-Governmental Organizations (CSOs, NGOs)

Profiling the extensive number of CSOs and NGOs working in the spheres in human rights, development and environment active in the DRC is a massive undertaking beyond the scope of this assignment. Engagement with Children's Voice provides some guidance on the nature of activities while efforts of other NGOs (e.g. Heartland Alliance) are described in subsequent sections.

Children's Voice has experience in North Kivu in community programming related to reintegration of youth ex-combatants, vulnerable children, SGBV and women's empowerment (the latter supported by USAID in four eastern provinces). In relation to this, they have established vocational training centres, provided psychosocial support and worked in advocacy and protection. Children's Voice is staffed by 63 permanent staff and a number of temporary workers. Activities related to children in the minerals sector started in Masisi and Rubaya in 2011. Through participation on an OECD working group on child labour, they encountered and commenced collaborations with Pact in 2014. In a successful child labour project funded by Microsoft and Boeing and carried out with Pact in Manono, they jointly collaborated with government, the mining company, community and local CSOs to build community capacity (including training of parents, school leaders), conduct sensitization campaigns and run youth dialogues.

#### National Steering Committee (NSC), Provincial (CPP) and Local (CLS) Mining Committees

Provincial and local committees are primarily responsible for raising, monitoring, reviewing and ideally helping to resolve incidences of non-compliance with the OECD-DDG as well as monitoring activities of government and others involved in the sector. There are currently 4 provincial committees (North Kivu, South Kivu, Maniema, Katanga) who report to the National Minister of Mines' Groupe Thematique in Kinshasa. Provincial committees discuss the status of security and review incidents received from local committees within their areas during monthly meetings comprised of key stakeholders. Typically, lowest level incidents (level 3) are handled by the CLS while CPS involvement mainly focuses on higher level (level 1 and 2) infractions, with monitoring by the NSC.

In the event of an incident, the supply chain actors involved (e.g. agents, companies) are typically present and the nature of sanctions and responses to violations are discussed and actions followed up. Locally, 15 CLS are active in mining areas, comprised of local government leaders, security personnel, CSOs/NGOs, Mine Division, and SAESSCAM, who also hold monthly meetings with sector stakeholders. The nature of incidents range from acts of smuggling and misuse of tags to conflicts between communities and companies to occurrences of child labour. Such multi-stakeholder

meetings provide an opportunity to sensitize actors on correct procedures, build capacity on the law and OECD-DDG requirements and address broader issues facing the sector (e.g. environmental impacts). South Kivu has begun to publish a magazine to periodically sensitize stakeholders on selected issues and has established a “basket fund” to support development projects (e.g. schools) in mining areas. The South Kivu CPS is seeking to finance this with an (additional) levy on mineral production, a proposal that likely faces some opposition given current market conditions.

#### Government of the Democratic Republic of Congo (GoDRC)

The GoDRC is decentralized along lines of nation, province, territory, sector, chiefferie (sub-sector) and village. Key development offices (health, environment, water, social welfare, labour) are typically limited to provincial and territory levels with minerals sector oversight, regulation and support extended as described below. Notably, the Gender Coordination Unit at provincial level meets weekly and invites Ministers relevant to the issues being examined, although no specific engagement on issues related the minerals sector were cited by those consulted.

Key agencies governing the minerals sector are the Ministry of Mines under which activities of the Division of Mines (which carries out licencing and regulation for larger sector actors) and Services d’assistance et d’encadrement du small scale mining (SAESSCAM), the latter of which provides the most critical entry point for increasing gender responsiveness. Although they have differing mandates in the sector, the Division of Mines seems to have somewhat higher regard and influence that SAESSCAM, likely owing to the greater value given to larger investors.

#### SAESSCAM

As the agency mandated to support the advancement of ASM and its supply chains via technical support and training, inspection and regulatory compliance, and broader development, it is a critical partner for the promotion of gender equality in DRC’s 3T minerals sector. Four units/departments are present: technical and operations; financial; inspection and development services. SAESSCAM has offices at national, provincial, territory, sector and occasionally chiefferie (sub-sector) level. Coverage in North and South Kivu alone is extensive. North Kivu alone is staffed by 27 provincial officers (5 of which are women), and 69 staff in territory field offices (only 3 of which are women) located in Masisi, Walikale and Bene Butembo.

Integration of women in the sector is one of the agency’s 11 organizational objectives. With the PROMINES Project, Pact and the consortium for EAPE have carried out institutional and organisational capacity assessment for SAESSCAM throughout DRC. In conjunction with training on cooperative formation provided by TetraTech under a USAID supported ASM project, planned (but seemingly un-resourced) SAESSCAM strategies include sensitizing men to accept women working with them and integrating women in cooperatives and trading activities. Training has also been conducted by BGR on requirements of the RCM and OECD-DDG, risk analysis and fingerprinting. Agency representatives report, however, that on-the-ground support for implementation has only been provided through Pact/iTSCi activities. As an independent authority, SAESSCAM is supposed to receive 15% of royalties (depending on type of concession and extent of ASM activities in the area) to enable them to fulfil their mandates as well as 1% for legal services, but reportedly they receive minimal operating costs on the ground.

#### 3.2.4 Uganda

Additional priority stakeholders with high levels of influence and/or interest concerning ASM and gender in Uganda are highlighted below.

#### UNDP

With support from the ACP-EU, UNDP is currently initiating 3-year projects in 40 countries (including Uganda), concerning *Neglected Development Minerals*, such as industrial materials, construction materials, dimension stones and semi-precious stones. Although not specifically targeting 3T minerals, the project will target vulnerable persons (and women in particular) engaged in mineral production, including via technical training, and will have broader influence on policies and institutions governing ASM.

#### UNEP

Although only preliminary discussions have been held, UNEP has identified Uganda as a potential target country in which to support development *and implementation* of a National Action Plan (NAP) to support formalization of artisanal and small scale gold mining (ASGM). Although driven by the need to address mercury pollution associated with ASM, the approach shall address multiple facets

of formalization (policy, government capacity, miners capacity, organizational needs, etc) and finance initial phases of implementation. UNEP has expressed interest in integrating gender through NAP activities across Africa and, given that activities are in relatively early phases, this provides a point of entry to increase gender responsiveness.

#### Civil Society and Non-Governmental Organizations (CSOs, NGOs)

In terms of gender and ASM, most active organizations include: ECO (with extensive experience setting up and training women gold miners, conducting ASM studies and lobbying at national levels); EWAD (who has been active in ASM projects for ca. 10 years and oversees the Fair Trade Gold certification projects); and DRASPAC (who is currently undertaking research in gold and 3T sites on gender and ASM). Over the past year, a number of “new entrants” have diversified into gender and ASM.

#### Government of Uganda (GoU)

At national level, the Ministry of Energy and Mineral Development (MEMD) is currently engaged in policy and legal reform process and has, to some extent, engaged civil society (and gender ministries) in these processes. The Ministry of Gender, Labour and Social Development (MGLSD) has been engaged in gender and ASM mostly through dialogues but without programmatic development (although UN Women is now exploring entry points with them).

The GoU is decentralized along national, district, subcounty, parish and village levels, with key ministries (environment, development, health) having officers at district and subcounty level, some of which have had prior training in ASM under a previous World Bank/GoU supported project.

The Directorate of the Geological Survey and Mines (DGSM) has officers in four active regional offices but most functions relate to licencing and regulation. ASM is largely handled by the Mines Department and Inspection Department, wherein officers have been delegated in key roles (ASM, ICGLR, gender). Gender seems to be a higher priority at the level of technocrats rather than bureaucrats, although few resources are provided for implementation of ASM (including that related to certification) and gender dimensions therein.

A simplified representation of subjectively determined levels of influence and interest in advancing gender equality in 3T mining in Rwanda, DRC and Uganda are shown in Figure 1, below, and provides a basis for some recommendations presented in subsequent sections.





### 3.3 Discussion of Key Findings

Key findings from mining community and stakeholder assessments are structured in accordance with conceptual questions for the research along the four dimensions of gender relations as outlined in Annex 3. A broad range of findings from the assessment reaffirm those provided in the companion Desk Study report and so have not been re-elaborated in detail. This section highlights selected additional areas of emphasis for the purpose of additionally informing the recommendations to Pact and other stakeholders.

#### 3.3.1 Gender Division of Labour

Findings concerning women's and girls' roles, implications of these roles, organization of labour and constraints and opportunities to participate in various aspects of ASM.

##### *Roles of Women and Girls and Environmental, Occupational and Economic Implications*

As expected, women *mainly* work in the transport and processing aspect of ASM and are *largely* excluded from extraction (digging and hauling) activities. However, significant site-to-site variations were also observed:

- With the exception of a few support staff roles, women at Habatu Tin Mine are exclusively working hauling material from depths of ca. 150m while at the neighbouring H&B mine, they exclusively pan tailings or buy tailings and pay men to sluice them. Both mines are under the same ownership and limitations of roles (women underground and excluded from processing at one site and solely processing at the other site) are based on beliefs concerning women's lack of physical and technical capacity to perform other activities.
- Ironically, at Gifurwe, where WMP has invested extensively in induction and regular training of both women and men, women perform almost all roles at the mine, including using jackhammers with (weight-bearing) jacklegs to break rock underground and supervising underground timbering teams and drilling and blasting crews. Both Habatu and H&B Mines also use jackhammers with jacklegs but do not undertake these jobs, mainly due to beliefs concerning women's physical capacity.
- In DRC, women were not observed to work underground at any of the sites visited (Katogota, Nyabibwe, Rubaya) and again were excluded from sluicing jobs. At Nyabibwe, were even deemed to be incapable of panning. Despite multiple statements in Rubaya that women weren't working in the area and were unable to sluice, women were observed using sluices in the river at the base of the main extraction area.
- In DRC, only a few women were found to be involved in manual crushing (using mortars and pestles or small sledgehammers), the exception being at Katogota, where they seem to dominate almost all hauling, crushing and panning activities (no sluices were in use and may not be warranted given the low ore production volumes).
- Women who could not gain access to other mine work relied on petty trading of minerals, as was extensive in Nyabibwe, Katogota and (in the case of tailings) H&B and Habatu Mines. This involves purchasing ore from diggers or tailings from sluicing teams of varying (and often unknown) grades at a negotiated price, paying sluice operators to process the material and selling the proceeds to an agent in the town. All women consulted reported this as a high risk venture as the grade in material bought is unknown and, in addition to purchase prices, women pay men to process the material due to their presumed inability to do so themselves.

Economic implications of women constrained to lower paying roles in the mine are significant. The highest paying positions in both countries involved work in digging and on sluicing teams. Although trading is often viewed to be a "step up" from manual work, the petty traders take a high risk and some report often losing money. In Nyabibwe, the purchase and labour costs are sometimes advanced by the negotiant and – given that many sacks can yield next to nothing – many women have gone in to debt to their lenders, in some cases being imprisoned for doing so, or have sold off their personal assets.

Environmental impacts, not surprisingly, increase with the scale of operations, degree of formality and nature of the receiving ecosystem. All rivers in the immediate area of Rubaya are heavily sedimented, undoubtedly impacted tens of thousands of residents in the immediate area and downstream. Tailings are intentionally forced down steep hillslopes to enable use of water by downstream sluicing teams, invariably ending up in large rivers where both women and men are engaged in processing activities. Women and girls, who are primarily responsible for household food security and provision of water for household use, would be doubly impacted by traveling longer

distances to access cleaner sources and/or giving care to family members who become ill in association with sanitation and hygiene related illness. In comparatively smaller, company run operations in Rwanda, environmental management was not comparable to that employed in large scale operations but some systems are in place to control tailings, waste rock and water and no problems related to contamination of waterways were expressed by local women and men. Aside from a number of trees and vegetated areas in Gifurwe (where the company is planting trees to offset its use in underground timbering), the mine areas are almost completely devoid of vegetation, marking a clear boundary with agricultural activities.

Occupational safety risks are dependent on the task and measures taken to prevent, minimize or manage risks. Risks of fatalities and serious injury are highest for underground miners in deep extraction sites, particularly where no measures to manage ground instability are in place (e.g. Rubaya, Nyabibwe and some tunnels at Habatu Mine). Stabilization efforts in Gifurwe, including on-call timbering teams and clear communication to report support needs to management (used by and known to both women and men) provide an excellent example of good practice.

Hauling heavy loads has been shown throughout the sector to cause musculo-skeletal damage resulting in chronic back pain and – as the lowest paying job at mines – was expressed by women in DRC sites as the least desirable job (undoubtedly reflecting the lowest pay for the greatest efforts). Chronic dust exposure can cause serious respiratory disease (e.g. silicosis) and protective measures for this (e.g. dust masks), as well as for other jobs at the mine, were only observed for both women and men in the Rwandan mines. Chemical compositions of ore (and therefore dust) are unknown at the sites but some 3T mines can contain elevated concentrations of radioactive elements (which was suggested to be an issue at Rubaya) increasing risks further. Occupational health considerations specific for pregnant women are discussed further below.

Few girls and boys were observed in mine work, likely as a consequence of extensive child labour sensitization campaigns in both countries. Girls and boys were, however, seen selling goods adjacent to mining areas and, particularly in the case of girls, looking after babies and small children. In DRC, girls (and women) were observed hauling obscenely large loads (i.e. a 7 year old girl appearing to carry ca. 50kg load of potatoes alongside her mother carrying what appeared to be ca. 80-100kg sack).

#### Constraints to Participate in and Benefit from Different Aspects of ASM

Beliefs of both women and men concerning women's physical and technical capacity to undertake certain jobs are, by far, the most significant factor constraining women's access to different jobs at the mine. Beliefs concerning women's lack of capacity to undertake higher paid jobs as sluice operators and on sluicing teams are reinforced in multiple ways. For example, in Nyabibwe, when queried about whether women have tried to reduce their financial risks by processing ore themselves, a woman trader responded that "*women were weak*" a sentiment echoed by SAESSCAM representatives and most men consulted on-site. One SAESSCAM officer further suggested that women's participation in sluicing would physical impair their sexual performance but their bodies were used to the arduous, low-paying job of hauling ore. At Habatu Mine, Rwanda, a few women were allowed to join teams "*failed to keep up*", likely because they had limited or no training, limited prior exposure to the specific requirements of the task and few opportunities to practice and develop the requisite skills.

Ironically, in each locality, women were undoubtedly undertaking equally or more physically arduous tasks which were afforded lesser value and lowest pay. These include hauling loads of 80-100kg for several kilometres often uphill (Rubaya), loads of 30-70kg down steep, rocky mountain faces (Nyabibwe), hoisting 20-30kg sacks up narrow tunnels for hours in a day (Habatu), and panning basins of ca. 20kg of material in crouched positions for several hours in a day (H&B, Kikagati, Katogota).

From experiences in other countries, where women can often be seen operating (often better functioning) sluice boxes<sup>15</sup>, women and men have expressed the reduced work burden associated with sluicing and increased incomes associated with greater production capacity. Specifically, within the course of two hours, a sluice box operated by a team of 3-4 can process the same volume of material that can be undertaken via panning by the same operators in an entire 8-hour workday.

<sup>15</sup> Women's use of the sluice boxes is more commonly observed in the gold sector but, according to Hayes (pers. comm) has also been seen in a number 3T mine sites. The methods are virtually identical.

This significant implications of beliefs is discussed further in Section 3.3.4: Norms, Beliefs and Values.

Another major constraint relates to the implications of the law banning pregnant women from undertaking any work in the mines. This law has been arbitrarily interpreted differently in different localities having dire consequences for women trying to work at and even access mining areas. Mine Police in some localities seem to have interpreted this legislation to apply to *all* women who *might* be pregnant. The law has been extended by site authorities at many mines to ban pregnant women even engaged in petty mineral trading (which constitutes standing and watching someone process minerals and then buying them) and other economic activities (e.g. selling avocados) in the area. In Rubaya, the local mining committee (CLS) has also arbitrarily decided to extend the ban to older women (without specifying the criteria and mandate to do so). The misguided enforcement of this law seems likely to be used as a means for mining authorities to extort money from women miners for access to areas, provides a justification to abuse them physically, verbally or otherwise seems high and increases their vulnerability further. In Nyabibwe, in conjunction with Heartland Alliance's activities to form a women's cooperative to advance alternative livelihoods, extensive sensitization was done in the community on child labour, babies on site and the ban on pregnant women but *not* on women's right to work in mining. Even some provincial mines ministry officials have recognized that *"the wrong interpretation of the pregnancy law is against the intention to empower women"* indicating that in some cases, local and international NGOs have played a key role driven by their beliefs that women shouldn't be in mining.

In both Rwanda and DRC, the implications of the resulting financial hardships caused by this exclusion or expulsion can be severe, ranging from failure to pay school fees to malnutrition of women and their children. As stated by the Chairwoman on the cooperative of women traders in Nyabibwe *"they (pregnant women) mostly just stay at home. They have nothing."* In stricter jurisdictions such as Rwanda and Uganda, where children's mandatory education is broadly enforced, parents face fines, sometimes posing even greater challenges to household food security. Reflecting just one of the most dire situations, one women miner in Rubaya is 19 years old, has 5 children, no parents or family, no land and was abandoned by her former husband, thus, alternative survival strategies are clearly limited.

Health risks to the foetus was seemingly the justification for the introduction of the bans but the law was strangely not informed by any means of occupational and/or health risk assessment. Indeed, any thorough assessment and comparative analysis of risks would likely indicate that jobs such as panning, hauling light loads and, in more organized, semi-mechanized operations, working with shaking tables or feeding vibrating screens (particularly in the absence of dust and noise generating crushers) presents a far lesser risk to the unborn child and mother than hauling 50 to perhaps 100kg loads for several kilometres up and down hills, hoeing or harvesting fields and extreme malnutrition due to impoverishment. Not surprisingly, some women miners in Rwanda voiced that they would be better off if the law allowed for pregnant women to continue undertaking some light work.

In WMP's Gifurwe Mine in Rwanda – the most advanced and seemingly gender responsive of the mines visited – the company seems to have a strong technical understanding of different risks to pregnant women of different jobs and tasks (i.e. noise tolerance levels of a women being 5dB compared to a baby's tolerance of 3dB) and management voiced awareness (without prompting) of the implications of maternity leave on women and their families. Likely as a testament to company communication systems, women also were aware of risks to the foetus imposed by high noise levels, stating that most women left work when they were 3 or 4 months pregnant because of the blasting (although on further discussion, some hid their pregnancy and continued to work longer to save money for their time off). However, this situation also creates a liability issue. WMP recognizes that their insurance does not apply for *"two people"* (i.e. a woman and her unborn child) and pointed out that the current social insurance system does not provide for maternity leave.

In any event, government and some partners in Rwanda and DRC have proven to be remarkably adept at putting in place enforcement measures concerning pregnant women. It would be remarkable if such a degree of commitment could be extended to clarifying the terms of this law, sensitizing and holding those in charge of enforcement accountable *and* enforcing other laws concerning domestic violence, exploitation, discrimination, forced marriage, sexual harassment and other forms of SGBV.

### 3.3.2 *Participation and Decision Making*

Women were observed to be members in a number of forms of organizations with varying levels of participation as needed to contribute effectively to decision-making.

### Cooperatives

The challenges of elite capture of cooperatives were described in the comprehensive desk study on *"Gender Dimensions of Tin, Tantalum and Tungsten Mining in the Great Lakes Region"* and were re-affirmed through the field program.

Although mines visited in Rwanda consisted of reasonably well-organized, company-run operations, reportedly Rwandan cooperatives face similar challenges as those in DRC. Although in some cases, "board members" are former diggers who now supervise or own shafts and pits, cooperatives are essentially operated as small companies (often spearheaded by entrepreneurs) wherein "members" are essentially labourers (both women and men) paid by production or on a casual basis who seem to have little if any influence on decisions of management. Who is *supposed to be* a member seems somewhat contingent on interpretation of the law. For instance, at many sites (e.g. Gifurwe, Nyabibwe), all mine workers regardless of role (including haulers and other casual labourers) were naturally considered to be members or "affiliates" (but are not necessarily formerly registered as such). Conversely, in Katogota, only pit or team owners are members of the cooperative, with other mineworkers viewed to be simply casual labourers. As voiced by a senior government mines officer in the DRC *"The big problem now (is that) three or four people with money form a cooperative, they (mineworkers) are members but they are held hostage."*

Roles commonly providing the greatest employment of women – in hauling ore, occasionally crushing, hauling water and panning tailings – are largely considered to be work of "casual labourers", whose purpose in production merits the least value. In many cases, teams are constituted at the extraction level separately from the recovery level (i.e. sluicing teams) but these essential inputs (hauling ore and water) are regarded as incidental to production and those undertaking these tasks are sometimes not even considered to be members of the cooperative. The disenfranchisement of "the masses" often also applies to men, particularly where competition for work is extremely high (e.g. Rubaya) and hundreds of idle young men seeking work are evident. However, additional gender-based barriers (beliefs concerning suitability of certain jobs for women, socio-cultural constraints to voice, etc) provide additional challenges for women.

In Rwanda, the number of women in mining (not necessarily number of women miners) reportedly increased once efforts to establish cooperatives were in place, many of which include women members in higher positions. Some have suggested that – even though women in such positions may not be miners – the fact that a woman's voice is being heard at this management level has contributed to some change in the mind sets of others concerning women's participation in the sector. The representativeness to women miners of women in such positions in cooperative leadership, however, likely varies depending on the individual women empowered to take on such positions.

Furthermore, the trend suggested above contradicts findings in Nyabibwe, DRC, where one woman negotiant stated that women were more active in mining until cooperatives were formed by men and women were *"left out (because) men don't want women involved... and want (women) excluded from the entire mining area."* Since opposition of this by the women's association, AMOPEMIKAN, women are now allowed to do *"small things"* (i.e. buying tailings and selling concentrate) but are still excluded from other work.

In DRC, holders of the essential "diggers card" is meant for application to all roles but (due to costs and bureaucracy) seem to be mainly held by team leaders/pit owners that are more likely to have a seat at the cooperative table. In Rubaya, women who lacked diggers cards and lacked position on teams (and protection of card holding team bosses) seem to not only lack a voice, but be subject to exploitation or expulsion from sites (e.g. by mine police and other authorities). Notably, in Rubaya, the cooperative has appointed a focal point for women who is responsible to set-up lines of communication with women miners. Support to form one or more associations (e.g. via the WORTH program) would make an excellent contribution to strengthening these efforts.

Under the recently instituted OHADA, signatory francophone African countries will invariably need to make reforms given definition of "cooperatives" as "companies". This bodes well with the principle that the more rights (e.g. rights of ownership of a quasi-common resource) comes more responsibilities (e.g. in terms of decent working conditions and other labour rights of "employees"). However, whether this will provide an entry point for miner-owned and operated associations to control artisanal mining rights or whether it will simply affirm non-miner ownership of ASM areas

remains to be seen. In any event, the specific terms of OHADA require scrutiny to determine implications for artisanal miners, their rights and gender dimensions therein<sup>16</sup>.

### Women's Associations

Many women participate in village and savings and loans associations (VSLA) formed in groups according to job at the mine (e.g. Katogota) or within the broader community (e.g. women in all 3 Rwandan mines). In all cases, women saw considerable benefit from these organizations, typically participate actively in regular meetings and yield economic benefits in the form of small loans.

In Nyabibwe, women traders have formed a traders association (AMOPMIKAN), led by a prominent woman negotiant, Mary Louise Suizike. At both mine sites in the area, the association members are divided into two groups, which meet separately every Monday and the entire group of over 100 member meet jointly on a bi-monthly basis to discuss life, development issues, concerns and constraints as well as to give loans *"to those who need it the most"* (e.g. women jailed for debts to negociants, urgent household needs, women sick from transporting ore). The organization collects member contributions of 500 Fr/mtg at two meetings per month providing resources of 100,000 Fr/month which are loaned to 4 women monthly (selected by the group) on a rotating basis in amounts of 25,000 Fr/loan, paid back with 5,000 (20%) interest. This, combined with the status and influence of the association leader in the community, may provide a means to vet issues to the cooperative controlling the mining area and increase training and access to even more lucrative work.

In Katogota, women miners have formed five women's groups along lines of their functions in the mine (i.e. traders, panners group, transporters group and restaurant groups), within which they operate group savings and microcredit activities (e.g. VSLAs). In some cases, women miners report working in small groups of 2-3 and rotating contributions of earnings daily to enable that day's recipient to acquire a sufficient amount for that day. In other cases, small teams of women will pool resources to buy a sheep or other animal, resell it once it has grown and divide the profits. The most successful VSLA seems to be a group of 25 women traders (Organization of Women Traders), which has a president, advisor, secretary and has been active since 2013. The group meets every Thursday and grants microcredit to individuals on request in the amount of up to three times their contributions to the VLSA, repaid within a month at 10% interest. At the end of the year, group members divide the groups cash holdings and restart the process the following year. Through such organizing and following the establishment of the umbrella cooperative COMEDABEU, the women stated that they now *"feel free to take on all activities of men"*.

These associations and groups seem to have significant potential to ensure women's voices are heard with company/cooperative management, and additional efforts to increase their advocacy capacity and improve attitudes of cooperative, company and government leaders to value their participation.

### Companies

Few women hold prominent roles in companies consulted. However, some companies are trying to create mechanisms to increase women's participation and communication of concerns. At Gifurwe, women have separate suggestion boxes and the company has previously attempted to set-up women's association, including to promote group savings (prior to the decline of prices and exodus of both women and men miners). At Rubaya, cooperative management has appointed a woman's focal point, who has responsibility to consult women at the mine and could be well positioned to support some sort of association therein for this purpose.

### Household Decision Making

As described in Rwanda, some women were able to convince their husbands to allow them to continue at the mines by citing their contributions to the family. These include payment of school fees, health insurance, home improvements, land and livestock purchases, capacity to pay labourers to undertake their traditional cooking, cleaning and farming roles and in some cases amassing additional savings for emergency purposes. When asked whether they would prefer work in farming, many women adamantly affirmed they were much better off than women in farming, including compared to those women growing commercial crops (e.g. coffee). Almost all married women miners indicated that decisions about money they earned were made together with their husbands, however, as one gender researcher stated *"when they (women) work with their husband at the mines then he understands, but when it comes to the money (he keeps it)." Nevertheless, these financial benefits seem to be a*

<sup>16</sup> As of the time of report completion, the Consultant has not fully scrutinized the terms of OHADA. Given its implications for ASM in francophone countries in Africa, a rapid review and minor amendment to the comprehensive desk study report is proposed.

major factor in transforming negative perceptions about women in mining held by family, neighbours and community and increasing household bargaining power.

Although women who are active in mining may garner some acceptance by men miners, some of the same men may be hesitant to “allow” their wives to enter the sector. As stated by one male crusher in Nyabibwe *“Women who are already in mining, then know, they can manage. Those that don’t have the skill, they’d lose the money”*, a statement which increases the impetus for training of women to transform such mind sets.

### 3.3.3 *Access to and Control Over Resources*

Critical access and control issues identified affirm many of those observed in the desk study. For example (and as observed in the desk study), in terms of women’s economic empowerment, women lack access to social capital (networks), financial capital (payment to team leaders or members) and human capital (skills, knowledge) needed to join teams. For example, men sluicing in multiple sites were queried about how they obtained the job and developed the necessary skills. Personal connections (mainly male friends) or prior experience (largely acquired with guidance of male friends) proved to be critical. In Gifurwe, women trying to join a team were sometimes required to make greater contributions to team members than their male counterparts due to their perceived lesser contributions.

#### *Increasing Access and Control Over Resources via Technical Training*

Many of the beliefs expressed concerning justification for women’s exclusion from certain jobs (e.g. sluicing) related to lack of physical capacity and lack of skills. Several men consulted indicated that their skills mining were passed from father-to-son, brother-to-brother or friend-to-friend, an opportunity that most women lack.

As shown in Gifurwe, however, technical training is a key need that would help mitigate lack of exposure and capacity to undertake different activities (e.g. sluicing, underground mining) eventually leading to transformation of mindsets (discussed in Section 3.3.4). In addition, training in prospecting methods can help women find and therefore exert some form of control over new areas to mine (whoever finds it often has first rights). This combined with technical training in extraction, management and business skills (the latter of which will be supported by the WORTH program) could help some women take on more prominent roles in the production system.

Of note, some types of technical training can have negative implications on women. For instance, sluices require larger volumes of material and water, thus in certain contexts the introduction of sluice boxes can potentially exacerbate women’s work burdens related to water hauling. Introduction of requirements to purchase suitable personal protective equipment (PPE), particularly for those yielding in the lowest income jobs, can increase barriers for work. Any persons introducing undertaking technical training *must also* be equipped to analyse the potential negative gender implications on a site-by-site basis and adapt accordingly. For example in the cases of introduction of sluices, particularly where water scarcity is an issue, process water recycling and off-shore tailings discharge must be mandatorily introduced. In the case of mechanization (e.g. introduction of crushing machines, shaking tables), an analysis of who wins and who loses would identify alternative employment strategies to mitigate job losses or (via cost benefit analysis), use of more intermediate, improved but not fully mechanized methods. In the case of PPE (*in addition to ensure required PPE is specific to the job performed*), needs of smaller workforces should be met by companies or cooperatives, while *reasonable* pay-as-you-earn schemes could be linked with worker registration programs – these would be best administered by the company/coop as pit owners/team bosses seem to be excessively deducting payment from workers who often have limited financial skills to understand fair payment.

#### *Access to Work in the Mines*

Overwhelmingly, the belief that women are responsible workers and are less likely to miss work after payday while men are likely to go drinking was reiterated at site-after-site and by stakeholders at all levels. Loss of production due to absenteeism of men absconding from work for a few days following “pay day” due to their drinking habits is another oft cited belief that provides a clear entry point for advocacy. Multiple mine operators reported this as a systemic problem and, when queried, agreed that this was *not* the case with most women miners. Despite obvious benefits to a company or cooperative business model, and their repeated complaints of currently low productivity, only a few have taken measures to actively encourage women’s employment or develop strategies that respond to gender-specific needs and priorities of women and men as a group and as individuals.



At Gifurwe, senior management all pointed out that women general produce more than men on a per person basis, in part whereas women were willing to “go anywhere” while men just focused on highest grade material that is often the most time consuming to extract and process. Greater production by women was also attributed to their financial skills. Because the company purchases production from subcontractors on a monthly basis, some women took to the practice of buying in advance from men “who want immediate cash for beer” at a slightly lower price and selling to the company at month end to make an incremental profit. Companies additionally benefit by reducing pressures from workers to provide loans or payment advances and the administrative headaches therein.

#### 3.3.4 Norms, Beliefs and Values

Norms, beliefs and values pervade all aspects of the previous findings.

##### Operationalization of Beliefs and Values by those in Authority

Repeatedly, men who are miners, leaders of civil society organizations, company management, government officials and many other men consulted referred to the need to empower women in mines in a *theoretically* positive manner. Such statements were almost invariably clarified and contradicted by those suggesting that women would be better off farming and working in the home (or at best doing other commercial activities, e.g. paid labour on farms earning 80% less money) while their husbands should be responsible for financially providing for the household. Ironically, these statements almost invariably preceded or followed assertions by the same stakeholders that women are better money managers and invest more in household and family needs, while men are more likely to spend their time and money on alcohol.

Perhaps even more ironically, when looking at the profile of women in the mines, a significant proportion are single, widowed, separated, divorced or abandoned. As work in mines is often the best and sometimes only alternative, it is undoubtedly a logical choice for many who can – under the more dire circumstances – at least feed, house and clothe their children and – under the best circumstances – additionally invest in small business, buy land and livestock and improve living standards well beyond those working in other sectors.

When the marital status of many women miners was pointed out to different stakeholders, concerns were again expressed that “if she makes too much money, she will leave her husband” (even when often there is no husband to leave) or “if they become too money minded and leave the mine, won’t they become prostitutes?”. The desire to give women a few opportunities (but not enough to empower them) was similarly expressed by two woman mine leaders in one DRC sites who both (oddly on different occasions) referred to kindly giving women in the village a job to do manual crushing so they could “make enough to buy some soap.” Beliefs held by both women and men concerning women’s lack of physical capacity and technical know-how to perform higher paying jobs reinforce women’s positions in marginal roles. Furthermore, and providing insight into the extent of many authority’s limited understanding of gender barriers to better work, one DRC mines official stated “there are no women marginalized. As long as she has a (artisanal) diggers card, if she goes to the site she can work.”

Such beliefs are further reinforced by stereotypes equating work in the mines with sex work. In Rwandan mine sites, multiple women miners reported stigmatization by families and their communities (in some cases being banned from their churches) due to the perception that their work in the mines was for sex services until they successfully convinced their communities otherwise<sup>17</sup>. In DRC, one NGO leader expressed that this stigma kept many women from seeking work in the mines.

Interestingly, although some women miners often expressed interest in different jobs *at the mine*, and some undertook or invested in other economic activities alongside mining (e.g. small shops, coffee production), most took the view that work in the mine provided the most money compared to other work and did not express wishes to work elsewhere. Thus, the paternalistic vision of “what is best for women” as expressed by very many men consulted and some women contradicts the view of many women miners concerning “what is the best for themselves”. The theme of “we know what is best for the women” is even more evident in how protectionist legislation has been devised and meted out (discussed in Section 3.3.1).

<sup>17</sup> In these organized sites, efforts by women to convince family and neighbours of the legitimacy of their work may have been additionally supported by the gear provided by the companies to all workers - coveralls, hardhats and rubber boots.

Although harmful gender beliefs of authorities are operationalized in many ways, yet interestingly, perceptions that men abscond from work once paid and women are more reliable rarely equate to systematically operationalized actions. The exception may be Gifurwe, where women's relative production compared to men was viewed by management to be higher than men on average, and, as one manager observed that *"We as men like beer and have responsibilities. Women are economists."* Such views may be one of the reasons for the efforts made by that company but similarly reflect the influence of stereotypes that limit the ability of women as individuals to exercise agency.

#### Awareness of (some) Laws and Rights

As a consequence of certification requirements, widespread sensitization campaigns and/or direct implications on their day-to-day lives, women miners consulted at all sites visited had high levels of awareness of laws concerning bans of children on mine sites and pregnant women working in mines (although the latter had a range of interpretations as described in Section 3.3.1). Sensitization by government was supported by extensive sensitization campaigns in DRC by NGOs such as Heartland Alliance (funded by the World Bank/GoDRC PROMINES project), who reportedly focused on these laws but failed to bring attention to women's rights to work in mining. In some locations, they formed women's cooperatives focused on shifting women out of mining into alternative livelihoods, while most remained in or returned to the sector.

Some additionally had *some* awareness of traceability requirements (particularly with respect to "bag and tag") but few had specific understanding of the broader requirements of OECD due diligence (e.g. related to reporting and tracking systems, serious human rights abuse, etc). The exception to this were some higher placed women traders with close links to senior cooperative management. Some women and men were aware it was prohibited to sell to illegal traders and, at least at Gifurwe Mine in Rwanda, it was voiced that this was grounds for immediate dismissal.

This gap provides a clear entry point via training in Voluntary Principles on Security and Human Rights. Particularly given that under OHADA, cooperatives may be required to observe labour rights to the same extent as companies.

#### Challenging Norms and Beliefs: The Effect of Empowered Women

From women working at each of the Rwandan mines to women who became prominent negociants and cooperative leaders in DRC to the many (albeit invisible) women performing sluicing, women taking on non-traditional work in the mine seems to be one of the biggest factor in changing mindsets and challenging discriminatory and harmful beliefs at sites, in families and communities.

As described in Section 3.3.2, many women have been able to convince their husbands to allow them to continue at the mines by citing their broad contributions to family wellbeing. Managing this success in the household and community (including resulting jealousy and risks of sabotage), women holding the most prominent positions in mining areas (negociants, cooperative leaders, pit owners) at multiple sites overwhelmingly affirmed, as eloquently stated by one woman trader, that she acted *"strategically, I try to be humble about my success."*

When asked whether they would prefer work in farming, many women adamantly affirmed they were much better off than women in farming, including compared to those women growing commercial crops (e.g. coffee). Almost all married women miners indicated that decisions about money they earned were made together with their husbands, however, a gender researcher stated *"when they (women) work with their husband at the mines then he understands, but when it comes to the money (he keeps it)."* Nevertheless, these financial benefits seem to be a major factor in transforming negative perceptions about women in mining held by family, neighbours and community. As stated by one cooperative leader *"when they saw what I accomplished, the result changed the mind of the people."*

In terms of acceptance at mine sites, management and miners alike in Gifurwe stated that men miners were initially opposed to women working in the mines, as men work alongside women on mining teams, a shift in thinking seems to be emerging in some. According to one man *"(we) now take them as our sisters"*, noting that they had the same priorities, i.e. to look for money. Such a characterization (women as a man's sister, mother, daughter) further affirms that even in this seemingly positive instance, women continue to not be viewed in their own right. At less progressive sites, such as Nyabibwe, women face multiple barriers but have persisted by organizing to counter



impacts of the cooperative on women and "*challenging what is acceptable (for women)*" by achieving some success. Nevertheless, in many localities women leave their mining jobs once they marry (particularly to non-miners), potentially because a woman working implies that her husband cannot provide, thereby failing to fulfil his traditional roles. In Rwanda, this undoubtedly presents a major challenge for responsible companies seeking to train women in their workforce and achieve 2020 government policy targets for 30% women's employment while, across the region, implications for individual, family and community development are evident.

### 3.3.5 Sexual and Gender Based Violence

Deep examination of SGBV requires establishment of safe spaces and trust, which was challenged by the short time frame of field visits. Nevertheless, where appropriate the issue was explored to some extent during selected interviews and focus groups, as well as insights from local counterparts, yielded some insight.

Many men in authority positions consulted at multiple sites – from local government to company or cooperative management to local partners and NGOs - refuted the presence of violence (domestic or sexual), discrimination, intimidation or other forms of SGBV. Indeed, women working at more formalized mine sites (such as Habatu and H&B) sincerely seemed reasonably happy to work alongside men and expressed that they are not subjected to sexual or physical violence, threats or intimidation because, as stated by one woman miner at H&B Mine, "*the company has rules*" and "*we are under security watch too*", with another senior woman miner at Gifurwe commenting "*our only problem (with men) is to join a team.*"

Time precluded examination of less explicit forms of SGBV, such as harassment, but an anecdote of a Rwandan regional Pact officer suggests it is not considered a serious offence. Specifically, an event was recounted wherein a woman complained to a site manager about sexual harassment by one offender, the response simply being provision of beer to the woman's team by the offender. Particularly in less formal environments when activities are dispersed across an extensive area and the ratio of men to women is high (as in Rubaya) – this seems likely to be extensive, including by those in positions of authority. In Rubaya, DRC, where women are visibly and substantially outnumbered by men, women stated that they are *not* subjected to sexual violence from miners at the sites but "*they only beat us*" and that the mining police are either drinking partners with offending miners or are outnumbered by drunk male miners so don't take any action on such issue. Multiple spaces exist at this and many other mine sites where women are walking alone or in small numbers in a veritable sea of young men who are often under the influence of alcohol. The Local Mining Committee agreed that certainly incidences of SGBV fall under the category of serious human rights abuses but they lack measures to identify and address these issues (and nevertheless seemed inclined to fall back on traditional means of resolution).

Where a smaller, more organized mine site with security (e.g. Habatu and H&B Mines) seems to provide for more professionalism in the workplace and where the workforce is dominated by the resident, local population and influenced by social pressures concerning suitable behaviour (e.g. Katogota), it seems that the extent of harassment, intimidation, physical or sexual violence at mine sites are likely to be comparatively low. Although it has a quite expansive site and large workforce (ca. 800 when in production), Gifurwe has established many lines of communication that seem known to many workers, has been made aware of certain forms of SGBV in the past (e.g. discrimination) and has tried to put in place measures to address it.

As described in the comprehensive desk study, domestic violence is believed to be pervasive across the GLR. Discussions with various stakeholders (including local authorities) largely suggested that this was viewed as a social problem that should be handled through traditional channels (local leaders, within the family, etc). In Rwanda, however, it was suggested that the country's status as an "African success story" in terms of gender has - in addition to cultural pressures - further influenced women to stay silent in event of sexual or physical abuse. When such incidences do emerge, they are typically resolved in the family with intervention by formal authorities only in specific cases.

Discrimination is extensive in all sites, not in the form of company policy per se, but by the way in which beliefs concerning women's physical capacity and/or technical know-how restrict women's access to certain work. With the exception of Gifurwe (when complaints were vetted concerning exclusion from teams), no other examples of measures to redress discrimination were observed. Via training of women in non-traditional roles at the mine and subsequent placement in supervisory roles

(including underground), Gifurwe was the best example observed of a multi-pronged strategy to counter harmful beliefs and challenge norms that sustain discriminatory practices constraining women's access to work.

Access to justice for SGBV varies broadly between Uganda, Rwanda and DRC, largely in relation to the extent to which necessary formal, local government structures are in place and the individuals operating them. For instance, Rwanda, Uganda and DRC all have special units at police stations to cater for such incidents of SGBV and are dedicated to the protection of women and children (e.g. in DRC, the Police Speciale pour la Protection de la l'Enfant et de la Femme, PSPEF). According to one DRC NGO leader, "*there is no justice for women*", referring to the lack or low quality of services and reliance on traditional means of resolution. The effectiveness of these police units was not ascertained during the assessment. However, experience in Uganda suggests that lack of financial resources of both victims and the unit (i.e. to conduct investigations, amass evidence, engage the court system) and challenges in countering prevailing beliefs and norms inhibit access to justice. Given that Uganda and Rwanda are comparatively better facilitated and established in many respects, access to such justice in DRC is likely to be even more difficult to attain.

Again, in order to comply with OECD-DD requirements concerning *serious abuses*, integration of this issue and how it could *practically be addressed* should be integrated within training on Voluntary Principles and embedded within other facets of the project.

## 4. Conclusions and General Recommendations

Conclusions from this work are highlighted below alongside general recommendations for actions needed to advance gender equality and empower women and girls in mining areas in the GLR. These recommendations shall be further distilled for inclusion in the broader desk study report, targeting ways in which specific actors (government, companies, donors etc) should address them within their goals, objectives, mandates and functions. Specific recommendations for the *Scaling Up Minerals Traceability Project* are presented in Section 5.

### 4.1.1 *Maximize Opportunities to Challenge Harmful Gender Norms, Beliefs and Values*

Beliefs concerning what women and girls can and should do, how they should behave and how they should benefit provide the foundation for every constraint to their empowerment. Women's and girls' contributions to families, mining communities and society and their rights as human beings are valued *in principle* but in reality they continue to be largely invisible, disregarded or aggregated with the masses, while diversity within women and girls (origin, marital status, position in household) receive even less consideration. As highlighted herein and in the Desk Study, these norms, beliefs and values are reinforced in multiple, specific ways - including through systems and processes, e.g. laws, procedures, rules. The majority of these are blind or neutral to gender despite producing clear gender outcomes or, conversely, negatively impact women's priorities and interests under the guise of protecting women. This work found that these beliefs and values are held and operationalized in various ways by both women and men within households and mine sites to government, NGOs and donors.

Targeted gender training of government, implementing agencies (including NGOs and CSOs), donors, companies, cooperatives and other key actors would undoubtedly challenge the status quo and transform beliefs, values and resulting actions and behaviours and should be prioritized by any organization purporting to support gender equality.

Successfully accounting for gender in policy, projects and programs also requires less explicit but systematic approaches in order to effectively create a "new normal" without producing a backlash by those in authority or from those who are impacted negatively (or perceive the outcomes as unjust to them, e.g. men working in certain jobs at mines, male household heads). Multiple examples of this are recommended within the *Scaling Up* project throughout Section 5.

This can be achieved through inclusion of activities, scenarios and examples within *training and participatory processes* that enable stakeholders to analyse and identify measures to mitigate gender implications and subtly increase the visibility of women in so-called "non-traditional" roles. Entry points include:

- Stakeholder processes reviewing specific provisions within minerals policy and law that are currently under review.
- Technical training activities, wherein gender impacts of mechanization or introduction of a new technique can be explored alongside technical measures to mitigate such issues.
- Sensitization campaigns related to child labour, human rights or environmental protection and many others.

Repeated inclusion of gender in all aspects of minerals sector policies, projects and programs would normalize gender analysis as common practice while prompting stakeholders to revisit their own beliefs and roles in perpetuating the status quo. This inclusion can be subtle and (although requires some skill to design and facilitate) has no real cost implication and can ultimately enhance rather than impede other objectives (e.g. technical training objectives, mine planning support, policy reforms).

Finally, the number of stakeholders seeking to advance gender equality in the minerals sector is growing. A gender committed support organization (donors, government, companies, NGOs etc) would ideally extend their gender actions beyond the aforementioned activities to institutionalize gender planning, budgeting, monitoring and evaluation in their organizations and develop policies

that support gender-responsive implementation in all activities (e.g. inclusion in job descriptions, terms of references, contractual requirements)<sup>18</sup>.

#### 4.1.2 *Organize Women, Strengthen Leadership and Advocacy Skills and Build Lines of Communication*

The majority of women and men mineworkers in 3T mining areas run by cooperatives are *de facto* members (whether registered or otherwise) but are largely voiceless within the organization. The exception to this is some evidence of influence of (mainly male) team members on decisions concerning approval of new members (where women are at a disadvantage largely due to prevailing beliefs).

Women's organizations in the forms of VSLAs or associations of women mine workers can provide a mechanism to increase women's capacity to voice concerns to management and ideally lobby for necessary changes. Where women are engaged in other economic activities (e.g. shops, restaurants, small vendors) directly benefiting from miners' incomes, they could similarly be organized in associations with the intent of increasing their engagement with mine management. Particularly in areas with particularly large workforces and competition for work is high (e.g. Rubaya), many young men also are extremely disenfranchised and need a means to organize and express their concerns.

Mechanisms to support this would include:

- training of women, girls and disenfranchised men involved in mining in leadership, advocacy and organization formation and strengthening;
- regular meetings of women's groups with management and establishment of clear communication mechanisms via women's focal points/group leaders through to supervisors and the management hierarchy;
- establishment of grievance mechanisms, including suggestion boxes
- formal recognition by management of group representatives as liaisons (and establishment of requisite communication systems therein) would support this. These measures would require establishment of company/cooperative policies and procedures to be effective.

#### 4.1.3 *Increase Women's Capacity to Access to More Lucrative Work*

In Rwanda in particular, it was found that an increase in women's incomes by improving their access to jobs (and more lucrative work in particular) in mines can effectively improve their bargaining power in the household and counter negative perceptions of women's involvement in mining areas. Even where many women do not at the outset control the benefits of their increased incomes, the contributions to shifts in mind set mark a step in a positive direction.

In all areas the highest paying and most valued positions (with the exception of management positions), involve operation of terribly inefficient sluices and in underground extraction. Women cannot freely choose to undertake what they have not tried or do not understand and their increased exposure and skills (*particularly* if skills were formally recognized) would support this increased access and increase the visibility of women.

Mechanisms to support this would include:

- Establishment of formal training programs in small scale mining (e.g. certificates, vocational training and education) with fixed targets for women miners participation. Ministries of Education, Mining and supporting partners (e.g. companies in Rwanda establishing their own vocational training programs) should be supported by donors to pilot and then roll out TVET programs;
- Technical training targeting sub-groups of women currently performing different jobs at the mine. Improved sluicing methods would see the most rapid and easily achievable results while increasing women's incomes and reducing their work burdens (See Section 5.3.1);
- Promotion of national policies and laws, such as Rwanda's 2020 target of 30% women's employment in all sectors, via CSOs, NGOs and donors. Sharing of the successes achieved

<sup>18</sup> For example, donor projects providing broad based support to government via development of improved mining cadastres, geo-information systems and support for institutional strengthening and/or reforms typically view these activities as "purely technical" despite having multiple gender entry points and implications.

in Rwanda (highlight good practices, such as that found in Gifurwe) would help make the business case for hesitant companies and governments.

- Requirements to report the gender of workers in different roles in mining law within regularly (monthly, quarterly) reports to government would aid in tracking changes while increasing awareness of companies.

#### 4.1.4 *Establish Gender-Responsive Policies and Systems in Companies and Cooperatives*

Most formal mine sites have begun to establish policies, procedures and rules that (intentionally or otherwise) increase the security of women and men on site, increase the status afforded to women mine workers in the community, and provide mechanisms for redress, including in the event of SGBV. As found in Rwandan companies, even the required use of personal protective equipment (e.g. coveralls, hard hats) can visibly influence the perception of work in the mines as a legitimate occupation while professionalism of on-site security and overall respect for organizational rules creates additional security for women working in mining areas.

A company gender policy and implementation of simple activities (e.g. allocation of childcare areas, construction of toilets for both women and men) would meet obvious needs. However, this would likely be most effective within:

- Broader policies (spanning issues of OSH, environment, human rights, community engagement and development, traceability, reporting) that account for gender dimensions and human rights within these aspects of operations;
- Corresponding codes of conduct.
- Related grievance mechanisms,
- Basic training systems (e.g. induction, refresher),
- Clear consequences for infractions
- Communication systems to ensure awareness of policies and procedures at all levels
- Clear lines of responsibility through the management hierarchy to the mineworker level for implementation of the aforementioned.

Although this sounds complex, such policies and systems should be necessarily simple and the business case for companies and cooperatives - in terms of productivity, improving legal compliance including with OECD-DDG and reduction in theft, accidents and other impacts, among others - is quite clear. Although ideally enshrined in mining law, such approaches should be piloted at companies, cooperatives and mine sites receiving various forms of support in order to develop a "best practice" template for adaptation in different contexts.

#### 4.1.5 *Strengthen Coordination between Key Stakeholders and Share Best Practices*

As described in Section 3.2.4, many key stakeholders with significant interest and influence on advancing gender equality in the mining sector are active in multiple jurisdictions in the GLR. Coordination is, however, relatively weak and - despite expressing interest in addressing the gender dimension of 3T mining - few actors seem equipped to effectively design and implement necessary actions while many are additionally constrained by harmful beliefs, values and norms within their own institutions.

Different agencies are well-placed to spearhead or contribute to coordinate efforts and knowledge sharing of good practice (e.g. UN Women; SDC via its ASM Knowledge Hub; World Bank Gender and Extractives Unit). At a national or local project level, identification and dissemination of good practice (via booklets, workshops, dialogues) coupled with support for peer-to-peer learning targeting mainly women miners, some men miner leaders, cooperative and company leaders and government would have been shown to produce impressive outcomes, particularly if visits to specific sites where good practices are in action are sites of learning.

More specific recommendations for MFA are presented in Section 5.3.4.

## 5. Specific Recommendations for the Scaling Up Traceability Project

Specific recommendations for the *Scaling up Minerals Traceability Project* have been elaborated according to:

- Section 5.1: Build Essential Gender Competence of Pact and its Implementing Partners;
- Section 5.2: Gender within Existing Project Components; and
- Section 5.3: Additional Recommendations to MFA.

### 5.1 Build Essential Gender Competence of Pact and its Implementing Partners

Pact national, provincial and local offices (presumably including ARDERI and BEPAT implementing partners and ideally local SAESSCAM officers) will receive extensive training on a number of topics throughout the project. In addition to integration of specific gender aspects within this training (Section 5.2), more explicit, early phase gender training of Pact Officers is recommended to maximize gender contributions of the Project.

This is recommended to take place as soon as possible, would ideally be integrated with training in use of the revised baseline assessment tools (Section 5.2.1) and is crucial to ensuring that all facets of project implementation effectively account for and respond to gender.

In addition to building gender competence, the training would further build understanding of the different project activities and elements, and provide a basis to:

- Emphasise how gender applies to individual work functions and individual performance monitoring as well as those activities and functions performed within project monitoring and evaluation<sup>19</sup>;
- Develop mobilization and training strategies for *all* training and sensitization activities within the project timeframe and beyond to ensure adequate participation, inclusion, outreach and consideration of vulnerable women and girls.
- Create a much-needed group of skilled “gender champions”, who are well positioned to capitalize upon their existing positions of respect in the sector and strong collaborations and partnerships with other stakeholders.

If possible, it is proposed that gender training take place simultaneously with that training related to introduction of the baseline assessment instrument. In this case, this training would have an implication in terms of time (ca. one additional day) and cost currently not included in work programs and budgets of the *Scaling Up Project*. It is, however, deemed to be essential to the success of all other gender actions proposed and, in addition to other recommendations to MFA (Section 5.3), it is *strongly recommended* that resources be availed for this purpose.

### 5.2 Project Components

Integration within specific project components seeks to strengthen gender responsiveness of each component while:

- Further building gender competence of Pact personnel, including those closest to the ground;
- Strengthening gender competence and commitment of Pact’s key partners and stakeholders benefiting from and participating in the project;
- Building gender advocacy capacity at all levels.

Repeated trainings using a number of entry points has been shown to be the most effective means to progressively develop capacity *and transformation of mind-sets* so crucial to positive gender outcomes.

#### 5.2.1 Baseline Studies

Even prior to the Scaling Up project, Pact baselines under the iTSCi activities substantially exceed data collected by government Mines Inspectors. The original tool includes criteria required under the

<sup>19</sup> Given that Pact offices and provincial and local levels are exceptionally well placed to advance the sector, ideally job functions (and job descriptions) will in the future extend beyond traceability oversight and (as envisioned by the *Scaling Up Project*), more broadly addressing other aspects of OECD-DDG towards ideally expanding extension service/guidance to especially women miners. This broader suggestion extends to Pacts HR policies and systems and is beyond the scope of this assignment but could be considered to increase the gender-responsiveness of the organizations activities.

Regional Certification Mechanism (RCM) as well as additional data useful for ASM profiling and compliance with OECD DDG.

Pact's instrument for baseline studies under the *Scaling Up Project* is currently being updated and builds upon the initial baseline tool. This shall make it suitable for both monitoring of previously collected data (at previously assessed sites) and expansion of the dataset in accordance with the project M&E framework. The instrument is extremely comprehensive, impressively thoughtful, largely gender-disaggregated and is considerate of gender dimensions, with a few very minor exceptions for gender entry points identified for review by Pact and MFA.

Recommendations for the baseline instrument include:

1. **Minor revisions to the instrument.** Gender-specific comments on the baseline instrument (currently awaiting approval from the iTSCi governance committee) have already been submitted by the Consultant to Pact. These related to:
  - Gender disaggregation of number of M/F buyers, cooperative members, crushers/grinders, pit owners,
  - Different obligations of men, women, boys and girls to participate in salongo/obligatory work/community work.
  - Differences in boys and girls participation and earnings.
  - Gender disaggregation of police present at the site.
  - Inclusion of exploitation, discrimination, intimidation with the records of incidents documented perpetrated by police.
2. **Coordinating Pact team gender training (Section 5.1) with training in use of the baseline study/M&E instrument.** This would provide an opportunity to examine critical gender issues provided by the baseline instrument while building knowledge and skills to Pact staff in its application, including:
  - Evaluation of data sources and reliability (e.g. M/F numbers provided by cooperative management versus observations in the field; consideration of gender, socio-economic status, etc in sampling of respondents to inform the study and evaluating reliability of information provided).
  - Developing skills using probing questions and triangulation techniques to address often reported views of those surveyed including: "women aren't working here" and "women don't do this", when it is often not the case.
  - Examining the division of labour, who makes decisions, who has access and control over key facets of the mine, what is the nature of women's and men's participation, etc.
  - Examining the issue of "who is a miner", exploring related stereotypes, norms and their implications, and addressing the common scenarios where both women and men miners take on multiple jobs and tasks.
  - Involvement of different authorities (traditional, police, private security, military) in mining or controlling mining and nature of their involvement (e.g. who decides? Who is in? who is out? How areas are allocated and to who? Gender attitudes).
  - What constitutes a "vulnerable group". Of note, what constitutes a vulnerable group in the current survey seems focused on children, disaggregated by boys and girls, while widows, those without families, displaced and landless persons also require consideration.
  - Ways to examine the nature and types of infractions perpetrated by police, Inclusion of exploitation, discrimination, intimidation with the records of incidents documented perpetrated by police, private security forces, military and other authorities.
  - Capturing key issues under "Other notes and observations" sections, for example related to payments and transactions, such as: Did the person who didn't receive payment or payment as promised attempt any form of recourse ? What happened etc.
3. **Filling Gaps in the Gender and ASM Discourse by providing additional funds for data analysis, interpretation and reporting in Year 3.** The proposed instrument will provide invaluable information crucial to informing the gender dimension of policy and practice and



tracking gender efforts (if any) by companies, cooperatives and other actors, in addition to assessing gender benefits sought via the *Scaling Up* project.

Although not a survey instrument *per se* (i.e. presumably much but not all of the qualitative information will be estimated), both qualitative and quantitative information is included and thorough analysis and interpretation could yield an invaluable contribution to the discourse. It is further understood that the pre-existing dataset has not been subjected to gender analysis but seem to contain a substantial amount of quantitative data suitable for statistical analysis. Where possible, this should be integrated into the data analysis to strengthen the validity of conclusions.

### 5.2.2 *Capacity Support for CPP and CLS*

Existing provincial and local committees – who are primarily responsible for monitoring, reviewing and ideally helping to resolve incidence on non-compliance with the OECD-DDG as well as monitoring activities of government and others involved in the sector – have already received training on topics including mining law, international requirements, community based security and Voluntary Principles of Security and Human Rights (VPSHR), with training in these aspects planned for new committees as they are formed.

Increasing gender responsiveness of the CPSs and CPSs has tremendous potential to improve women's empowerment and achieve progress towards gender equality via the project. At a minimum, the project seeks to increase women's representation on these committees, which can likely be achieved if a series of engagement and training activities are undertaken to change the gender mindsets of committee members. This will require *additional* time and resources to develop requisite curriculum and carry out activities, but is believed to be critical to gender impacts of the Project.

This can be achieved via:

- *Integration of an SGBV module in future training of VPSHR*, by including modules (or scenarios within risk identification and assessment training) that enable joint examination of the nature of SGBV, its links to human rights and how incidents of SGBV (under the category of serious abuses of human rights) can be reported and addressed at local and provincial levels *while* protecting the interests of victims. Included in this should be further efforts to develop a coordinated action plan for a much-needed but slow to emerge whistle-blowing mechanism under ICGLR<sup>20</sup>.
- *Ensuring other VPSHR modules (curriculum unavailable) refer to gender issues and implications* while examining a broad range of issues from nature of classifiable security incidents to assessing police and military actions, among others. For instance, a module on mineral policy and legislation (particularly given current reform process) could include a scenario to: (i) analyse the gender implications of certain legal requirements and then (ii) examine and discuss legal, regulatory and/or institutional measures to counter any negative implications. The ban on pregnant women provides a complex but urgently needed scenario to build gender awareness, improve skills in gender analysis in policy and law (which ideally could translate to some sort of advocacy in future discussion) while seeking to identify concrete solutions to redress negative impacts.
- *Creating a special module within training on community-based security*. This would ideally be implemented with representatives of existing women's organizations, emerging organizations/associations (i.e. associations or women's groups (where they exist) within companies and cooperatives or those organized in conjunction with the WORTH program). Such organizations should participate in this training alongside the CLS' and could (if supported) move towards implementation in a pilot project (Section 5.3).

In any event, as a means to meet targets concerning women's participation in the committees, a subcommittee on community-based security *could* be convened with strong representation of women (and women miners in particular) and with a mandate to incorporate at least one representative (in the interim) on the CLS. If a "best practice" pilot project is supported by MFA (Section 5.3.3), this element should be incorporated.

Depending on the resources required to do so, in conjunction with this, the Project could provide (hopefully meagre) resources to strengthen links between committees and women and girls within target communities. Committee members and project field teams should

<sup>20</sup> This is a priority that should be vetted to GiZ, that is currently seeking additional gender entry points for its next phase of programming in the GLR.



receive support to set-up an initial consultative process with women and girls engaged in different functions with the intent of establishing:

- (i) lines of communication; and
  - (ii) informal discussion groups that could meet regularly (e.g. monthly) with committee members to vet concerns (at least at the outset and during a review period of its efficacy).
- *Obtaining agreement with CPS and CLS members to include an item concerning SGBV on the regular meeting agenda.* Based on observations, the committees are already contending without hesitation incidences of child labour, minor theft, among a broad range of others, and even if the agenda provides a point of discussion, given the nature of the forum, it is likely that incidences may initially not be reported but volunteered during meetings until its inclusion is accepted as “normal” and methods are introduced to identify, assess, resolve and monitor the situations.
  - *Extension of the VPSHR training to Miners and Local Businesses* (under Section 5.2.5 below). Discussion of budgetary and planning implications will be needed to ensure this is still cost effective.
  - *Increase Participation of Women on the CPS and CLS.* Each of the preceding actions provides an opportunity to explore the potential to increase women’s representation on and participation in the CPS and CLS. This dialogue should be prompted at every opportunity, but likely will take some time to achieve buy-in. With repeated inclusion of gender aspects (and particularly if subcommittees can be convened on community security), separate planning meetings should be held (first at CPS and then CLS level) in order to: formalize commitments (e.g. as an organizational directive); co-develop a schedule of targets for women’s representation and participation; and identify strategies to achieve them. Monitoring of progress could be reported at regular meetings.

Of additional note, based on attendance at Provincial Committee meetings in Bukavu and consultative meeting with the CPS in Rubaya, committee members take their roles quite seriously although reportedly communications are somewhat weak between provincial and local entities (e.g. with respect to follow-up/conclusions trickling down). Thus, capacity building efforts should also provide means to strengthen this coordination.

### 5.2.3 *Capacity Support for NGO Partners*

Pact has already conducted organizational capacity assessments of key stakeholders following design of a comprehensive ITOCA (Integrated Technical Organizational Capacity Assessment Tool for NGO Partners).

The extent of planned capacity support for NGO partners needs to be confirmed with Pact although additional resources may nevertheless be required to undertake the following proposed modifications.

In subsequent modifications (or during monitoring), inclusion of gender according to the four dimensions of organizational sustainability (based on cooperatives or associations) should be considered:

- (i) *Strategic Sustainability:* Does the organization have realistic, clear and achievable goals and objectives? Are members aware of these? Do these goals and objectives meet the expressed needs of both women and men organization members? Do the members consulted to obtain these “expressed views” reflect the full spectrum of members (i.e. including those most vulnerable)? Do the goals consider potential negative and positive gender implications? Does the organization have the human and financial resources and technical capacity needed to fulfil these goals?
- (ii) *Products and Services Sustainability:* What are members getting in exchange for being members of the organization? Do women and men have different access to benefits from the services?

(iii) *Personnel Sustainability*: How effective, reliable and competent is the organization Executive Committee and other organizational service providers? Are both women and men represented within leadership? Is there representation of the most vulnerable women and men members? What skills do they need to improve their performance? Do women and men need different skills? What happens if one of the leaders leaves his or her position? How and to who would skills and knowledge be transferred to a new Executive Committee Member?

(iv) *Financial Sustainability*: If the above 3 components are not met, then members will not pay their fees and other sources of funding will decline. Basically, the organization will face big problems in sustaining itself. How is the organization currently being funded? Is it enough to deliver adequate services to *both* women and men members? What other strategies are in place to continue to fund themselves in the future?

The revised instrument could be used for new sites and organizations targeted by the Project and introduced as monitoring activities are undertaken on existing ones.

The results of the assessments shall be used to develop organizational management plans and identify training needs. Given their roles in implementation, gender training as a targeted, separate activity would be extremely useful (if financially practical, See Section 5.1). Alternatively, gender could be integrated as a module (and integrated throughout), but should nevertheless emphasize building gender-awareness and commitment while building understanding in how gender applies to individual work functions, goals, performance monitoring and project evaluation. Development of skills in gender analysis, planning, mobilization and M&E would additionally be useful.

With respect to facilitating a joint meeting between BEPAT and ARDERI, the peer-to-peer exchange would also benefit from integration of gender issues within likely discussions on implementation of different project components. Different strategies for addressing SGBV (e.g. by CPPs and CLSs, by companies or cooperatives or others in authority) could be placed on the agenda and further inform actions of local officers. It is sensible to include these partners in gender training (and related training in revised baseline study templates) as proposed in previous sections.

#### 5.2.4 *External Outreach and Coordination with Stakeholder Networks*

Achievements in Rwanda and eastern DRC under Pact's implementation of conflict-free sourcing have been exceptional and there is much to be shared with the World. Activities proposed and lessons learned throughout their implementation will amplify this contribution substantially.

In light of this, an additional opportunity exists to promote strategies and mechanisms to advance gender equality and women's and girls' empowerment through a combination of explicit and mainstreamed activities throughout the Project. As suggested in Section 5.2.1, the existing and future dataset will provide strong evidence for policy, approaches but it is recommended that:

- Rigorous statistical (where possible) and qualitative analysis of the massive dataset will be needed
- In addition to other findings, this should highlight specific gender findings as they emerge (e.g. relationships between women's participation in specific roles and other actions taken, e.g. introduction of related company policies and codes-of-conduct (Section 5.3), targeted empowerment efforts through the WORTH program, etc).
- Any future project publications and dissemination documents (e.g. Project Fact Sheets) should incorporate gender-disaggregated statistics and highlight efforts in and (evidence-based) progress towards empowering women and ways in which the project is explicitly tackling gender (e.g. through gender competence building activities, leadership training of women under WORTH, by ensuring VPSHR training includes specific modules on SGBV) and mainstreaming it throughout (e.g. within various WORTH modules scenarios and occupational safety and health curriculum) as well as any additional targeted interventions to support women's empowerment, their security and development that may be supported (Section 5.3).

Additional recommendations extend beyond the current budget and workplans of the *Scaling Up Project* and are presented in Section 5.3.1.

#### 5.2.5 *Capacity Building for Miners and Local Businesses*

Main recommendations for proposed training include:

- *Ensuring women miners and women-owned businesses are well represented* in trainings. Depending on the timing of WORTH activities, this could be a follow-up for some selected representatives to test their developing advocacy skills in such forums and strengthen links between stakeholders.
- *Include modules on "serious abuses" during training on OECD-DDG* should necessarily, wherein VPHSR curriculum developed for CPS and CLS (Section 5.2.2) could be adapted to respond to different training needs and priorities of miners and local businesses. In actuality, these trainings could be merged with that geared towards the CPS and CLS in order to strengthen links between different partners while identifying joint strategies to counter specific issues, e.g. related to SGBV
- *Highlight "best" and "good" practices with respect to gender efforts by ASM projects, organizations, companies and cooperatives within training units/modules.* Scenarios/case studies used in participatory training activities could highlight, for example, efforts to create safe, stable, secure working conditions, establish lines of communication and mechanisms for recourse (e.g. in response to infractions) as demonstrated by Gifurwe. Joint examination of potential applications in their communities would be useful.

Additional actions that could be supported by MFA are outlined in Section 5.3.1.

#### 5.2.6 *Occupational Safety and Health (OSH) Training*

Occupational Safety and Health (OSH) Training of SAESSCAM officers is currently underway with funding from the World Bank/Government of DRC funded PROMINE project and some additional support from MFA, Pact and Qualcomm. This classroom-based training shall provide an essential foundation to advance SAESSCAM's mandate concerning extension services to artisanal miners as well as benefiting Pact officers in the region.

Under the *Scaling Up* Project, this activity has already rapidly advanced. Priority issues have been identified via OSH needs assessment activities and Pact is currently reviewing and finalizing draft popular education materials (e.g. posters, handouts). They have already recognized the need to ensure women are well represented in pictorials – including in non-traditional roles such as underground mining and supervision functions – and to some extent, some materials capture issue related to the right to decent working conditions (e.g. related to sexual harassment).

Sensitization of miners is planned in target mining areas in DRC based on results of OSH needs assessment. Curriculum has not been elaborated but assumptions can be made concerning the content and gender entry points therein<sup>21</sup>:

- Mobilization strategies should ensure that women miners constitute a reasonable (min. 20%) number of trainees (under ideal circumstances, separate training for women would also be undertaken and in cases where the percentage of women miners is higher, proportions should be adjusted accordingly).
- As basic training<sup>22</sup>, presumably the OSH training shall target *only* critical risks and issues *across the system of production* and measures to prevent, minimize and/or manage them with a heavy reliance on demonstration of methods and hands-on practice in the field. This would provide an excellent opportunity to build capacity of women miners while demystifying certain aspects of mining (e.g. underground methods, safe crushing)
- This is likely to include the following:
  - If the site-based training/sensitization begins with simple hazard and risk assessment (which reportedly was undertaken via SAESSCAM training), this is typically done according to job at the mine and is a good (and rapid way) to introduce a discussion on different participation of women and men, why this exists (and examples where

<sup>21</sup> Assumptions have been made by the Consultant concerning the content of training based on experience in OSH training and OSH system development for small companies and artisanal miners. It is understood that training curriculum and related training materials are currently being developed.

<sup>22</sup> Typical OSH training includes building knowledge and skills more broadly in hazard and risk analysis as well as mitigation measures (eliminate/prevent/minimize/manage risks) across the system of production. It is assumed that this training shall address highest priority risks only.

the contrary is the case).<sup>23</sup> Such an exercise will likely rapidly demonstrate that risks associated with specific jobs are essentially the same for both women and men, ideally yielding a discussion of the role of beliefs in determining “suitable” jobs for both.

- Identification of unsafe ground conditions (risks of tunnel collapse, pit wall failures etc).
- Techniques to prevent tunnel/shaft collapses (timbering, collaring, sandbags) and open pit wall failures (benching)
- Dust and noise exposure (e.g. during crushing)
- Ideally, this campaign to sensitize miners would *follow or be concurrent with* efforts to develop OSH systems in companies (and related government monitoring systems) as this provides a key entry point for gender issues and miners could be introduced to core components of the company/cooperative OSH system during their training. This is currently beyond the scope of the Project but should (at a minimum) be incorporated in efforts to establish a best-practice pilot project (Section 5.3.3).

A typical ASM OSH system and its gender entry points would include:

- A basic policy and different requirements/simple rules for accountability/responsibilities of different persons, i.e. individual women and men miners, their supervisors (team leaders), the supervisors of teams (area leaders), the supervisors of operations (management), etc.  
This is an excellent opportunity not just related to safety, but to include gender dimensions of the work environment and labour conditions such as: acceptable treatment of fellow workers (incl SGBV), contract requirements (fair pricing)
- Equally important, an OSH system outlines specific measures for OSH incident investigation reporting and suitable responses for infractions, including disciplinary actions (e.g. what happens if a worker fails to wear his/her safety glasses and gets an eye injury? He/she is responsible but his/her supervisor is also responsible? What was the immediate response when the incident occurred? Does the infraction warrant a penalty (suspension, fine, dismissal)? Etc etc. The same system would outline response measures in the event of various forms of SGBV, including discrimination.
- Other typical components where gender could be addressed: (i) communication systems (e.g. in the event of an incident), whereby appointment of women’s focal points, some forms of women’s associations and related lines of communication could be established; (ii) early and safe return to work programs (typically applied to injuries but could be adapted to maternity leave); (iii) grievance systems (providing anonymity and measures to address SGBV); and (iv) workforce training program (e.g. induction training, refresher training).
- *Of note:* these systems sound quite comprehensive but they necessarily are quite brief and specific.
- Such a system would be consistent with emerging requirements under OHADA, which requires cooperatives to function as companies, presumably requiring greater responsibilities concerning labour (among other aspects). Further scrutiny of OHADA is required although cooperative will undoubtedly require additional support to comply.

#### 5.2.7 WORTH Program

PACT’s exceptional WORTH curriculum to build literacy and financial skills are currently being adapted for application to ASM communities. The program is already founded on principles of empowerment of vulnerable persons and has been tested in numerous contexts. Furthermore, mobilization strategies proposed are extremely thoughtful in terms of mitigating risks of elite capture, communication methods and extensive outreach and formation of groups on the basis of trust (self-selection). The design also allows for multiple groups to be formed in specific areas (with the intent of women and men working in separate groups) who shall be trained concurrently.

In addition to those modules proposed, the WORTH program is recommended to:

<sup>23</sup> An extremely well designed module on OSH risk assessment could include a case study of relative risks associated with different jobs compared to (for example) farming and the gender risks therein. However, if poorly designed, it could exacerbate exclusion of women from mine sites and certain jobs. As such, it is not formally included as a recommendations.

- *Modules on negotiation skills*, ideally using examples concerning selling of minerals and services, e.g. hauling, and presenting and discussing solutions to complex situations (i.e. when a buyer of hauling services refuses the pay prices agreed, responds with threats or intimidation);
- *Modules on leadership and advocacy training*, using the opportunity to introduce women's and girls' rights to justice and exemplifying the ways in which advocacy skills can be used to claim these rights. Role plays (e.g. in response to specific concerns) and hands-on practice in different scenarios would help build skills further. UN Women's Transformative Leadership training (housed in Nairobi) would provide useful guidance.
- Ensure existing modules draw on practical examples from the field. For example, *basic Numeracy training* could include examples to calculating *real* production sharing after pit owners or team leaders take their deductions (i.e. 50:50 sharing often equates to 70:30 after an owner deducts management and investment costs)<sup>24</sup>.

A concurrent objective to strengthen and build vulnerable women's and girls' capacity to organize, manage, lead and participate vocally should be emphasized throughout.

### 5.3 Additional Recommendations for MFA

Based on results of findings from the desk study and field assessment, a range of *additional* activities (beyond the scope and budget of the current Project) have been outlined and are focused on women's empowerment and improving security and safety in their livelihoods. Defining a comprehensive strategy to advance gender equality in the minerals sector and/or in the GLR is beyond the scope of the assignment, but entry points within the scope of the *Scaling Up Project* and serving closely linked goals and objectives have nevertheless been provided.

With additional support from MFA, such actions combined with those proposed above would catapult the *Scaling Up Project* into an international best practice for advancing gender equality and women's empowerment in ASM.

#### 5.3.1 Activities increasing Gender Outcomes within the Current Scope of the Scaling Up Project

In addition to support for gender training of Pact and its implementing partners (described in Section 5.1), which is deemed essential, the following are additionally recommended within the current components of the *Scaling Up Project*:

##### 1. Baseline Studies:

Given the remarkable dataset that will be compiled and lessons learned throughout the course of the Project, a follow-up report to the comprehensive desk study would be warranted in Year 3. This would integrate statistical analysis of the baseline study dataset with qualitative findings of the Project to synthesize key achievements and lessons learned and produce evidence-based recommendations for government, companies, cooperatives, donors, NGOs and other key actors.

##### 2. External Outreach and Coordination with Stakeholder Networks

The OECD meeting is justifiably a priority for outreach and dissemination, but consideration of other events is warranted. MFA should additionally consider increasing allocations to the *Scaling Up Project* (or create a separate fund or mechanism to support this) in order to further increase knowledge development and improve learning outcomes from the Project and other related activities while strengthening their coordination with other key gender and mining actors.

Consideration should be made to the following, who may also be equipped to provide additional resources to mobilize country "gender champions", for instance from the CPPs, CLSs, companies and cooperatives alongside local women's associations and representatives of women miners participating in gender activities within the Project. For example:

- *World Bank*: consultative activities and regional meetings associated with National Gender Action Plans in DRC.

<sup>24</sup> Additional specific scenarios can be provided upon request.



- *UN Women*: who seems inclined to sponsor a Regional Gender Sharefair on an annual basis and has provisions for sponsorship of key speakers and participants from communities and local organizations in particular.
- *SDCs Knowledge Hub*: which is currently under development, but is likely to include a thematic stream on gender and human rights and (in the future) will like play a role in funding dialogues and knowledge-sharing events. Including in this may be opportunities for peer-to-peer learning via country exchanges.
- *BGRs Mechanism for Ad Hoc Sponsorship of Local Women's Participation in Key Events*, if this mechanism still exists, it provides a rapid way to fund travel to events, dialogues, conferences and workshops and could be used (by both Pact and MFA) to increase exposure of local and national stakeholders while increasing their capacity.
- *IDRC Supported Grow Project* implemented by Carleton University in partnership with PAC and local partners in Uganda, Rwanda and DRC, shall be supporting national dialogues in the three countries in 2017.
- *UN Women-Carleton-IDRC Training on "Gender and Mining Policy, Law and Governance"* which is framed on "transformative change" needed to create gender champions and includes specific modules emphasizing ASM. Members of provincial government, CPS and potentially CLSs as well as Pact officers and CSO engaged in advocacy efforts would benefit tremendously. Curriculum development is currently underway with the first course planned for 2017.
- *Undoubtedly many others...*

Such activities would further serve Project components to increase capacity of NGO partners, government, miners and local businesses, described below. Furthermore, MFA is well-positioned to become a much-needed driving force on gender and ASM and, potential for collaboration, for example with UN Women, or as the spearheading contributor to a Gender and ASM Thematic Stream within SDC's International Knowledge Hub should also be explored.

### 3. Capacity Building of Implementation Partners, Miners, Local Business and Others

In conjunction with broader capacity building efforts, MFA is recommended to support (or contribute to existing) events such as workshops and conferences and development of materials (e.g. good practice booklets) to use within Project training activities *as well as* for broader dissemination to governments, donors and other key stakeholders.

In order to support peer-to-peer learning, MFA could additionally support peer learning exchanges. This would involve visits by groups comprised of women miners and potentially influential senior men miners as well as a few local leaders (e.g. from the CLSs) to sites where women are undertaking non-traditional jobs (e.g. working underground, at some sites crushing, sluicing). This sharing of experiences (e.g. in formation and operation of successful women's associations, good cooperative/company practices etc) would undoubtedly yield a range of benefits in terms of countering discriminatory beliefs concerning women's participation while strengthening links between participating women miners and those holding various positions of authority.

A simple example of this would be an exchange between Habatu Mine and H&B Mine, which are under the same ownership, only 7km apart and – with some encouragement from Pact Rwanda – could receive support from the company. Currently, the "best practice" observed in the region is located at Gifurwe and travel between Rwanda and DRC is complicated for logistical and cultural reasons. Building upon previous work and that undertaken during the current project, MFA should consider supporting a development of a "best practice pilot project" that would be a hallmark of activities in the broader region (Section 5.3.3).

#### 5.3.2 *Technical Training to Empower Women, Increase their Incomes and Challenge the Status Quo*

As discussed in Section 3.3.1, technical training has tremendous potential to challenge beliefs concerning what women can and cannot do while providing them with avenues to increase their incomes and improve their socio-economic status.

MFA should consider expanding the current scope of the project to incorporate technical training of women, the most obvious training entry points that could economically empower them further including:

- *Sluice Boxes:* Currently sluicing methods used in all sites visited are extremely inefficient and losses can be predicted at 40-50%.
  - Introduction of an improved method using portably sluice boxes via hands-on practice training women (and trainers of women miners, e.g. local Pact and SAESSCAM officers) can be easily completed within a single day on-site (and if necessary 2 hours in class);
  - If this were followed by 2-3 full days of hands-on coaching and mentoring, most women (and their trainers) would become relative “experts”, particularly when compared to the terribly inefficient sluice boxes currently being employed<sup>25</sup>.
  - Simple wooden sluice boxes and requisite plastic basins or sieves can be purchased and locally fabricated for ca. \$30-50.
  - Sluice boxes can be readily adapted for both processing of ore and re-processing of tailings, the latter of which women often (not always) have easy access.
- *Prospecting and Rights Acquisition:* Typically, whoever finds the deposit then has control over extraction. Whoever controls extraction yields (and list at a pit owner/team leader level) greatest revenues. Increasing women’s capacity to find *and claim* areas they discover would therefore make a significant contribution to their empowerment.
- *Improved, Safe Crushing Methods:* Which would yield crushed product faster and thereby increase daily incomes. Centralized mechanized crushing (e.g. operated by an association) would be ideal, but small manual crushers would also mark and improvement over methods observed.

### 5.3.3 *Establishment of a Hallmark Best Practice Project*

“Best” and “good” practice models for advancing gender equality and women’s empowerment in ASM are direly needed. Building on Pact’s achievements and reach in the GLR, anticipated gender outcomes from the current *Project* and MFAs expanding role as a leader in multi-facets of certification and traceability, as well as the gender dimension of the sector, MFA is extremely well positioned to advance these efforts by supporting a best practice model in the GLR.

Based on site visits (which are far from comprehensive in the GLR), accessibility and security, the Rubaya mining area seems the best choice for a comprehensive pilot project to demonstrate that women’s empowerment and access to safe, secure livelihoods in mining can be achieved through integrated, multi-pronged approaches and multi-stakeholder coordination.

Such a project would be envisioned to include:

- Formal engagement via an MOU with the cooperative (Cooperamma), company (SMB Ltd.) and local mining committee (CPS) following efforts to achieve buy-in. These parties already seem willing to support gender although are unsure exactly of what is involved.
- Support for development of company policies (within which a simple gender policy could be included), procedures and systems that go slightly beyond those outlined under Section 4.1.4 and 5.2.6 but capture voluntary principles and slightly broader labour commitments (including appointment of gender focal points, formation of internal women’s associations and establishment of requisite lines of communication) and support for extension of those policies to the broader ASM workforce. This model template could be disseminated for adaptation at other sites, with components ideally incorporated in law.
- Identification of simple gender strategies and approaches to create safer, more secure and more hygienic working conditions for both women and men (e.g. men’s and women’s toilets, baby feeding areas, relocation of market activities).
- Technical training (as described in Section 5.3.1) as well as support for establishment of basic induction training, especially targeting women miners. With additional resources, even greater outcomes would involve development of a Small Scale Miners Certificate within Vocational Training centres and programs in the Rubaya area (ideally linked to, drawing from and contributing to programs being developed by companies in Rwanda but lacking a gender lens).
- Sponsorship of participation of key actors and gender champions in Rubaya from women’s groups, SAESSCAM, the Pact office and company and cooperative leadership in events, workshops and peer-to-peer learning opportunities as described in Section 5.2.4.

<sup>25</sup> Based on the Consultant’s experience training women miners in other jurisdictions.

- Sensitization and training efforts to extend VPSHR to multiple facets of the ASM community (including both women and men miners) and inclusive of more comprehensive components and modules on human rights, women's rights, child rights and access to justice.
- More intensive guidance and support to the CLS as outlined in Section 5.2.2.

Given the excellent foundation in Rubaya, this additional support would provide an unparalleled example in the region and indeed the World for *all* stakeholders to learn from, follow, adopt and adapt.



## **Annexes**

## Annex 1: Field Program Implementation Schedule

In response to various logistical issues, the final implementation schedule of field work carried out in Phase Two is outlined below.

**Table A1: Field Program Implementation Schedule**

Field Day No.	Location	Dates	Activity
1	Rwanda - KIGALI	Weds. May 11	§ Travel to Rwanda via air (10am arrival)
			§ Kigali Consultative meetings: - Pact Team in Rwanda - WIAMO, Aline Providence Nkundibiza - BGR, Patricie Mwanbarangwe
2	Rwanda - KIGALI	Thurs. May 12	Consultative meetings: ICGLR Certification Unit.
			Additional Pact Rwanda follow-up, finalization of itinerary, review of instruments, etc.
3	Rwanda	Fri, May 13	Rw Site 1: Habatu & H&B fieldwork
4	Rwanda	Sat. May 14	Rw Site 1: Habatu & H&B fieldwork
5	Rwanda	Sun. May 15	Return to Kigali. Reporting.
6	Rwanda	Mon. May 16	Rw Site 2: Gifurwe fieldwork
7	Rwanda	Tues. May 17	§ Rw: Gifurwe fieldwork
8	GOMA-KIGALI	Weds. May 18	Morning: Travel to Goma.
			Afternoon: Return to Kigali. DRC Embassy and Canadian Embassy
-	KIGALI	Thurs. May 19	DRC Embassy, Pact Follow-up
-	UGANDA	Fri. May 20	DRC Embassy - Kampala.
9	DRC - GOMA	Tues. May 24	Morning: Fly to Kigali. Drive direct to Goma
			Mid-day to Early Afternoon: Meeting with Dep. Coordinator and Counterpart; Group meeting with Goma Pact Team
10	DRC - GOMA	Weds. May 25	Provincial Minister of Mines - N. Kivu
			Children's Voice, Christine Musaidizi
			VP of the Federation des Entreprises du Congo
11	DRC - BUKAVU	Thurs. May 26	Morning: Boat to Bukavu
			Attend Provincial Mining Committee (CPS) meeting, meet Chairman of CPS.
12	DRC	Fri. May 27	Morning: Travel to DRC Site 1: Katogota Site .
			Afternoon: DRC Site 1 - Katogota Site fieldwork.
13	DRC	Sat. May 28	Morning: DRC Site 1 - Katogota Site fieldwork.
			Afternoon: Return to Bukavu.
14	DRC	Sun. May 29	Morning: Travel to Nyabibwe.
			Afternoon: DRC Site 2: Nyabibwe fieldwork.
15	DRC	Mon. May 30	DRC Site 2: Nyabibwe fieldwork.
16	DRC	Tues. May 31	Morning: Travel to DRC Site 3: Rubaya
			Afternoon: Rubaya Fieldwork
17	DRC	Weds. June 1	DRC Site 3: Rubaya fieldwork.
18	DRC	Thurs. June 2	Morning: Return to Goma.
			Afternoon: Reporting. Prep for Debriefing.

Field Day No.	Location	Dates	Activity
19	DRC - GOMA	Fri. June 3	Morning: § Pact Debrief (Workshop style review and discussion with entire Pact Team).
			Afternoon: Debriefing of Provincial Minister of Mines
			Late afternoon: Dutch Embassy Goma Office, Helene Michaud and Christian Senga.
20	Rwanda - KIGALI	Sat. June 4	Return to Kigali. Reporting. Prep for debriefing meeting.
21		Sun. June 5	
22		Mon. June 6	Pact Debrief. Joint debriefing with BGR.
			Consultative Meeting: Dutch Embassy, Ms. Brechtje Klandermans
	Return flight to Entebbe, Uganda		
23	Uganda	Tues. June 7	Consultative meeting with GIZ and ICGLR

## Annex 2: Consultations, Interviews & Focus Group Discussions

Date	Organization	Name	Sex	Nature of Engagement			
				Counterpart	Consultative	Interview	FGD
RWANDA							
May 11 - 18	Pact Rwanda	Ildephonse Niyonsaba* Manager	M				
		Jean Rwagasore* Field Operations Manager rjean@pactworld.org	M				
May 11		Regional Pact Officers (5): Damacen, Imelda, Forster, Fabrice, Bismanah	5M				
	Women in and Affected by Mining Organization (WIAMO)	Aline Providence Nkundibiza	F				
	BGR	Patricie Mwanbarangwe	F				
May 12	ICGLR Certification Unit (@ Rwanda Standards Board)	Head of Unit	M				
May 13	Habatu Mining Co. Ltd (Habatu Tin Mine)	Kizante Mugiraneza, Site Supervisor	M				
		Focus group with women: 13 miners, 1 cleaner, 1 cook, 3 mining engineering interns	17F				
	Karenge Sector Local Government Bichacha Cell	Ndize Joseph Executive Secretary, Bichacha Cell	M				
May 14	H & B Mining Co. Ltd. (H&B Coltan Mine)	Pacifique (?), Operations Manager	M				
		6 women miners (mainly panners)	6F				
May 16	Wolfram Mineral Processing Co (WMP) Gifurwe Mine	Noel Minani, Manager	M				
		Mugaru, Head of Operations	M				
		Tarsis, Chief of Exploitation	M				
		6 women: 1 capitas, 2 subcontractors, 3 miners/ panners	6F				
May 17	WMP Gifurwe Mine	Mukandwi Peligia	F				
		Mpaniga Anistase	M				

Date	Organization	Name	Sex	Nature of Engagement			
				Counterpart	Consultative	Interview	FGD
<b>DEMOCRATIC REPUBLIC OF CONGO (DRC)</b>							
May 24 – June 3	Pact Goma	Vincent Gbolo Songe* Deputy Coordinator	M				
		Marcel Mukwaka* Voluntary Principles on Security and Human Rights	M				
May 24	Pact Goma	Pact Goma Officers (Dep. Coord, Worth Program Coord, OSH Training Coord., Database Manager, Finance/logistics manager.	7M 2F				
May 25	SAESSCAM, North Kivu	Domingo Vital, Chief of Development Services	M				
	Provincial Ministry of Mines, North Kivu	Roger Kahindo Muhasa Tsingo, Dep. Minister	M				
	Children's Voice, North Kivu	Christine Musizi, Executive Director	F				
	Federation of Mining Cooperatives (FEC)	Yvette, Head of Finance and Administration	F				
May 26	BEPAT Bukavu, South Kivu	Joseph, Proj. Coordinator Gisele, Logistics, Admin Julius, Database Manager Alain, Subsector Officer Olivier, Subsector Officer	4M 1F				
	COMADEBU Cooperative (Katogota Mine, Uvira)	Mama Claire Kayange, Chairwoman	F				
	Provincial Mining Committee Meeting (South Kivu CPS)	Bundibulya Bugoye Eloi. Acting Chair, Technical Coordinator	M				
May 28	Katogota Mining Area, Uvira, South Kivu	ca. 50 women (traders, transporters, panners, crushers, small business owners) mobilized by COMADEBU	ca. 50F				
May 29	Pact/SAESSCAM Nyabibwe	Tresor Bongongo, Pact Officer Fiston Mwezi, SAESSCAM	2M				
May 30	AMOPEMIKAN (association of women mineral operators in Kalimbe, Nyabibwe)	Mary Louise Siuzike, Chairwoman	F				

Date	Organization	Name	Sex	Nature of Engagement			
				Counterpart	Consultative	Interview	FGD
	Nyabibwe Mine	Woman trader/manager Woman crusher. Men crushers, sluice operator	2F 2M				
	SAESSCAM Office Nyabibwe Mine	Jacque, Etienne	2M				
May 31	Pact Rubaya	Fabrice, Prince, Jacque, Arnold, Menot	5M				
June 1	Mines Division Office, Rubaya	Chief Administrator	M				
	Cooperama, Rubaya	Executive Committee, Luwowo Site Office	5M 1F				
	River site, Rubaya	8 processors and 1 negociant	9F				
June 2	Local Mining Committee (CLS), Mumba-Bitarama, Rubaya	Akexi, President Fidel Barika, Secretary (and SAESSCAM Officer) Deo Gracias, VO and representative of CSOs Pascal, Advisor	4M				
June 3	North Kivu Provincial Mines Ministry	Chief Secretary, MoM Conseiller de Mines (and former head of SAESSCAM, North Kivu)	2M				
	Pact (Goma)	Debriefing workshop with entire Pact Goma Office.	3F 6M				
	Pact (Goma)	Marlene Wafler	1F				
	Dutch Embassy Office in Goma	Helene Michaud, Premier Secretaire, Christian Senga	1F 1M				
June 6	Pact/BGR Debriefing	Ildephonse Niyonsaba, Jean Rwagasore, Patricie Mwanbarangwe (BGR)	1F 2M				
	Dutch Embassy (Kigali)	Brechtje Klandermans, First Secretary Prisca Ntabaza, Regional Program Advisor	2F				
June 7	BGR / GiZ	Mierko Libertau (BGR) GiZ: Renate Muller, Sandrine Serurakuba.	1M 4F				

\* Dates in brackets ( ) denotes continued engagement throughout field programs.

## Annex 3: Analytical Framework

Table A3 outlines the focus questions that guided the research, specifies which key findings from the desk study (presented in Section 1.1) will be addressed, methods used and highlights additional questions specific to the Project that were explored as a means to inform practical strategies and recommendations presented in Section 5.

**Table A3: Key Questions to Explore in Phase Two Field Program**

Conceptual Research Question	Key Finding	Proposed Methods and Data Sources	Practical Questions for the Project <sup>26</sup>
<b>Gender Division of Labour</b>			
<ul style="list-style-type: none"><li>What are roles of women and girls in ASM sites and communities and corresponding occupational, environmental and economic implications of this?</li></ul>	#1, 2, 3, 8	<ul style="list-style-type: none"><li>Site assessments/ participant observation</li><li>Site reports</li></ul>	<ul style="list-style-type: none"><li>How can the project increase the visibility of women’s and girls’ work in ASM areas?</li><li>How can the project increase the capacity of women and girls to mitigate the negative gendered impacts of participation?</li></ul>
<ul style="list-style-type: none"><li>What are the constraints and opportunities for differently positioned women to participate in and benefit from different aspects of ASM?</li></ul>	#2, 3, 4	<ul style="list-style-type: none"><li>Consultative meetings</li><li>Semi-structured interviews.</li><li>Focus Group Discussions</li></ul>	<ul style="list-style-type: none"><li>How can the project contribute to overcoming these constraints and building upon these opportunities?</li></ul>
<b>Decision-Making</b>			
<ul style="list-style-type: none"><li>How are ASM and related systems of production organized? Within these structures, who makes decisions about who participates, benefits or is negatively impacted?</li></ul>	#1, 4, 7, 9, 10	<ul style="list-style-type: none"><li>Site assessments.</li><li>Semi-structured interviews.</li><li>Focus Group Discussions.</li><li>Stakeholder mapping</li></ul>	<ul style="list-style-type: none"><li>How can the project increase the gender-responsiveness of organizational structures and cultivate “buy-in” from key authorities influencing these structures?</li></ul>
<ul style="list-style-type: none"><li>What is the degree of participation of women and girls in spaces where decisions are made (e.g. local and provincial committees, CBOs and NGOs, government planning and traceability /due diligence processes)?</li></ul>	#1, 3, 7, 10	<ul style="list-style-type: none"><li>Semi-structured interviews.</li><li>Focus Group Discussions.</li><li>Site reports.</li><li>Stakeholder mapping</li></ul>	<ul style="list-style-type: none"><li>How can the project increase the effective participation of women and girls in key organizations, committees and other decision-making spaces in order to ensure their voices are heard and needs and priorities are sufficiently captured and addressed?</li></ul>
<ul style="list-style-type: none"><li>What factors determine (the efficacy) of their participation?</li></ul>	#3, 8, 9, 10		
<b>Access to and Control of Resources</b>			
<ul style="list-style-type: none"><li>What key resources do women and girls in different roles need to better mitigate vulnerabilities, redress</li></ul>	#1, 7, 8, 9, 10	<ul style="list-style-type: none"><li>Site assessments</li><li>Focus Group Discussions</li></ul>	<ul style="list-style-type: none"><li>How can the project ensure women’s and girls’ key resource needs are identified and prioritized</li></ul>

<sup>26</sup> Assessment of the viability of different practical strategies and interventions shall be undertaken via ongoing consultation with PACT counterparts throughout the field mission, review of PACT reports, and consultative interviews with key stakeholders.

Conceptual Research Question	Key Finding	Proposed Methods and Data Sources	Practical Questions for the Project <sup>26</sup>
inequalities and improve their socio-economic status?			throughout design and implementation?
<ul style="list-style-type: none"> <li>What are the opportunities and constraints that women and girls face to effectively accessing and controlling them?</li> </ul>	#7, 8, 9, 10		<ul style="list-style-type: none"> <li>How can the project contribute to overcoming these constraints and building upon these opportunities?</li> </ul>
<b>Norms, Beliefs and Values</b>			
<ul style="list-style-type: none"> <li>How are women's and girls' contributions to mineral production and ASM economies recognized and valued?</li> </ul>	#1, 5, 6	<ul style="list-style-type: none"> <li>Site assessments.</li> <li>Stakeholder mapping</li> <li>Site Reports</li> </ul>	<ul style="list-style-type: none"> <li>How can the Project increase recognition of the contributions of women and girls to mineral production and ASM economies?</li> </ul>
<ul style="list-style-type: none"> <li>How do those in positions of authority operationalize their beliefs and values concerning gender?</li> </ul>	#2, 5, 6, 7, 9, 10	<ul style="list-style-type: none"> <li>Consultative meetings</li> <li>Focus Group Discussions.</li> <li>Stakeholder mapping</li> </ul>	<ul style="list-style-type: none"> <li>How can the Project build the gender competence of authorities and increase their capacity to redress inequalities?</li> </ul>
<ul style="list-style-type: none"> <li>What are levels of awareness of human and women's rights and mining laws?</li> </ul>	#5, 6, 9	<ul style="list-style-type: none"> <li>Site assessments.</li> <li>Semi-structured interviews</li> <li>Focus Group Discussions.</li> </ul>	<ul style="list-style-type: none"> <li>How can the Project increase awareness of human rights and women's rights?</li> </ul>
<ul style="list-style-type: none"> <li>What factors influence women's and girls' capacity to claim these rights?</li> </ul>	#5, 6, 8, 9, 10	<ul style="list-style-type: none"> <li>Semi-structured interviews</li> <li>Focus Group Discussions.</li> <li>Stakeholder mapping</li> </ul>	<ul style="list-style-type: none"> <li>How can the Project strengthen women's and girls' capacity to claim these rights?</li> </ul>



## Annex 4: Research Instruments

*"Scaling up Minerals Traceability Project"*  
GENDER & ASM TOOLS

Site Name: \_\_\_\_\_  
Date: \_\_\_\_\_

### 1 SITE ASSESSMENT & PARTICIPANT OBSERVATION

#### 1.1 Site Location

Site/Village Name: \_\_\_\_\_  
District/Municipality: \_\_\_\_\_ Province: \_\_\_\_\_  
Altitude: \_\_\_\_\_ m UTM Coordinates: \_\_\_\_\_ mE; \_\_\_\_\_ mN  
Climate and General Landscape (general description): \_\_\_\_\_

#### 1.2 Nearest Services, Amenities

Nearest major town: \_\_\_\_\_ Distance from site: \_\_\_\_\_ km.  
Approx travel time to site: \_\_\_\_\_ (mins/hours) Road conditions: \_\_\_\_\_  
General description of town (approx. population, main non-mining economic activities, etc): \_\_\_\_\_

Services available: (schools, clinics or hospitals, government offices etc) (*nearest to mining area*): \_\_\_\_\_

**Where do women and men miners live?** (circle all that apply)

☐ At the site ☐ In \_\_\_\_\_ village ☐ Dispersed ☐ Other: \_\_\_\_\_

Description (distance to site; living conditions, gender dimensions, i.e. do single women live in different locales than married ones? ACCESS TO WATER, HEALTH SERVICES, LOCAL GOVERNMENT ETC): \_\_\_\_\_

#### 1.3 Pact Engagement at the Site

Local Pact Representatives & Contact Information: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Pact Engaged Since: \_\_\_\_\_ Certification Status: \_\_\_\_\_

Incidents/Status: \_\_\_\_\_  
\_\_\_\_\_

Baseline Studies Complete? Yes / No Reports Available to Consultant Yes / No

Other Activities Undertaken by Pact: \_\_\_\_\_

**"Scaling up Minerals Traceability Project"**  
**GENDER & ASM TOOLS**

**Site Name:** \_\_\_\_\_  
**Date:** \_\_\_\_\_

**1.4 General Mine Site**

Type of mine (circle all that apply):      underground      surface      riverbed  
Source of ore (circle all that apply):      hard rock      alluvial      colluvial      tailings  
Licence/title/concession holder (circle):      individual      cooperative      association  
   mining or exploration company      unlicensed

**Description of concession holder** (Name/management on site/nature of relationship with artisanal miners/gender dimension of this relationship (who are leaders, lines of communication etc)):

**GENDER DIVISION OF LABOUR (est. participation):**

Type	Registered		Un-registered		COMMENTS: Boys vs.Girls / Indep vs Teams / Registered vs. Unregistered)	INFO SOURCE
	M	F	M	F		
Concession Holders						
Shaft/ Pit Owners						
Diggers						
Transporters (Ore, Waste Rock)						
Crushing/ Grinding						
Panners						
Transporters (Water)						
Mineral Trading:						
Shops/ Petty Trade/ Restaurants / Hotels etc:						
Farming						

HAS THE GDOL CHANGED IN THE PAST 5 YEARS? HOW ABOUT IN THE LAST YEAR? WHY DO YOU THINK THIS IS?

**SYSTEM OF PRODUCTION**

**Site Name:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**2.1 Extraction**

**How is Extraction Organized?** (check and circle all that apply and describe in your notebook)

- |   |  |
|---|--|
| <input type="checkbox"/> Owner/site boss oversees (circle) each/multiple teams. | <input type="checkbox"/> Most/all owners/bosses are men/women.       |
| <input type="checkbox"/> Small groups with a team leader/supervisor/foreman.    | <input type="checkbox"/> Most/all team members are men/women.        |
| <input type="checkbox"/> Individuals or a few people working together.          | <input type="checkbox"/> Most/all team leaders are men/women.        |
| <input type="checkbox"/> Other (describe ).                                     | <input type="checkbox"/> Most/all individuals/diggers are men/women. |

Is this different from how people worked 10 years ago? 3 years ago? 1 year ago? Why or why not?

**Key Questions, Observations and Information to Collect:**

- Methods/tools/equipment used at each step. Is this different for different work structures? Is it different for women and men?
- Main occupational safety hazards and risks? Are they different for different steps in extraction? Are they different for different types of organizational structures (e.g. teams vs. individuals)? Different for men and women doing different jobs and tasks?
- What are the main environmental hazards and risks of extraction? (e.g. where is waste rock being piled, who is doing this work?)
- Who makes decisions about who can join a group? What is required to join a group?
- Who makes decisions about how/where/by who extraction is done?
- How are diggers/teams paid? Is this different for women and men?
- How much ore does a team/individual extract on an "average day" (e.g. no. of sacks)? How many days per week/month do individuals/teams work? Is this different for women and men? What is the overall average ore production for the site?
- Do those involved in extraction understand how ASM is licenced? Is this different for team leaders compared to workers? How about differences between different work structures? And men and women?

**2.2 Transport Ore, Waste Rock and Water**

**How is Transporting Ore, Waste Rock and Water organized?** (check and circle all that apply and describe in notes)

- |   |   |
|---|---|
| <input type="checkbox"/> Hauling ore / waste rock is done by diggers/digging teams. | <input type="checkbox"/> Other individuals / teams haul ore / waste rock / water. |
| <input type="checkbox"/> Hauling water is done by processors.                       | <input type="checkbox"/> Other (describe).  |

Is this different from how people worked 10 years ago? 3 years ago? 1 year ago? Why or why not?

**Key Questions, Observations and Information to Collect:**

- Describe the methods/tools/equipment used. Is this different for different work structures? Is it different for women and men?
- What are the main occupational safety hazards and risks? Are they different for different steps in extraction? Are they different for different types of organizational structures (e.g. teams vs. individuals)? Different for men and women doing different jobs and tasks?
- What are the main environmental hazards and risks of extraction? (e.g. where is waste rock being piled, who is doing this work?)
- Who makes decisions about who can get transporting jobs? Is it different for ore, waste rock or water? Is it different for men and women?
- Who makes decisions about how/where/by who extraction is done? For different structures?
- How are diggers/teams paid? Is this different for women and men? For different structures?
- How much ore/waste rock/water does a team/individual haul on an "average day"? How many days per week/month do individuals/teams work? Is this different for women and men?
- Do those involved in transport understand how ASM is licenced? Is this different for men/women hauling different things (e.g. water vs. ore vs. waste rock)? How about differences between men and women?

### **2.3 Mineral Processing**

**How is Mineral Processing organized?** (check and circle all that apply and describe in notes)

- |   |  |
|---|--|
| <input type="checkbox"/> Owner/site boss oversees (circle) each/multiple teams. | <input type="checkbox"/> Most/all owners/bosses are men/women.       |
| <input type="checkbox"/> Small groups with a team leader/supervisor/foreman.    | <input type="checkbox"/> Most/all team members are men/women.        |
|   | <input type="checkbox"/> Most/all team leaders are men/women.        |
| <input type="checkbox"/> Individuals or a few people working together.          | <input type="checkbox"/> Most/all individuals/panners are men/women. |
| <input type="checkbox"/> Other (describe).                                      |  |

Is this different from how people worked 10 years ago? 3 years ago? 1 year ago? Why or why not?

**Key Questions, Observations and Information to Collect:**

- Describe the methods/tools/equipment used at each step. Is this different for different work structures? Is it different for women and men?
- What are the main occupational safety hazards and risks? Are they different for different steps in processing? Are they different for different types of organizational structures (e.g. teams vs. individuals)? Different for men and women doing different jobs and tasks?
- What are the main environmental hazards and risks of extraction? (e.g. where is waste rock being piled, who is doing this work?)
- Who makes decisions about who can join a group? What is required to join a group?
- Who makes decisions about how/where/by who processing is done? For different structures?
- How are panners/teams paid? Is this different for women and men? For different structures?
- How much ore does a team/individual pan on an "average day" (e.g. no. of basins)? How much gold is won from one average basin? How many days per week/month do individuals/teams work? Is this different for women and men? What is the overall average gold production for the site?
- Do those involved in processing understand how ASM is licenced? Is this different for team leaders compared to workers? How about differences between different work structures? And men and women?

**ARE THE SAME INDIVIDUALS/GROUPS DOING:**

- |   |                              |  |  |                             |
|---|------------------------------|--|--|-----------------------------|
| 1. Both Extraction and Hauling ore        | <input type="checkbox"/> Yes | <input type="checkbox"/> In most cases | <input type="checkbox"/> In some cases | <input type="checkbox"/> No |
| 1. Extraction, hauling ore AND processing | <input type="checkbox"/> Yes | <input type="checkbox"/> In most cases | <input type="checkbox"/> In some cases | <input type="checkbox"/> No |
| 2. Hauling ore AND processing             | <input type="checkbox"/> Yes | <input type="checkbox"/> In most cases | <input type="checkbox"/> In some cases | <input type="checkbox"/> No |

Describe the gender differences observed for the different "systems of production" found at the site.

### **2.4 Mineral Trading**

**How is Trading Organized?** (describe in your notebooks)

Who is buying? (e.g. leaders of gangs/work groups; association/cooperative heads, mining companies/concession holders, independent buyers/dealers). Are both men and women involved?

**Key Questions, Observations and Information to Collect:**

- Describe the methods/tools/equipment used for trading. Is this different for different traders? For women and men in trading?
- How are sale prices determined? Do different miners/sellers get different prices? Are their differences between women and men selling?
- What is the current (average) "ground price" for the mineral (cassiterite, tantalite, wolframite)?

**3 ORGANIZATION OF ASM**

Organization Name:		Type of Organization: (company, cooperative, association, etc.)	
		Officially registered as a legal entity? Y / N	
Concession/licence holder? Y/N		If no, what is the arrangement with the concession/licence/title holder:	
When/How/Why (purpose) Formed?			
Are there clear goals, activities of the organization? What are they?		Can members list or describe these goals and activities? Are there differences between men and women members in terms of ability to list/describe?	
Leadership Type: (owner, council, committee, etc).		Who holds positions of power? (M/F) (e.g. miners, business people, politicians – gender dimensions of this)	
How are those in power Elected?:		How are decisions made?	
		Are women and men differently involved in decision making?	
No. of Members (M/F):  Who are they? (team leaders, diggers, processors, traders, haulers/transporters, others). (M/F)		No. of Non-Members (M/F) working under organizational control:  Who are they? (diggers, processors, traders, haulers/transporters, others). (M/F)	
How are organization leaders funded to do their work?			
Are workers paid by the organization? If so, how do they receive payment?			
Do members receive other benefits from the organization? If so, what are they?			
Describe the ways that men and women in each organization may differently have constraints and opportunities to:			
<ul style="list-style-type: none"> <li>- Access the organization (as members)</li> <li>- Access leadership roles.</li> <li>- Participate in decision-making.</li> <li>- Receive different benefits from the organization.</li> <li>- Are differently impacted negatively by decisions of the organization.</li> </ul>			
Interviewers Limitation on Information about the organization: (limited info sources, lack of time to verify).			

#### **4. FOCUS GROUP DISCUSSIONS**

1. Introduce the objective of the site visit: To understand the challenges *and business opportunities* for women working in ASM and ASM communities.
2. Participant Introductions: Name, Origin, Job at the Mine, Other Jobs, How long in mining, marital status, number of children.
3. Discuss and list all of the different jobs and functions that women and girls do in the mining area. What about men's/boys' jobs?
4. What jobs are you doing now? HOW did they get that job?
5. When they first started working at the mine, how did you learn what to do in their mining jobs?
  - Are there ways in which you first jobs/ methods changed since they first started working? What are examples of how you improved or changed the ways they work since you started working here? Why did they make these changes? (e.g. did someone instruct them or give them advice? Did they copy others?).
  - What were the benefits of these changes?
6. Are you working in an organization, team or group? How did they join the organization/team/group? What are the requirements to be a "member"? Do you prefer working in a group? Or individually? What are the benefits/disbenefits of each?
7. In what ways do you participate in this organization? How are different types of decisions made (where to mine, who does what job)?
8. How are benefits/production shared or wages in the group determined? Who decides this (% sharing, wage, etc)? Did it cost you anything to join the organization? What do you need to do to keep being a member?
9. In which ways do you benefit from working in mining? (e.g. savings, bought a cow, started a shop etc).
10. How do you use the earnings from mining? (go through process of sale or handover). Do you decide how your earnings are used?
11. What types of work did you do before you came to the mines? You told us about the "benefits" of mining already. What are the negative effects of mining on your lives? How do you address these? How could you?
12. Can anyone name examples of legal rights and responsibilities associated with mining? Have they heard of the mining law (and requirements)? What are they (for example – e.g. licencing OSH, environment, cooperatives).
13. How about other types of legal rights? E.g. women's rights to work. Land ownership. Working during pregnancy. Access to justice.  
Ask for examples of when women thought their rights had been taken (e.g. land inheritance) and they tried to get justice. What did they do? What happened? Was the outcome fair? Why or why not? What/who/why made it easy/difficult to resolve the situation?
14. What do you see as the "best jobs" at the mine? Why are they the "best"? Have you ever tried to do them? What happened?
15. Are there any jobs you would rather do? What challenges are they facing in doing them?
16. Has anyone at the site ever been trained? In what?
17. Based on women's different jobs and the different *other* types of work at the mine, what types of things would they like to learn what would help improve their lives? How do they think this would benefit them?
18. CLARIFY the objectives of the research. DEAL WITH EXPECTATIONS concerning follow-up.

**"Scaling up Minerals Traceability Project"**  
**STAKEHOLDER ANALYSIS TOOL**

DATE/TIME/LOCATION: \_\_\_\_\_

**1.1 Stakeholder(s) Interviewed**

Organization: \_\_\_\_\_ Location: \_\_\_\_\_

Name/Position: \_\_\_\_\_ Contact: \_\_\_\_\_

Name/Position: \_\_\_\_\_ Contact: \_\_\_\_\_

Name/Position: \_\_\_\_\_ Contact: \_\_\_\_\_

**1.2 Mandates, Priorities Objectives, Activities**

1.2.1 What is your main role and function in the mining sector? Main objectives and priorities?

1.2.2 What is the scope of your office/organization/activities (localities working, nature of activities, organizational staffing (M/F)?

**1.3 Gender and ASM**

1.3.1 What do you see as the main gender issues in ASM? And in your work? (Examples)

1.3.2 Has your organization tried to tackle these issues? If so, how? (examples).

1.3.3 What are your main strengths (position, power/influence) in tackling such issues?

1.3.4 If not, is it something that falls within your current mandate/activities? Should it be?

1.3.5 Do you see areas where your organization could be more responsive to these gender issues? In what ways? (examples).

1.3.6 What would your organization need (financial, skills, capacity) to undertake such activities?

**1.4 Other Institutions, Agencies, Programs and Projects**

1.4.1 What other projects, programs, are you aware of that are addressing issues related to ASM and gender (government, CSOs/NGOs, private sector, private sector associations, donor projects, others)?

1.4.2 Who is *best positioned* to handle issues of ASM and gender (including SGBV)? If this is outside of your priorities and mandates, which organization/institution is best positioned to address these issues? Who should do this work?

See attached tables.

Types of Stakeholders

Government	Regional and International Orgs	CSOs/NGOs	Private Sector
<ul style="list-style-type: none"> <li>Ministries &amp; Ministers</li> <li>Depts (e.g. OGMR, SAESSCAM)</li> <li>Police</li> <li>Local Government</li> <li>Judiciary</li> <li>Revenue Authorities</li> <li>Immigration</li> </ul>	<ul style="list-style-type: none"> <li>Pact</li> <li>ICGLR</li> <li>Dutch Embassy</li> <li>BGR</li> <li>DFID</li> <li>World Bank</li> <li>UN Women</li> <li>Other UN Agencies</li> <li>PAC</li> </ul>	<ul style="list-style-type: none"> <li>Pact Rwanda</li> <li>Children's Voice</li> <li>WIAMO</li> <li></li> </ul>	<ul style="list-style-type: none"> <li>Mining Companies</li> <li>Chambers of Mines</li> <li>Traders</li> <li></li> <li>Artisanal Miners</li> <li>ASM Organizations</li> </ul>

*"Scaling up Minerals Traceability Project"*

STAKEHOLDER ANALYSIS TOOL

DATE/TIME/LOCATION: \_\_\_\_\_

Institutions, Organizations, Projects and Programmes Working at the Nexus of ASM, Gender and Conflict

Monitoring Organization: Projects and Programmes Forming the Backbone of Learning Series and Communities						
Roles & Functions	Stakes & Interests	ASM-Gender Influence	Strength	Contribution to <i>Scaling Up</i> Project	Comments	
Admin. Position	ASM, Gender Perception	ASM-Gender Interest	Weakness	Expectation of <i>Scaling Up</i> Project wrt Gender		
STAKEHOLDER NAME:						