So You've Got Gender Data. Now What Will You Do With It?

Using Gender-Responsive Data in the Extractives Sector

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LIST OF ACRONYMS

CSO	Civil society organization
CSR	Corporate social responsibility
DG	Development Gateway
EI	Extractive Industries
EITI	Extractive Industries Transparency Initiative
GAC	Global Affairs Canada
GDD	Gender disaggregated data
MSG	Multi-stakeholder group
NEITI	Nigeria Extractive Industry Transparency Initiative
NGO	Non-governmental organization
OECD	Organisation for Economic Co-operation and Development
OSIWA	Open Society Initiative in West Africa
WIM	Women in Mining

About the Paper

The goal of this paper is to delve into how gender data can be used to improve inclusion, engagement, and support for women in the extractive industries (EI). Before looking at recent changes to the Extractive Industries Transparency Initiative (EITI) Standard, we will define what we mean by 'gender-sensitive data.' Additionally, we will identify areas in which the EITI Standard can further strengthen women's meaningful participation in the sector. The paper will conclude with a case study from Guinea, which will share

Development Gateway's lessons learned from working with Women in Mining Guinea to develop a digital index that measures women's involvement in EI.

This work was conducted with generous support from the Ford Foundation, and ultimately aims to encourage citizens, governments, civil society organizations (CSOs), and development partners to use gender-sensitive data to drive more equitable distribution of EI resources.

Context

Women are often excluded from community benefits generated by the extraction of oil, gas, and mining resources.[1] This is the case even when women disproportionately bear the brunt of lost livelihoods due to land expropriation, the burden of unpaid work, and the impact of myriad health issues.[2] **Women's exclusion represents a missed opportunity because women's economic empowerment would greatly boost the local and global economy.** According to UN Women, increasing the female employment rates in OECD countries alone to match that of Sweden could boost GDP by over USD 6 trillion.[3]

Despite its transformative potential, the connection between women's economic opportunity and benefits from EI is not well articulated. **Gender equality issues lack visibility in the EI sector in part because data on women's participation and engagement are limited.[4]**

To increase the visibility of women and tackle broader data gaps in the sector, Development Gateway (DG) has been working with partners in Guinea, Senegal, and Nigeria since 2018 to improve the EI data collection, supply, and use ecosystem.[5] In particular, DG has worked with Women in Mining Guinea (WIM Guinea) to develop a Pilot Index to better understand socio-economic factors at play in mining communities, and to identify gender-focused actions that could be integrated into local, regional, and national policy frameworks. Building on national policies, global EI strategies, and our experience with WIM Guinea, DG's next focus will be identifying how EI actors can make use of gender data, ensuring that data is a go-to source, rather than a last resort, in shaping country policies and regulations.

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1. (DFATD Canada, 2014).
2. Ibid.
3. (UN Women, 2018).
4. (DFATD Canada, 2014).
5. This work has been undertaken with the generous support of the Ford Foundation and the Open Society Initiative in West Africa (OSIWA).

Methodology

This work relies on desk research, prior assessment work, and the Guinea case study to help set a benchmark for review policies and strategies addressing gender in extractives.[6] **Gender is defined here as the behaviors, identities, and roles in which individuals are socialized, considering the freedoms and constraints that come with these roles, and the way in which it influences women's lives and opportunities in resource-rich countries.[7]**

This paper i) analyzes the recently-revised EITI Standard, and ii) places the standard's gender-responsive recommendations in the context of a case study from Guinea.[8] The Guinea case study identifies what policies exist and provides specific examples of how existing data can be used to build a more targeted policy approach.

These recommendations and case study highlight that **better gender-responsive data can lead to better results, not just for women, but for everyone.** The goal should be to equip policymakers and civil society partners to use this data to find ways to eliminate barriers and enhance access for women in the extractives industry. Our analysis could also help private corporations redefine their corporate social responsibility (CSR) efforts and improve targeted monitoring at both the corporate and community level.

Gender Data in EI: Why Should We Care?

WHAT WE MEAN BY 'GENDER DATA'

When talking about how gender data can support women, the conversation – and the proposed solution – often points first and foremost to gender-disaggregated data. However, as we have learned through our work with Global Affairs Canada to integrate gender equality metrics in Canada's international development assistance, effective gender analysis is more complex than separating data into "male" and "female" branches.[9] Gender data has diverse use cases, and varying degrees of availability and quality.

Gender-disaggregated data (GDD) is the "typically binary distinction of male and female [which] provides visibility into how programming impacts women and girls."[10] Routine GDD collection can help not only visualize implications (and opportunities) for women and girls; but also enable policymakers to track outcomes and analyze impacts. With GDD, policymakers, CSO advocates, and other partners can ensure that women and girls are successfully targeted in programming.[11] Quality GDD is an issue that stretches across sectors, but nowhere is it more important (and lacking) than in the EI sector – in resource-rich countries where significant revenues are at stake.

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6. This paper focuses on data from large scale oil, gas, and mining operations, and excludes artisanal, small-scale, and non-mechanized operations because of data availability. However, these recommendations could be applicable or act as a blueprint for future improvement to data collection and use across the sector.
7. (Scott, J., et al, 2013).
8. While gender is not binary (either "male" or "female") most gender-responsive data discussions tend to talk about gender in binary terms. For ease of comparison against other contemporary work, this paper will do so as well.
9. (Kilroy, A., et al, July 2019).
10. (Kilroy, A., March 6, 2020).
11. Ibid.

KEY GENDER DATA CHALLENGES IN EI

Women and girls generally do not receive the benefits of EI activities, but do disproportionately shoulder the burdens. From lack of access to education to inadequate health services, these issues are compounded by **women's exclusion from decision-making processes around how extractive revenues will be allocated at the community level,** which reinforces the gender bias of benefits and costs of extractive projects.[12]

Without the data to build an evidence base, highlight gaps, and reveal the extent of the problem, it is difficult for stakeholders to drive sustainable solutions. For example, studies show that in many resource-rich countries, the highest rates of sexually transmitted infections are found in communities close to EI projects.[13] However, rarely do national health strategies and development partner health plans collect data (or target interventions) in these areas.

Further, women are employed in the EI sector, but a lack of public data disaggregated by job function obscures the fact that women are disproportionately hired in lesser-paid support roles,[14] with limited representation in positions of leadership, and in the more lucrative engineering roles. While the EI sector admittedly has small numbers of women overall, how could better data ensure that the women who are in the sector can rise to positions of leadership?

There is an urgent need to put data collection practices in place to transform the way gender is addressed in EI, with an eye towards what remains to be done. In particular, several challenges stand out:

Collecting GDD is not enough. Monitoring GDD can help bring inequality to light, but on its own, it does not change behavior. GDD also comes with implicit, unnamed bias, and needs to be accompanied by action plans that formalize professional requirements, increase community engagement, and commitments to fair compensation.[15] Prioritizing data use necessitates responsive and inclusive data that alter gender norms, rather than reinforce them.

GDD risks singling out female employees. Especially when women are underrepresented in an industry, by location, or by ethnic group, GDD is often difficult to entirely and reliably anonymize. Stakeholders should consider scaling up insights gleaned from GDD into broader policy actions that improve the working environment for women as a whole, without calling attention to specific individuals.

The lack of standardized EI gender indicators stymies analysis. Gender data in EI is scattered across numerous agencies, making data aggregation a challenge. Adding complexity, DG has found that development actors do not always systematically capture GDD systematically.[16] This is a primary obstacle to measuring and learning in EI: there are no universally-accepted indicators or codebooks for improving outcomes for women.

GDD requires investment in demand and use, as well as supply. The EI sector must be intentional about investing in a more robust data ecosystem (the cycle of data demand, supply and use) to help promote women's economic empowerment.[17] Data that more accurately captures needs, gaps, and opportunities for women in the sector also need to be culturally specific, without imposing western values of gender equality.

12. (Oxfam International, 2017).
13. Ibid at 7.
14. Ibid at 12.
15. (Adam Smith International, 2017).
16. (Kilroy, A., March 16, 2020).
17. (Stout, S., et al, 2018).

By addressing these challenges, governments can better plan, coordinate, implement, monitor, and evaluate women's development and wellbeing. Paired with effective policies that defend and spread awareness of women's rights, **gender-sensitive data and policies can save up to USD 12 trillion annually** by decreasing the economic cost of discriminatory social institutions and violence against women.[18]

THE EVOLVING EITI STANDARD - AN OPPORTUNITY

There is currently a sense of urgency and political will around improving gender-responsive and inclusive approaches to development. International NGOs have invested significant resources into investigating the opacity of gender policies, for example with Publish What You Pay doing so in Burkina Faso, Guinea, and Senegal.[19] Additionally, in Ghana, Nigeria, and Togo, Oxfam International has conducted gender scans of its on ground coalitions.[20] There is also significant EI company interest in and pressure towards diversifying staff to include more women.

A key growth opportunity is linked to EITI, both in its recent changes to the EITI Standard and its vocal support for a gender-responsive approach to extractives management. The 2019 revision to the standard includes the following additions:

GENDER PROVISION IN 2019 EITI STANDARD	REQUIREMENTS IN 2019 EITI STANDARD
Multi-stakeholder groups are required to consider gender balance in their representation	Requirement 1.4
Reporting requires employment figures disaggregated by gender, project, and role, where available	Requirement 6.3
Multi-stakeholder groups are required to consider access challenges and information needs of different genders and sub-groups	Requirement 7.1
Multi-stakeholder groups are encouraged to document how they improved gender equality and social inclusion	Requirement 7.4

Figure 1. Summary of gender-sensitive additions to the EITI Standard[21]

18. (UN Women, 2018).
19. (Ørnemark, C., 2019).
20. (Ørnemark, C., 2019).
21. (Thévoz, I., 2019).

EITI's global level drive for improved participation, and by extension increased investment, in more detailed gender analysis is critical. However, a few questions remain:

- What do we, as a global community, want stakeholders to do with the information gathered?
- Who are the users of this data, and how would they use gender-inclusive data as presented in the new EITI requirements?
- What does meaningful participation mean and look like?
- Gender information disclosure is restricted to companies included in the EITI "reconciliation perimeter." How do we integrate the other companies, such as those involved in artisanal and small scale mining?

It is vital to frame improving women's participation in EI as not just "having a seat at the table." Rather, that seat must include the power to influence decisions that shape how resources are managed. It's also essential to create the space and ability to highlight where existing processes and systems exclude women, and give women power to change the way these processes are structured.

The revised 2019 EITI standard, along with its accompanying guidance note,[22] are a valuable step. Future iterations of the standard could build upon these by further mainstreaming gender issues into other areas of the standard, such as:

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Meaningful participation in Multi-Stakeholder Groups (MSGs)[23]

Encourage MSGs to involve women's groups working on specific sectors outside of extractives, such as health and education, to broaden women's participation and mitigate the fact that few groups focus exclusively (or heavily) on the extractives sector

Encourage gender-focused CSOs to build advocacy agendas to frame meaningful engagement in MSG deliberations. This could mean urging funders and larger organizations to work with smaller groups to build their advocacy and strategy capacity, as a preparatory step before/alongside meaningful participation in MSGs

Highlight that gender inclusiveness in MSGs also means encouraging member organizations to send representatives of different genders to represent them in the MSG

Contracts and Licensing

Expand the beneficial ownership requirement to encourage data collection on the percentage of contracts that go to women-owned/run companies and the number of women holding licenses. This could be a point of collaboration between country corporate registries and/or beneficial ownership registries if data are already collected from companies. Aggregating this information could improve understanding of the role women-owned/run businesses play in the sector

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22. (EITI International Secretariat, 2019).
23. MSGs are "made up of government, company, and civil society representatives that oversee the EITI implementation in a country. The MSG develops the country Workplan, the production of the EITI Report and ensures that the EITI contributes to public debate" (EITI Glossary, 2019).

SUBNATIONAL PAYMENTS

Expand subnational payments monitoring by the MSGs to generate insights that community members are most interested in: data on how subnational payments are used, particularly for service-driven sectors such as health and education

Add a requirement to describe the participation of women in budget and audit processes as part of the revenue management and expenditures section of the standard

Setting aside a percentage for women-driven projects at the community level; for example, recommending that a percentage of funds go to women and youth initiated projects when communities receive funding

CASE STUDY

LINKING DATA TO NATIONAL POLICY IN GUINEA

The following case study focuses on DG's work in Guinea, starting with a brief review of the existing gender-responsive policy environment. This includes a use case for gender data based on expressed need (as shared by Women in Mining (WIM) Guinea, and concludes with recommendations for strengthening the data ecosystem. Leveraging data to identify women's needs is the first step to improving data use, with the added benefit of helping gender-responsive organizations, government agencies, and companies pinpoint priorities for future advocacy and policy strategies.

CONTEXT

In Guinea, mining is the country's main source of export and tax revenues.[24] Women make up more than 51% of Guinea's total population, but their role in the mining and extractives industry is limited.[25] At the large scale mining level, women have little access to jobs, training opportunities, or managerial positions. In the artisanal and small-scale mining sector, socio-cultural burdens prevent women from enjoying economic opportunities.[26]

Guinea's National Policy on Gender includes measures aimed at expanding women's access to formal financial services, including credit. Such measures include the establishment of a guarantee fund to allow women to obtain credit, and providing financial support to NGOs and other micro-credit institutions.[27] DG's desk research did not reveal whether there is a monitoring framework to help evaluate the success of this policy in practice.

The original National Policy on Gender was silent on the role of women in mining, and the 2017 update contains one brief paragraph on women in mining without clear targets or calls for action.[28] Neither the gender policy nor Guinea's mining code specifically calls for allocating funds toward women's social, economic, or infrastructural needs at the community level. Few women are present in community budget allocation committees.[29]

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24. (World Bank Group, 2019).
25. There are no current studies summarizing the overall participation of women in Guinea's mining sector. Some companies collect this data internally, but it is not shared and aggregated across the mining sector.
26. The commonly-held distinction between large-scale and artisanal/small scale mining is that the latter activity is driven by informal, often unregulated individual miners who do not use mechanized tools. For a more detailed definition see Intergovernmental Forum on Mining, Minerals, Metals, and Sustainable Development (2017)
27. (OECD, 2019).
28. (World Economic Forum, 2017).
29. Discussion with WIM Guinea in the course of Index development.

THE CASE FOR THE WOMEN IN MINING GUINEA INDEX

In partnership with OSIWA Guinea and WIM Guinea, DG developed a Pilot Index aimed at providing a clear perspective on what hinders women's involvement in the mining sector; fuels local and national policy discussions; and promotes decision-making toward durable solutions.[30]
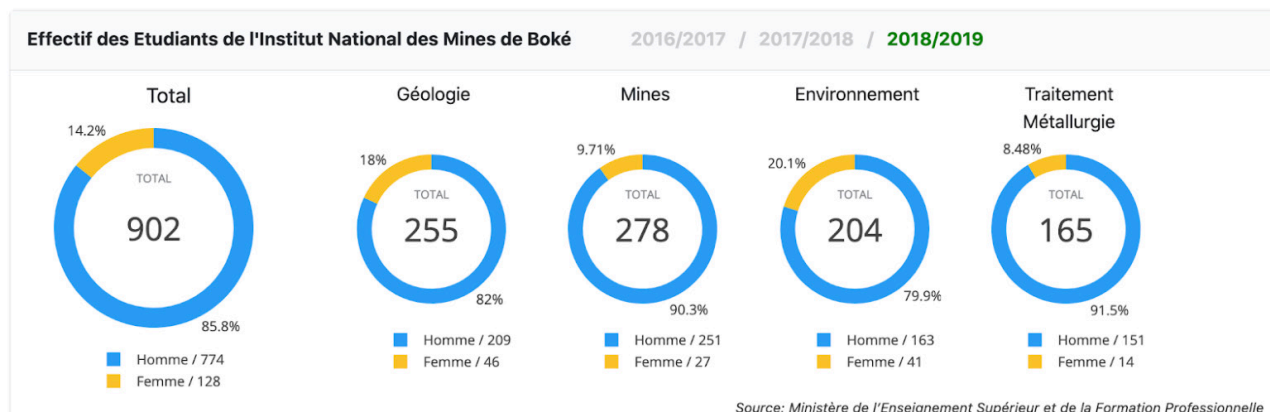

Figure 2. Indicator from the WIM Guinea Index Dashboard

THE PILOT INDEX FOCUSES ON SIX THEMES WHICH WIM GUINEA IDENTIFIED AS PRIORITIES:

1. **Government:** The role of government in promoting gender equity

2. **Mining companies:** Statistics on human resources; environmental compliance; and the contribution of mining companies to the local economy;

3. **CSOs:** The role of CSOs in advocating for gender mainstreaming;

4. **Women's empowerment:** access to credit; enrollment and girls' school attendance; and capacity building for women;

5. **Women in the community:** women's roles in Local Development Plans and involvement in the allocation of community budgets;

6. **Health impact:** The impact of extractive activities on the health of communities, particularly women.

30. The WIM Guinea Index is available at http://wim.dgstg.org/

THEMES DE L'INDICE PILOTE

▾ 40 Role de l'Etat

Cette dimension tente de donner un aperçu des lois, politiques et stratégies nationales en vigueur qui promeuvent l'inclusion des femmes dans le secteur des EI ainsi que le respect de leurs droits au niveau national et communautaire. Ont été inclus dans le barême: le code minier, les critères d'éligibilité du FODEL, le respect des engagements de l'Etat dans les domaines de la santé et de l'éducation.

2	Cadre Legal	Présence dans le code minier d'articles qui promeuvent l'inclusion des femmes
7	Strategies nationales	Présence dans les critères d'éligibilité du FODEL d'aspects traitant directement des femmes et de la prise en compte de leurs besoins dans les Plans de Développement Local
5	Obligations de l'Etat liées au personnel de santé et d'éducation	L'Etat met-il à disposition le personnel soignant et enseignant adéquat?

▾ 75 Role/Implication OSC

▾ 0 Accès aux structures de santé

▾ 54 Entreprises minieres

▾ 45 Autonomisation des femmes

▾ 65 Les femmes dans la gestion des recettes minières

Figure 3. Indicators from the WIM Guinea Index Dashboard

Analysis from the initial index (and accompanying assessment process) revealed:[31]

- Women – especially married women – often refuse corporate opportunities because of **socio-cultural pressures around traditional gender roles;**

- The lack of teachers – not the child dropout rate – is one of the main roadblocks to improving education in mining communities – not the child dropout rate;

- Increased sex work in **mining communities is often due to limited alternatives available to women** who need to earn an income.

NEXT STEPS FOR THE INDEX

Data gaps or quality issues surfaced by the Index should not be viewed as criticism. In fact, documenting assumptions and gaps in data is a powerful practice in paving the way to improved data collection, by showing specifically where room for improvement lies. In Guinea's case, this could mean adjusting gender-focused employment quotas to become more bold over time, while simultaneously developing academic and internship programs targeted at women, to enable companies to meet more ambitious hiring targets.

Elsewhere, DG has conducted detailed mapping of the gaps between data demand ("data for what") and data supply ("data from where"), which helped lead to a microdata policy in Lesotho to improve the routine request and sharing of key datasets.[32]

31. (Camara, A., 2020).
32. (Kirby, P., 2018).

The Index could be a starting point for a similar, more in-depth mapping to determine what approaches Guinea's National Gender Policy can support, and where new legislation or policy is needed to close gaps. Using the Index could also highlight specific indicator gaps, helping WIM Guinea and its partners prioritize the addition of new indicators in the next phase of the Index's development.

At DG, we have found that there are two ways of measuring results (or success) – top-down and bottom-up.[33] Bottom-up (using existing monitoring and evaluation data and fitting it into new indicators) works more effectively than top-down, commissioning new data collection based on indicators. In Guinea's case, instead of simply adding more women or even more

GDD, policymakers could use the Index and other existing data sources to take a bottom-up approach to measure women's current involvement, and better link current needs to policy.

Finally, the WIM Index is adaptable based on different contexts, priorities, and needs. Technical tools such as the Index can increase the availability of disaggregated data in a more timely fashion so that more people are able to understand and use EI data to hold government leaders and private companies accountable. Countries across Africa could build on the success of a more inclusive, informed, and open extractives industry in Guinea – contributing to a WIM Africa index, and down the road to a global WIM Index.

△ Bottom-Up	▽ Top-Down
+ no new data collection required	- data collection required across agency
+ low level effort accross agency	- duplicative reporting burden on staff and partners
- dataset may be incomplete	+ will have complete, standard dataset
- indicator definitions, units, disaggregation may not align	+ will allow (dis)aggregations

Figure 4. Two approaches to aggregating new organization-wide indicators[34]

Conclusion

Elevating GDD in EI can further women's inclusion in the sector. New EITI gender requirements can open the door to meaningful women's participation in national MSGs and beyond. In this environment, governments can match data with policy goals to evaluate progress; and all stakeholders can seek to ensure that EI financial opportunities benefit women and communities as a whole.

Data are powerful only when used – so incorporating GDD into policy frameworks is a starting point, not an end goal. Data collection should focus on topics that matter for public leaders and citizens, to help ensure there is a demand for GDD supply. If governments are unwilling or unable to set, monitor, and evaluate targets, then civil society groups and their partners will need to consider: (1) how to champion data collection that meets national standards and facilitates gender-inclusive policies; and (2) advocating for ambitious standards to achieve inclusive goals.

33. (Kilroy, A., et al, 2019).
34. (Kilroy, A., March 16, 2020).

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