

FINAL REPORT

Women in Mining Guinea Pilot Index

**Submitted by**

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ACRONYMS

CSR	Corporate Social Responsibility
CSO	Civil Society Organizations
DG	Development Gateway
DP	Development Partners
EI	Extractive Industries
FLC	Fixed-length Contract
FNDL	Fonds National de Développement Local (National Development Funds)
FODEL	Fonds de Développement Local (Local Development Funds)
IGR	Income Generating Activities
PC	Permanent Contract
PNDES	Plan National de Développement Economique et Social (National Economic and Social Development Plan)
PWYP	Publish What You Pay
SDG	Sustainable Development Goals
SME/SMI	Small/Medium Size Enterprises/Industries
WIM	Women In Mining Guinée

EXECUTIVE SUMMARY

Civil society organizations and development partners are increasingly including gender dimension in their agendas and action plans, urging countries to promote equality and equity in all sectors. In the extractive industries sector, EITI International has included gender in the requirements of its new [standard](#), officially launched in June 2019 requiring multi-party groups in EITI countries, to respect the gender balance, and private companies to disclose their employment figures disaggregated by gender and by professional category.

In general, actors in the mining sector are working towards greater involvement of women in private companies, in the management of mining resources, and in decision-making bodies. Guinea has ratified most international conventions on women's rights and gender equality, including [the Convention on the Elimination of All Forms of Discrimination Against Women \(CEDEF\)](#) in 1980, the 1993 UN Declaration on the Elimination of Violence Against Women, and the African Charter of Human and Peoples Charter Protocol on Women's Rights in Africa in 2003 (The Maputo Protocol). The country also joined the 2015 Beijing [Action Program](#), which provides specific guidance in areas such as violence against women, education, and girls' rights.

At the national-level, the [Constitution of the Republic of Guinea](#) stipulates, in Article 8, that men and women enjoy the same rights. Guinea also adopted a [National Gender Policy](#) in 2011 to address gender disparities in education and employment as well as economic and decision-making bodies. The mining sector is included under this policy with respect to including women's needs in private companies, CSR initiatives, and the preference to be given to local SMEs/SMIs in the provision of goods and services. Pillar 3 of Guinea's National Economic and Social Development Plan (PNDES), combined with the Sustainable Development Goals (SDGs), aims to reduce inequality and increase investment in education, vocational training, and entrepreneurship to empower young women and girls to improve the national human capital.

Despite these efforts, which reflect the Government's commitment to promoting equity, the results are still modest. The [2018 National Report](#), related to Guinea's voluntary contribution to the SDGs, notes "*despite equality for all, recognized by the Constitution, women are victims of a status conferred on her by traditional society (customs and religious rules) that defines the usual benchmarks, morals, manners, and ways of lives, with respect to men and women roles and places in the society.*"

Women make up more than 52% of the country's total population. While mining is the main source of national export and tax revenues, women and girls in mining areas generally face difficult and disadvantageous living conditions. At the **enterprise-level**, they rarely access managerial positions or participate in capacity strengthening opportunities and activities; **at the community-level**, their needs are rarely addressed – even when they could lead to potential financial opportunities – and they are not involved in allocation of mining revenues; in the **artisanal sector** their health, and that of their children, is strongly impacted by the use of harmful products such as mercury and cyanide. Women in mining communities are therefore one of the

most vulnerable groups impacted by extractive activity in Guinea. Mainly as a result of their low education level, built-in stereotypes, and socio-cultural burdens, Guinean women enjoy very few of the economic opportunities in mining communities.

This situation has led **Women in Mining (WIM) Guinea**, with the financial support of the Open Society Initiative for West Africa (**OSIWA**), to experiment with the development of an index designed to capture the real obstacles hindering women's involvement and empowerment in the mining sector. The goal is to trigger relevant debates and provide stakeholders with the evidence needed to implement sustainable solutions inclusive of gender. The Index was also envisioned to serve as an efficient M&E tool, to annually assess the progress made towards improving women's living conditions in the industrial and artisanal mining industry.

In 2018, two consultants conducted a first study: Mr. Aly Komah (National Institute of Statistics) and Mr. Abdoulaye Sylla (Gamal Abdel Nasser University of Conakry). The methodology used for that survey was rigorous. However, the findings were less convincing as they made it possible to estimate women's general situation in the Siguiri gold region, but could not be used to measure women's challenges and how those challenges prevent women from being more involved in the sector.

Development Gateway (DG), in partnership with WIM Guinea, was given the opportunity to complete the independent study and to design the WIM Guinea Pilot Index and online visualization tool, based on national indicators and variables. This engagement was:





- For three mining prefectures: Siguiri, Boké and Kérouané;
- On six themes: Government's commitment to address women's issues; mining companies commitment to improve women's inclusion and promote their empowerment; the role of civil society organizations (CSOs) in advocating for women's rights; the role of women in communities, and the impact of mining on women's health.

Each prefecture displays a different score, derived from the compilation of the respective indicator values for each of the themes.

DG's approach was based on a key premise: assessing the relationship between extractives and gender is not limited to measuring *inclusion* — counting the number of women who work in mining companies, sit on boards of directors, or own mining licenses. Rather, it must also evaluate the *impact* within the broader socio-cultural context if it is to sustainably and comprehensively address issues of inequity. The WIM Guinea Pilot Index was designed to meet WIM Guinea's expressed needs to:

- Measure women's inclusion in the Guinean mining sector;
- Understand the barriers faced in corporate environments and communities;
- Measure women's exposure to the dangers of mining activities

The WIM Guinea assessment has highlighted preliminary findings that provide insights into potential future opportunities, including:

 <p>Education: While most studies link mining regions' low education levels to children abandoning school to go into artisanal mining. DG's assessment revealed another cause: there is a lack of teachers in mining community schools, as salaries often do not meet their expectations, and teachers are not motivated to live in remote areas.</p>	 <p>Women's low employment is often linked to low local capacity. However, our research team learned that in some cases, women also refuse opportunities because of their marital status and/or their cultural context.</p>
 <p>Lack of Statistics: CSOs do not have access to private companies' HR figures and are not informed of women's complaints – making advocacy difficult. There is also incomplete health data, as information on common diseases in mining communities is lacking, and building accountability is challenging.</p>	 <p>Community-level Financial Access: Women have little-to-no formal access to credit. When they do get credit, they do not receive accompanying measures to build capacity for project management. At the surface level, women's participation is encouraged, but they are often subject to rigid conditions that inhibit their success.</p>

This non-exhaustive list of preliminary findings confirms the relevance and the need to deepen the research on the real causes of low female participation and the persistence of gender gaps in the mining sector.

As a final deliverable, DG developed an online [static visual tool](#), that converts main findings, and relevant contextual statistics, into interactive user-friendly graphs and figures.

The WIM Guinea Pilot Index was designed to be a larger-scale advocacy tool, as well as a reference to address gender issues in Extractive Industries. As such, it can provide non-state actors with evidence to trigger and fuel their advocacy efforts and guide the government at the policy-level. The values included in the computation of the Index, broken down by themes and by prefectures, intend to highlight obstacles, priorities, and areas of improvement, for a sustainable resolution of gender issues.

BACKGROUND

Civil society organizations and development partners are increasingly including the gender dimension in their agendas and action plans, urging countries to promote equality and equity in all sectors. In the specific extractive industries sector, EITI International has included gender in the requirements of its new [standard](#)¹, officially launched in June 2019, requiring multi-party groups in EITI countries, to respect the gender balance, and private companies to disclose their employment figures disaggregated by gender and by professional category.

Generally, the Government of Guinea is working for greater women's involvement in private mining corporations, mining resource management and decision-making instances of the mining sector. Guinea has ratified most international conventions on women's rights and gender equality, including the [1980 Convention on the Elimination of All Forms of Discrimination against Women](#)²; the 1993 UN Declaration on the Elimination of Violence Against Women; the African Charter of Human and Peoples Charter Protocol on Women's Rights in Africa adopted in 2003 in Maputo. The country has also joined the Beijing 2015 [Action Program](#), which provides specific guidance in areas such as violence against women, education, girls' rights, etc.

At the national-level, the [Constitution of the Republic of Guinea](#)³ stipulates, in Article 8, that men and women enjoy the same rights. Guinea also adopted a [Gender Policy](#)⁴ in 2011 to address gender disparities in education, employment as well as economic and decision-making bodies. The mining sector is included in this policy with respect to including women's needs in private companies CSR initiatives and the preference to be given to local SMEs/PMIs for the provision of goods and services. Pillar 3 of Guinea's National Economic and Social Development Plan (PNEDS), aligned with the Sustainable Development Goals (SDGs), aims to reduce inequality and increase investment in education, training and entrepreneurship to empower young women and girls and develop human capital. Other initiatives include the Parity Act, passed in 2019, the Policy Letter for the Promotion of Local Content in the Mining Sector, the Gender Promotion Support Project, the Maternal and Child Health Program (PROSMI), the Income-Generating Activities Support Fund for Women and Youth, and the National Policy for Young Girl Schooling.

Despite these efforts, which reflect the Government's commitment to promoting equity and equality at the national-level, the results are still timid. The OECD's Social Institutions and Gender Index (SIGI), which measures discrimination against women in social institutions in 180 countries, taking into account laws, norms and social practices, gives the country a score of 0.439 and ranks Guinea among the eight countries with the greatest gender disparities in the non-OECD area. This trend is confirmed in the [2018 national report](#), which deals with Guinea's voluntary contribution to the SDGs, in these terms: *"despite equality for all, recognized by the*

¹ <https://eiti.org/news/eiti-launches-2019-eiti-standard>

² https://www2.ohchr.org/english/bodies/cedaw/docs/CEDAW.C.GIN.7-8_fr.pdf

³ <https://docs.google.com/document/d/17rW1j-3KLEqNrmDrKm6uOrstUQnT2m2Y/edit?ts=5f39f428#>

⁴ <https://www.undp.org/content/dam/guinea/docs/whatwedo/women-empowerment/politique-nationale-genre-2011.pdf>

Constitution, women are victims of a status conferred on them by traditional society (customary and religious rules) that defines the usual benchmarks, customs, customs and customs, places and respective roles for men and women."

CONTEXT

WIM Guinea and other CSOs working on gender issues in Guinea believe that EI actors' commitments remain theoretical and dispositions contained in legal texts and national strategies are rarely applied.

Women make up more than 52% of the country's total population. While mining is the main source of the country's export and tax revenues, women and girls in mining areas live in generally difficult and disadvantageous conditions: at **the enterprise-level**, they rarely access managerial positions and capacity strengthening opportunities; **at the community-level**, they are rarely involved in mining revenues allocation and their needs are not accounted for - even when they could potentially lead to additional income; in the **artisanal sector**, their health, and that of their children, are strongly impacted by the use of harmful products such as mercury and cyanide. Women in mining communities are one of the most vulnerable groups affected by extractive activity in Guinea, but despite this, they enjoy very few economic opportunities, mainly because of their low education rates, stereotypes and socio-cultural burdens of their environment.

This situation has led WIM Guinea, with the financial support of OSIWA, to pilot the development of an Index designed to capture the real obstacles hindering women's involvement and empowerment in the mining sector. Its goals are to trigger relevant debates and provide stakeholders with the evidence needed to implement sustainable solutions inclusive of gender issues. The Index was also envisioned to serve as an efficient M&E tool, to annually assess the progress made towards improving women's living conditions in the industrial and artisanal mining industry.

A first study was carried out, in 2018, by two consultants: Mr. Aly Komah (National Institute of Statistics) and Mr. Abdoulaye Sylla (Gamal Abdel Nasser University of Conakry). Although the methodology used for that survey was rigorous, the findings were less convincing, as they made it possible to estimate women's general situation in the Siguiri gold region, but could not be used to measure women's challenges and how those challenges prevent them from being more involved in the sector.

Development Gateway (DG), in partnership with WIM Guinea, was given the opportunity to complete this first effort and design – the WIM Guinea Pilot Index – an online visualization tool, based on national indicators and variables; three mining prefectures (Siguiri, Boké, and Kérouané); and on six themes: Government's commitment to address women's issues; mining companies commitment to improve women's inclusion and promote their empowerment; CSOs role in advocating for women's rights; the role of women in communities and the impact of

mining on women's health. Each prefecture displays a different score derived from the compilation of the respective indicators values for each of the themes.

DG's approach was based on a key premise: assessing the relationship between extractives and gender is not limited to measuring *inclusion* — counting the number of women who work in mining companies, sit on boards of directors, or own mining licenses. Rather, it must also evaluate the *impact* within the broader socio-cultural context if it is to sustainably and comprehensively address issues of inequity. The WIM Guinea Pilot Index was designed to meet WIM Guinea's expressed need to:

- Measure the inclusion of women in the mining sector in Guinea;
- Assess the barriers they face in the corporate environment and in the community;
- Measure their exposure to the dangers of mining activity.

Beyond this first experimental phase, the WIM Guinea Pilot Index aims to be a large-scale advocacy tool and a reference to address women's issues in EI at country-level. The values included in the computation of the Index, broken down by themes and by prefectures, is intended to highlight the obstacles, the priorities, and the areas of improvement for a sustainable resolution of gender issues.

This final report highlights the strengths and the weaknesses of the 2018 independent study before detailing DG's approach for computing location-based indexes at prefecture level. The document presents challenges encountered during the project and mitigation strategies before ending on recommendations and prospects based on received feedback for the WIM Guinea Pilot Index.

1. THE 2018 INDEPENDENT STUDY

Two consultants, Mr. Aly Komah and Mr. Abdoulaye Sylla, conducted a study in 2018, that "provided a descriptive analysis of women's living and working conditions, as well as subsistence practices in artisanal and small-scale gold mining and private mining companies." The objectives of the survey as identified by NIS were to:

- Collect data from mining companies and artisanal miners;
- Process and analyze the data collected;
- Produce indicators of disparities in living conditions between women and men in mining communities;
- Develop the WIM Index in Guinea
- Characterize women in mines.

The study was underpinned by the following assumptions:

- Mining companies' actions towards women do not improve women's working or living conditions;

- The lack of women's empowerment in the mining sector makes them more vulnerable and exacerbates poor living conditions;
- Gender-based violence and lack of security at mining sites have a significant impact on the deterioration of women's working conditions;
- Women are reportedly more vulnerable to diseases in mines but the lack of statistics on health makes it difficult to monitor the evolution.

A preliminary report was shared at the end of the study and included statistics to assess "women's working and living conditions in mining areas". The study concludes that "Overall, the living conditions of women in the mines are very poor; the WIM index is 37% (0.37) with a confidence interval between 32% and 43%. As for men, their index is 42% (0.42)."

1.1. Study Strengths

The Development Gateway team analyzed the consultants' preliminary report. The study is sociologically interesting and provides information on the general situation of women in the Siguiri gold region. The strengths of the survey include:

- The rigor of the methodology used, which includes important intermediate steps (officer training, awareness sessions, pilot survey, etc.)
- The completeness and representativeness of the sample.
- Consideration of gold mining and industrial gold activity.

1.2. Study Weaknesses

Some weaknesses were noted in the survey's variables, which are not adapted for an index that is intended to be quantitative. An important part of the methodology adopted by the consultants remains qualitative, a factor that adds a challenge for an index, especially when no approach to converting qualitative data into quantitative data has been proposed by the researchers. In addition, some of the data collected is more relevant to household surveys, but inappropriate for an index. The following examples show the limitations of some of the used themes and variables.

**All tables in this section are extracted from the December 2018
Independent Study Preliminary Report**

1.2.1. Feedback on the Themes Used in the Study

The following table lists the themes included in the study.

Independent Study Table 1.1: List of themes included in the WIM Index calculation

Themes	Number of Variables
Private corporations action towards women	7
Empowerment	11
Demographics	7
Education and Gender	19
Housing and Owned Properties	36
Occupation and work equipment	17
Health and Security	9
TOTAL	106

Corporate Actions Toward Women

Variables used under this theme included maternity leave, breastfeeding time, paid annual leave, and paid sick leave. Those themes are included in employee's contracts based on their type (e.g. service provider contract, fixed-term contract or permanent contract). It would have been more appropriate for the index to collect statistics on the different types of contracts in private companies disaggregated by gender and by professional category.

Housing and Property

This theme collects information on the type of housing women of the communities live in as well as their assets. There is no information/confirmation that the assets listed in this category come from mining revenues or from other sources (donation, inheritance, other income-generating activity, etc.) The same is true for variables (floor material, roof material, cabinet, DVD player, etc.) that are not necessarily purchased through women's revenues in the mining sector.

1.2.2. Feedback on Variables Used in the Study

The following tables show the limits of certain variables as they relate to a specific theme.

Independent Study Table 1.2 : Health and Security Variables

Theme	Variables Used (NIS)	Recommended Variables (DG)
Health & Security	Visit a health center	Distance (in kms) from the community to the nearest health center
Health & Security	Disease preventing employee from working	Available services in Health Center
Health & Security	Get sick	Mortality Rate in Health Center

The recommended variables, as opposed to those used in the study, could assess how easy (or difficult) it is for women to access health facilities; what services are available to women (maternity, x-ray, ultrasound, HIV/AIDS testing, etc.) Values for the recommended variables coupled with health statistics could be a strong basis to advocate for women's improved access to health and basic social services.

Independent Study Table 1.3 : Education and Gender Variables

Theme	Variables Used (NIS)	Recommended Variables (DG)
Education & Gender	Being influenced by her boss	Primary school attendance rate (girls vs. boys)
Education & Gender	Harassed by a superior	Secondary school attendance rate (girls vs. boys)
Education & Gender	Harassed by a colleague	% of women in mining areas primary teaching force
Education & Gender	Harassed by a partner	% of women in mining areas secondary teaching force

The recommended variables will allow collection of primary and secondary school attendance statistics as well as women's involvement in mining communities teaching force. These statistics could be useful in defining strategies and programs to keep girls in school.

The variables used in the study also have import, but seem more suited to another category, as they provide little insight on education. It might be preferable to list them separately, while also providing further detail on the definitions used.

1.2.3. The Lack of Precision and Objectivity of Certain Variables

Independent Study Table 5.1- Breakdown (%) of miners by gender and by type based on their employment statuses

Employment Status	Male	Female	Male	Female
			Private Company	Artisanal Mining
Boss	6%	3%	0%	4%
Service Provider	39%	49%	0%	67%
Group Member	19%	14%	0%	19%
Family Help	2%	6%	0%	8%
Manual Worker	6%	4%	16%	0%
Intern	1%	3%	10%	0%

In view of the organizational difference between mining companies and artisanal mining operations, it would have been more appropriate to present their respective figures in separate tables. For mining companies, for example, it would be interesting to know the proportion of

men and women in the different occupational categories to (i) determine whether certain categories appear to be reserved for men, and (ii) attest to wage differences between the two.

“Manual Worker” status is vague and inclusive of several professional categories (assistant, receptionist, senior executive, etc.) The same is true for “Boss,” who may refer to a head of department or division, a Manager or a Board Member.

Independent Study Table 6.5

Breakdown (%) miners who have been ill in the last 30 days; by type, gender, and activity

	Total	Male	Female	Male	Female
				Private Company	Artisanal Mining
Sick in the last 30 days	32%	24%	39%	26%	44%
Illness Type					
Fever/Malaria	51%	53%	50%	42%	51%
Diarrhea	6%	5%	7%	13%	6%
Wound	4%	5%	4%	0%	4%
Dental issues	4%	6%	3%	0%	4%
Skin Issues	2%	0%	4%	4%	4%
Eyes Issues	2%	2%	1%	0%	2%
High Blood Pressure	4%	2%	4%	13%	3%
Typhoid Fever	5%	2%	6%	0%	7%
Acid Reflux	3%	2%	3%	0%	4%
Sore Throat	1%	1%	1%	0%	1%
Cold/Flu	12%	14%	11%	29%	7%

Some of the "diseases" mentioned in this table are symptoms, not pathologies (diarrhea, sore throat, etc.) and may or may not be related to mining activity. An in-depth study would be needed to determine the resurgence of certain pathologies only in mining areas and their evolution.

1.3. Potential Variables that could Be Included in DG's Methodology

Based on this review, DG selected a number of variables used in the initial study that could be used in the calculation of the WIM Index, with minor adjustments. These include:

- Breakdown (%) miners by gender, age group, and type of exploitation
 - Could provide information on child labor
- Breakdown (%) mining by gender, type of business, and monthly income
 - A distribution to be made separately for companies and for artisanal exploitations and which would show the differences between the incomes of men and women
- Breakdown (%) mining companies with secondary activity
 - Estimate the community's readiness post-mining activities;

- Measuring the discrepancies between employees of mining companies:
 - Breakdown (%) employees who have been promoted since 2015 by gender
 - Breakdown (%) employees who have been trained since 2016 by gender
- Women's autonomy measure
 - Breakdown (%) women members of mining association
 - Breakdown (%) women miners with bank accounts by type
 - Breakdown (%) women miners responsible of income management and use
- Breakdown (%) women working in artisanal mining who were assaulted and Breakdown (%) of miners who witnessed assaults on women at sites
 - To assess the level of safety in the workplace
- Breakdown (%) miners with knowledge of local content and Breakdown (%) members of decision-making structures at the artisanal sites by gender
 - To determine the influence of women in the community.

2. DEVELOPMENT GATEWAY'S APPROACH

The approach proposed by Development Gateway is different – both in the choice of themes and their variables, as well as in the methodology of calculating the Index. By collaborating closely on selection of themes with WIM Guinea, which has field experience and subject matter expertise, the methodology meets the following criteria:

- **Participatory** – the development of questionnaires, training activities, monitoring data collection and web page design;
- **Instructive** – with a local capacity building component of data collection agents;
- **Scalable** – WIM Guinea and Development Gateway have opted for a first Pilot Index, capable of revealing its relevance and potential.

Given that this is a **pilot version of the index**, only six themes were included. It therefore does not take into account all the topics that may inform a complete version (e.g. education, environment, etc.) and does not extend to all of Guinea's mining prefectures.

The Pilot Index was calculated using six (6) themes and twelve (12) indicators, for three (3) prefectures. The WIM Guinea Pilot Index was primarily designed to meet WIM Guinea's expressed needs:

- Help the Government define national policies and strategies addressing gender issues in the mining sector;
- Fuel WIM Guinea's advocacy with communities – to include women in the decision-making process and to raise awareness on the barriers they have to overcome in corporate environment and the health hazards they are exposed to in artisanal exploitation;



- Help development partners better define their actions – particularly in the areas of women's health and empowerment;
- Bring mining operations into compliance with the provisions of the 2013 mining code, including:
 - Compliance with Environmental Management Plans
 - Compliance with site rehabilitation conditions after mining activity
 - Compliance with employee training and capacity building plans
 - Respect for women's rights and protection

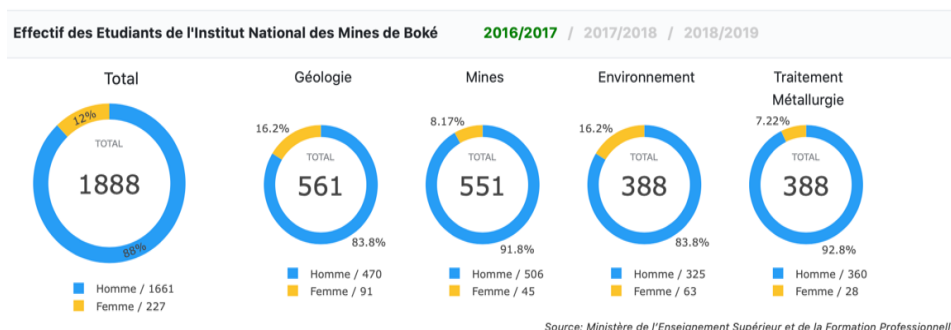
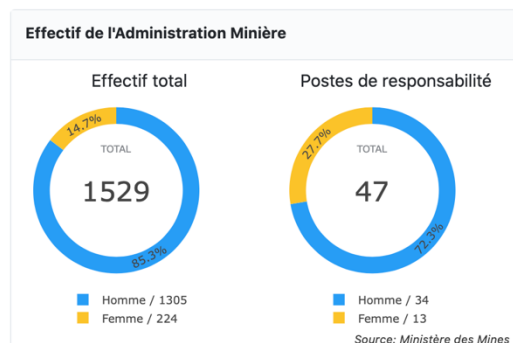
2.1. Pilot Index Themes and Variables

Development Gateway's phased approach – starting with a Pilot Index – was imposed on the teams as our involvement happened a few months after the official start of the project. In order to cope with the time and budgetary constraints, WIM Guinea selected a limited number of core themes and indicators for this effort:

- ***The role of the government in promoting gender equity*** through the existence of national policies or strategies that promote the inclusion of women in general and particularly in the EI sector;
- ***Involvement of mining companies:*** presentation of human resources statistics (type of contracts, wage differences, women's participation in training activities, etc.); CSR efforts that take women's needs into account; compliance with environmental protection clauses; and contribution of mining companies to the local economy;
- ***The role of CSOs in advocacy:*** how they can work to address gender issues;
- ***Women's empowerment:*** access to formal credit opportunities; girls school registration and programs to keep them in schools; women's capacity building;
- ***The role of women in the community:*** taking their needs into account in Local Development Plans and in allocating community budgets;
- ***The impact of extractive activities on the health*** of communities, especially women.

To have a more realistic picture of the EI environment, those themes were supplemented with contextual statistics, including the number of women in the mining administration and the women's enrollment rates for the past three years in the various career tracks offered by the National Institute of Boké.

This chart displays the 2018 Mining Administration HR Statistics. 14.7% of women work in the Administration and 27.7% of women hold Managerial Positions.



These charts display attendance at the National Institute of Boké from 2016 to 2018. 12% of students were women, with higher enrollment in Geology; this number increased by 2% in 2018.

Figure 1 – National Statistics⁵

2.2. Pilot Index Locations

To allow the Pilot Index to provide comparison of diverse geographic locations, WIM Guinea selected three prefectures, each of which has its own unique characteristics:

Sigiri: the golden zone where artisanal, semi-artisanal, and industrial gold mining coexist. Over time, this community has undergone several changes, including an increased population density, heightened social pressure on women, and an environment less conducive to respect for women's rights. The recent influx of foreigners and new actors on a massive scale has led to overexploitation of resources and fosters insecurity and cultural shocks.

Kerouané: an area that experienced the largest industrial diamond exploitation by ARETOR, a privately-owned mining company. Witnessing a long cohabitation of artisanal and industrial farms, this town is often cited as an example of poor governance because of the allegations of diamond production being siphoned by senior state officials.⁶ As new private companies seem to regain interest in the area, preventive measures are needed to promote alternative income-generating activities.

⁵ These charts are extracted from the WIM Guinea Pilot Index website that is only available in French for now.

⁶ https://www.international-alert.org/sites/default/files/publications/D4D_Background_report.pdf p. 25



Boké: is an economic zone that, in addition to abundant geological resources, has a great potential in agriculture, livestock, fishing, trade, tourism, and crafts. Boké has been home to the famous Guinea Bauxite Company (CBG) for more than 40 years and remains the envy of several mining companies. The CBG has supported the Guinean economy, but its actions in community development and towards women remain insufficient.

2.3. The Stakeholders

During the technical assessment, conducted prior to developing the Pilot Index, Development Gateway, and WIM Guinea met with a range of stakeholder types:

- Mining administration
- Ministries of health and education
- Civil society organizations
- Private companies
- Communities

The full list of interviewees is available in **Appendix 1**.

2.4. DG's Capacity-Building Activities

2.4.1. Capacity-Building Objectives

The main objective of these activities was for DG's research team to train data collection agents prior to starting the data collection exercise. This training step, conducted in September 2019, was an opportunity to present the project and the expected results, while strengthening the agents' capacity to use the questionnaires.

2.4.2. Actual Results

The training took place over two days, then the data collection agents participated in mock interviews during which WIM Guinea and DG attended as observers. Feedback was shared during the restitution meetings and all trained agents were evaluated on:

- Understanding the overall goal
- Understanding specific goals
- Understanding the questionnaires
- Presence
- Behavior

The individual evaluation of each investigator was included in the mission report and only those with above-average scores were selected for the collection of field information

DG and WIM Guinea defined a work plan for data collection and specified the roles and responsibilities, as well as the expected level of quality.

2.5. WIM Pilot Index Computation Approach

The calculation of **the WIM Pilot Index** is the result of compiling disaggregated scores by theme. The research team initially gave a specific weight to the core themes, which were refined during DG's working sessions with WIM Guinée.

Each theme has a weight that plays a part in the Global Index, as follows:

- State involvement - 30%
- Company Role - 20%
- Roles of CSOs - 15%
- Role of women in the community - 15%
- Women's empowerment - 15%
- Health - 5%

The weight attributed to the government's involvement stems from its responsibility to define gender-friendly laws and strategies and to ensure their application.

In contrast, the weight attributed to health is relatively low despite the importance of this factor. The health questionnaire was developed to capture data on common pathologies in mining areas as well as the percentage of women affected by these pathologies. However, this collection ended up being impossible because the National Institute of Health, which has the mandate to collect this information, is not operational. It was therefore necessary to reduce the weight of this theme to avoid biasing the Index.

The cumulative weight of the themes will have to reach 100%, which represents the Index coefficient for each locality.

Each indicator linked to a specific theme also has a weight, for instance:

- Involvement of mining companies
 - Indicator 1: Career and training plans for national officers - 20%
 - Indicator 2: Contribution to the local economy - 40%
 - Indicator 3: Human resources - 10%
 - Indicator 4: Hygiene, safety, and working conditions - 30%

In this case, indicators 2 and 4 have the highest weight to reflect their significance and the discretion the private sector has over these areas. Companies should contribute to the local economy (indicator 2) either through appropriate CSR efforts or by subcontracting with local companies; and mining companies have the obligation to provide employees with a safe working environment (indicator 4). The lowest weight is attributed to indicator 3 based on the assumption that the impact of human resources is often limited by the availability of local capacity.

The score of each indicator will contribute to the score of each theme. The recommended methodology will calculate the scores by theme and facilitate their comparison by region.



Figure 2 – Index Score by Location

2.6. Implementing the Methodology

The collaboration between WIM Guinea and Development Gateway was reflected in (i) the development of questionnaires, (ii) supervision of field data collection, (iii) their transmission to Development Gateway technical teams for cleaning and ensuring quality of the compiled data, (iv) the development of the index's calculation matrix, and finally (v) the development of a visual tool to display the value of the various variables.

Developing Questionnaires

DG and WIM developed [questionnaires](#) based on the profiles of distinct actors: government, mining companies, communities, and CSOs.

Testing Questionnaires

Once the questionnaires were validated by WIM Guinea, DG conducted reliability tests internally as well as externally with two main players in the Guinean mining sector: Publish What You Pay (PWYP) and Guinea Aluminum Corporation (GAC).

Training Mission for Data Collection Teams

DG and WIM organized a week of training and capacity building for the data collection teams in Guinea. The training focused on the methodology and the expected results to ensure that adequate procedures are followed for proper field data collection activities.

Compilation of Results

The data collected from the field was then integrated and compiled into an Excel template. DG was responsible for cleaning data by correcting all potential collection and/or input errors to obtain a clean database sufficiently complete for the development of the matrix and the calculation of the index.

Development of the Index Matrix Pilot

Based on the data collected, DG developed a matrix to compute the thematic scores used in the pilot index for each prefecture. The matrix is also available in Excel format and is i) editable, to allow the integration of future data, and (ii) replicable, for periodic calculation of scores and the Index.

Development of the Visual Solution

Finally, Development Gateway developed a simple visualization tool, available online to show the contents of the computational matrix and compare the index of the three locations. The development of the tool took place in two phases: first, the development of a preliminary version submitted for WIM Guinea approval, testing, and feedback; and second, the development of a final version incorporating WIM feedback and the latest settings.

The WIM Guinea Pilot Index was launched on 22 January 2020 at an official ceremony, in which government institutions, civil society members, and development partners participated.

3. PRELIMINARY FINDINGS

3.1. Interview Findings

Prior to the development of the WIM Guinea Pilot Index, the Development Gateway research team had met with several groups of actors: officials from the Ministry of Mines, the Ministry of Health and Education, civil society organizations, and private companies.

This preliminary study phase confirmed the relevance of the WIM Guinea Pilot Index while allowing DG to collect qualitative data on the index themes. Individual interviews also led to a better understanding of the socio-cultural factors that have a bigger impact than imagined on women's involvement in the mining sector.

The legal and policy frameworks – The mining code contains exemplary provisions on local human resources, employment, and on subcontracting preference to national SMEs/SMIs especially in the delivery of goods and services. However, those dispositions are not specific to women. The National Gender Policy includes the mining sector, among others, without focusing on its specificities. Institutions are increasingly encouraging female candidates to respond to various bids and tenders but the results are still very low – a trend that women groups and CSO relate to the strong preconditions (i.e. local

business needs to be registered, applicants must provide some references, financial statements, etc.) that can be prohibitive and discourage female applicants.

In the **education sector**, the low school attendance rates in mining areas is often linked to children dropping out of schools to work in artisanal mining. However, the interviews revealed another challenge: the lack of teachers in mining areas public establishments. This observation was confirmed by the Ministry of Education, and linked to the unrealistic expectations of teachers to be relocated in enclaved mining sites. It is therefore very common for teachers to abandon their work and shift towards artisanal gold mining as a more lucrative activity.

Private companies' commitment and involvement – At the community level, private companies contribute to the local development but their efforts are not always respectful of community and women's needs. Interviews also revealed private companies do not prioritize women's rights, especially when it comes to relocation of populations and site rehabilitation after mining extraction.

Women's employment figures in private companies are very low. Mining corporations link the numbers to the low female human resources in the mining careers, a pattern that could be triangulated with the female enrolment rate at the National Institute of Boke. The mining companies also highlighted that often their female staff are unwilling to participate in capacity-building activities because of their marital status, family pressure, or other principles related to the socio-cultural context in which they exist.

The role and involvement of CSOs – CSOs are very active in the mining sector whether they focus on gender issues, or on other thematic areas (environment, taxation, corruption, etc.) where women in the community are also concerned about young people's employment and environment protection in to stop or minimize air, field, and water pollution.

Local gender-focused CSOs advocate about the dangers of mining extraction, HIV/AIDS. For other issues related to violence or harassment, their efforts have unfortunately little evidence or data about the type and frequency of women's complaints. Although our interviews revealed the existence of a formal complaint-resolution mechanism within corporations, such information is almost non-existent elsewhere, which limits the ability of CSOs to work for greater government and private sector accountability.

Women in the communities – Women usually attend community meetings, but their needs are rarely taken into account when elaborating the Local Development Plan – a local development strategy funded, in theory, by mining companies through CSR efforts. Women sporadically intervene in the allocation of mining revenues, something that will hopefully change as institutions and private companies organize awareness workshops to

urge the community budget committees to dedicate some funds to projects initiated by women and young people⁷.

There are initiatives at the community-level to keep girls in school, as well as adult literacy programs for women. Although education, like health, is an area where corporate partners typically invest, in this case those programs are mostly funded not by the extractives industry but by development partners, NGOs, or the communities themselves.

Women's empowerment – Women generally rely on informal sources of funding, limited to tontines and community funds. Very few women have access to formal credit and, when they do, they do not benefit from any support to help them develop their entrepreneurial skills.

Health – No statistics on recurrent pathologies in mining areas are available. Health centers in industrial mining areas remain precarious; this is especially the case in artisanal mining, where women are exposed to the risks associated with substance extraction. Communities have limited access to medical facilities or health coverage, and often resort to self-medication or traditional medicine. Interviews with the Ministry of Health revealed the urgent need for an in-depth study of health issues and challenges in mining areas.

3.2. Potential Opportunities Identified

These preliminary findings deserve to be further explored, ideally with the objective of developing a country-wide index. Development Gateway identified a few potential opportunities, including:

- **Low educational attainment for women** – The Government and CSOs argue that girls drop out of school prematurely to devote themselves to artisanal mining or other income-generating activities, but our study revealed that a lack of teachers is also a factor. Clarifying the main reasons could help identify sustainable actions to keep girls in school.
- There is a **low presence of women in mining careers** – a finding confirmed for the past three years by statistics from the Boké National Institute. The low presence of women could also be extended to technical careers in general. The reasons relate to misconceptions of mining conveyed by families from an early age. A thorough data collection effort could identify the real reasons and obstacles to a greater presence of women in the mining careers. This information is particularly important as the government is planning to build eight art & trade schools in the Guinea's administrative regions in response to the challenge related to low human resources capacities.

⁷ <https://resourcegovernance.org/blog/les-gestionnaires-de-communes-minieres-en-premiere-ligne-de-la-mise-en-ouvre-du-fonds-de>

- **The demotivation of women for financing or tendering opportunities and their refusal to participate in training or *capacity-building activities*** – this finding, confirmed by the mining administration and private companies, is often linked to a lack of self-confidence, a low level of education, and socio-cultural disincentives. Interviews with Guinean NGOs highlighted another reason: the conditions to participate in these opportunities are prohibitive and disqualify many female candidates. Bids, tenders, and other opportunities should therefore be more flexible and less restrictive to increase women's participation.
- **The addition of other themes and variables** – such as the impact of mining activities on employment, living conditions, incomes, and the impact on the environment (pollution, waste management, etc.).

This non-exhaustive list of early findings confirms the need to drill down and identify the **real causes** of women's low involvement in the mining sector and the persistence of gender gaps. Other equally important themes, such as the environment, need to be taken into account when calculating a Country Index that will be more comprehensive and extended to all private companies and mining areas.

4. CHALLENGES

This section presents the challenges faced by Development Gateway, WIM Guinea, and agents, particularly in data collection.

4.1. Organizational Challenges

Lack of adequate space – As WIM Guinea does not have a physical office, additional costs have been generated to accommodate the data collection agents' training sessions held at an external site.

Inter-partner communication to be improved – The lack of communication on the data collection budget has led to some delays as funds had to be disbursed prior to sending the agents to the collection sites.

4.2. Data Collection Challenges

Political instability had a significant impact on the data collection schedule, which was disrupted. The data was subsequently collected through the network of contacts of WIM Guinea agents; without their involvement, no data would have been available to date.

Low capacity of data collection officers – The capacities of collection agents have been relatively average or low in terms of understanding the concept and purpose of this index, and conducting

questionnaires. To address this weakness, the research team advised WIM Guinea to have a representative attend all interviews, both in Conakry and at the community-level.

Reluctance of mining companies to receive agents – Despite the various mission orders targeted by WIM, data collection agents have struggled to engage with mining companies.

The following table summarizes the strengths, weaknesses, opportunities, and threats of this project.

	Strengths & Opportunities	Weaknesses & Threats
Specific to the project and the organization	<ul style="list-style-type: none"> • Need for accurate statistics on women's involvement in the mining sector for gender considerations at national- and community-levels; • Assess the existence and the application of international and national strategies that promote the protection of women's and girls' rights; • Expressed need for an index to address gender issues in Guinea's mining sector; • Strengthen women's capacity to build sustainable Income Generating Activities; • Strengthen CSOs' capacity to base their advocacy on evidence and increase accountability of the state and mining companies; • Expressed need to conduct an in-depth research on mining activities impact on women's health. 	<ul style="list-style-type: none"> • Political instability; • Reluctance of mining companies to provide the requested information; • Low capacity of data collection agents • Delay in receiving funds to conduct collection activities; • No transportation costs; • Poor road quality; • Lack of WIM organizational logistics (adequate premises, support staff, etc.)
Specific to the context	<ul style="list-style-type: none"> • There are studies showing statistics on the standard of living of women in the Siguiri Gold Zone; • WIM representatives on the ground and making their networks available for the progress of the project • Strategic partnerships with CSOs and other associations working in the field who have a good knowledge of the context and the issue • Anonymous statistics on women's problems in mining areas. 	<ul style="list-style-type: none"> • Low government commitment

5. INITIAL FEEDBACK ON WIM GUINEA'S PILOT INDEX

The feedback below was gathered following the official launch of the WIM Guinea Pilot Index, some of which could significantly contribute to a Global Country Index.

5.1. Feedback from OSIWA and NRG

The most relevant and interesting topics and components identified

- Number of women in mining administration
- Number of women from the Boké School of Mines
- Statistics of mining companies' human resources
- Women in mining revenue management and women in Local Development Funds (FODEL) regulation
- Initiatives to keep girls in school seem less relevant. More emphasis should have been placed on the specific role of women in mining revenue management structures and processes, including FODEL, National Local Development Fund (FNDL), social payments from mining companies, etc.
- Involvement of CSOs on women-specific issues

Topics marked as the least relevant

- Access to health facilities
- Women's empowerment
- CSOs general involvement

Other components to add to a country index

- The positive and negative effects of mining on women: a scale to be designed to show the differentiated effects on men and women. For positive effects, the score will be higher if more women benefit from it; For negative effects, the score will be lower if more women are benefitting.

Comments/suggestions on some of the headings used in the Pilot Index

The direct link between some headings and the mining sector is not clear

- "Either the index wants to take into account the general environment, and then it would appear more appropriate to create a separate component on "women's general conditions in the country," given that women's conditions in the mining sector are integrated into a more general environment that is more or less favorable. To this end, the AfDB's Gender Equality Index, could be a good source. The rest of the components must remain directly related to the mining sector."
- "Or the index wants to take into account the supposed impact of mining on women's access to health, women's empowerment, etc., it can end up being somewhat complicated as it should be able to demonstrate that access to health care is the exclusive work of the mining sector. This is certainly not the case even in a mining area."

Independence of topics or components – laws vs. practices

- An index must be linked to headings with as few repetitions as possible. Otherwise we risk measuring the same thing several times. Some repetitions are visible in the role of the Government and Women involved in the management of mining revenues especially on FODEL and PDL. The role of the government would have been merely a sub-heading of "Women in Mining Revenue Management," with questions about what is provided by the regulations on the PDL, the FODEL, the FNDL, and even in the management of the social payments of companies that – let's remember – drained the bulk of local mining revenues in communities until 2018 (up to 72%)".
- "There are headings that relate only to law, but a comprehensive index incorporates an assessment of law and practice, as NRGi does with the RGI Index. This index mixes the two (law and practice) without having structured their assessment in a clear and systematic way, which makes it unconvincing from this point of view. It would be interesting, if the index wants to go in this direction, to couple each topic as much as possible – and this is not always possible – from questions of law (does the law provide this) to questions of practice (is this applied)".

5.2. Feedback from WIM Guinea

Access to health facilities is relevant in the research and research needs to be deepened in order to propose sustainable solutions to common, not isolated cases:

- In mining companies: women's recruitment is hampered by the precariousness of health services, especially in terms of healthcare for workers, lack of water and electricity, etc. Another pattern is that most women fear that they will not be able to return to their jobs when they complete maternity leave;
- Emergency cases are often evacuated to neighboring countries;
- The scenario is worse in artisanal mining because of the risks associated with the activity; women are all the more vulnerable because they do not receive any health assistance.

The theme of health must be kept in the Index. It can be classified as negative impacts, but health problems in mines need to be addressed in a sustainable manner.

5.3. Feedback from Participants

Most participants highlighted the fact that the Index did not include the Education and Environment sectors.

6. RECOMMENDATIONS

6.1. Organizational Recommendations

Improve communication with partners – to add more fluidity to the project and avoid unnecessary delays

Formalize WIM Guinea's operations – by setting up an Executive Office accompanied by an organizational chart defining roles and responsibilities. Ideally, WIM Guinea should explore the possibilities of acquiring a physical office and hiring permanent staff to support their activities. WIM Guinea should take advantage of the Pilot Index to officially restart their activities beginning with defining an apolitical strategy, which should at least include:

- Areas of intervention in accordance with WIM's mandate;
- An annual action plan based on measurable goals;
- A follow-up-assessment plan for these objectives

Establish an awareness campaign for stakeholders – With a view to continue the work towards a Country Index, it seems important to raise and build awareness around the Index before the data collection begins. This precaution will reduce, or even avoid, the reluctance of certain stakeholders to participate in the initiative and will help facilitate data collection. This awareness campaign can take place in the form of a workshop where WIM Guinea will be responsible for presenting the overall and specific objectives of the Index.

7. PROSPECTS

The WIM Guinea Pilot Index remains a prototype and does not take into account all the themes, variables, or indicators related to each of these themes. The index was designed to provide an overview of the various possibilities but remains to be improved to make it a Global Country Index which will serve the main objective: to provide the sector with comprehensive and reliable data capable of being used for the effective application of international and national strategies and the mining code of Guinea. The index is also intended to be an advocacy tool for WIM Guinea and other civil society organizations to identify areas and priority actions for the government, mining companies, and development partners. In addition, the comparison function of the WIM Guinea Pilot Index shows its possibilities for paralleling different regions and/or countries.

For Development Gateway, the WIM Guinea Pilot Index is the first step. It already presents similar opportunities for other countries in the sub-region, anxious to find sustainable answers to questions related to women in the extractive industries. Specifically, with respect to their rights, better working conditions, and an environment conducive to women's entrepreneurship.

ANNEX 1 – LIST OF INTERVIEWEES

Name	Position	Organization	Location
Aminata BERETE	Regional Social Affairs and Children's Inspector	Regional Inspection	Kankan
Aminata KABA SOUARE	Regional Director of Social Affairs	Regional Inspection	Kankan
Mohamed Mariam KEITA	Children's Issues Chair	Regional Inspection	Kankan
Fatoumata KOUROUMA	Women and Children Protection Chair	Regional Inspection	Kankan
Jane CONDE	Director	Women Self-Help Center (CAAF)	
Fanta GUEYE COULIBALY	Deputy Director	Women Self-Help Center (CAAF)	
Mr. CAMARA	Children's Issues Chair	Directorate for Social Affairs, Women's Promotion and Children's Affairs	Siguiri
	Prefect	Siguiri Prefecture	Siguiri
Mr. BAH	Prefectural Director	Siguiri Prefecture	Siguiri
	Siguiri Communities Chair	Siguiri Prefecture	Siguiri
	Sub-Prefect	Kintinyah Prefecture	Kintinyah
Mr. BALA	Mayor	Kintinyah Town Hall	Kintinyah
	Vice Mayor	Kintinyah Town Hall	Kintinyah
	Vice Mayor	Kintinyah Town Hall	Kintinyah
	Vice Mayor	Kintinyah Town Hall	Kintinyah
	Vice Mayor	Kintinyah Town Hall	Kintinyah

	Representative of Community's Women	Kintinyah Communities	Kintinyah
Mr. DIOUBATE	Public and Community Affairs Chair	SAG	Siguiri
Ismaël KONDE	Public and Community Affairs Department	SAG	Siguiri
Damou Rahim KEITA	Public and Community Affairs Department	SAG	Siguiri
	Prefect	Kérouané Prefecture	Kérouané
	Sub-Prefect	Banankoro Prefecture	Banankoro
	Mayor	Gbenko Town Hall	Banankoro
Djamory KABA	Representant	GUITER-MINING	Banankoro
Lancinet Gnalen KABA		GUITER-MINING	Banankoro
Ousmane TOURE		GUITER-MINING	Banankoro
Mamadou Oury BAH	Chief Geologist	GUITER-MINING	Banankoro
EL Hadj Mohamed Lamine CONDE	Community Affairs Chair	GUITER-MINING	Banankoro
Women's Group	Artisanal Diamond Operators	Artisanal Diamond Mining	Banankoro
Ms. Aissata Beavogui	CEO	GAC	Conakry
Mr. Alpha Diallo	President	PWYP	Conakry
Mr. Amadou Bah	CEO	Action Mines Guinea	Conakry

ANNEX 2 – PILOT INDEX SELECTED VARIABLES

Theme	Variables	Discussion
Role of the Government	Are there national policies for the inclusion of women in EI?	The answers could be included in the advocacy to define a formal legal framework that officially protects women's rights and interests in the Guinean mining sector.
Private Companies	<ul style="list-style-type: none"> Does your company meet the employee quotas defined in the Mining Code? Does your company plan concrete and sustainable actions for women living in mining communities? 	The main objective of social entrepreneurship is for mining activities to have a positive impact on the communities living standards, employment rate, and income. In addition, communities should be knowledgeable enough to actively participate in the monitoring of mining activities and hold mining companies accountable to their contractual commitments to protect the environment, participate in CSR efforts based on the communities needs and promote gender equity in the corporate environment.
Women's Empowerment	How many women have access to economic opportunities, for example: <ul style="list-style-type: none"> Formal credit Entrepreneurship Subcontracting Mining license/permit 	The data on these indicators will help give greater visibility on the financial and economic opportunities available to women in mining communities.
	How many women have received any support after accessing an economic opportunity?	Women who manage to find economic opportunities have a tendency to lose them almost immediately. The most frequent reasons include: lack of capacities in project management; spouse or families interference in the management of funds, lack of vision mainly due to their low education level.
	Is there a quota of women's representation in the management of local mining revenues?	Very few women are represented and when they are, they do not hold a decision-making position.

Role of Women in Mining Communities	What do you think about managing local mining revenues?	Communities mining revenues are often managed in opaque ways to fund activities decided upon by the local committee. Only a few women, with a special relationship or connection to certain members of the committee or the authorities in place, benefit from the revenues.
Health	What are the recurring pathologies diagnosed?	Threats to the health of the family can weaken a woman's assets and even more if her child's health is threatened.
CSOs Roles	Is there a mechanism for handling complaints from women?	A formal complaint (collection to resolution) management mechanism should help in defining efficient advocacy processes as well as implementing preventive measures to significantly reduce the cause of discrimination, harassment and violence against women in mining communities.
	Organize activities to present issues related to the use of products? Chemicals and other products used?	Raise awareness on the dangers of exposure to harmful products and better communicate on recommendations and best practices for better waste management.

ANNEX 3 – TEAM MEMBERS

NIS Data Collection Agents

N°	First Name	Last Name	Contact	Email
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4	Naby Youssouf	Soumaré	+224 625 50 52 41	soumarenabyyoussouf@gmail.com
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WIM Guinea

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3	M'Mah	Keita		mmahkeita2003@yahoo.fr

Development Gateway

N°	First Name	Last Name	Contact	Email
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