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CAPACITY BUILDING FOR A RESPONSIBLE MINERALS TRADE (CBRMT) GENDER ANALYSIS



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GENDER ANALYSIS

APRIL 2014

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ACRONYMS AND ABBREVIATIONS

ARM	Alliance for Responsible Mining
ASM	Artisanal and Small-scale Mining
CBRMT	Capacity Building for the Responsible Minerals Trade
CDCS	Country Development and Cooperation Strategy
CEEC	Evaluation, Expertise, and Certification Center
CSO	Civil Society Organization
DFID	U.K. Department for International Development
DRC	Democratic Republic of Congo
GDRC	Government of the Democratic Republic of Congo
ICCM	International Council on Mining and Metals
ICGLR	International Conference for the Great Lakes Region
IDRC	International Development and Research Center
IMCA	Independent Mineral Chain Auditor
IOM	International Organization for Migration
ITRI	International Tin Research Institute
IMCA	Independent Mineral Chain Auditor
NGO	Nongovernmental Organization
OECD	Organization for Economic Cooperation and Development
RCM	Regional Certification Mechanism
RENAFEM	<i>Réseau National des Femmes dans les Mines</i>
USAID	United States Agency for International Development

1.0 INTRODUCTION AND BACKGROUND

1.1 OVERVIEW OF CBRMT

The Capacity Building for Responsible Minerals Trade Project (CBRMT) aims to transform the mineral wealth of the Democratic Republic of Congo (DRC) into economic growth for the men, women, and youth working in artisanal mining in the DRC through the transparent regulation of strategic minerals in the region.

CBRMT includes four components that simultaneously aim to strengthen the policy framework, organizations, and processes of mineral supply chains for tin, tungsten, and tantalum (3Ts) and gold. An analysis of the legal and policy framework and a consultative process will inform proposed rights-based reforms to the conflict-free minerals supply chain in the region. Gaps between stated rights and practices will be identified, including where laws are discriminatory in their interpretation, resulting in restricting rights of men and women to earn a safe, legitimate livelihood. Tailored technical assistance will help equip men and women in the conflict minerals supply chain with the know-how to effectively implement and expand 3T traceability systems that track and certify conflict-free minerals. Central to the scaling up of mine sites implementing traceability and certification is the demonstrated security for men, women, boys, and girls working in and around mine sites. Finally, the project will enhance the third-party monitoring of mineral supply chains by operationalizing the Independent Mineral Chain Auditor (IMCA), a body of the International Conference of the Great Lakes Region (ICGLR), and by raising awareness in the region about responsible mining, the ICGLR regional certification mechanism, and the role of the IMCA.

Formalization, regulation, and reform of the Artisanal and Small-scale Mining (ASM) sector cannot be achieved without consideration of the gender dimensions within the ASM sector, and how access and control over resources are inequitably distributed between men and women. Targeting women in this fashion will improve understanding of gender roles, barriers to access, and opportunities for empowerment, relationships, and dynamics in light of the desired project results. The different roles of men and women throughout the ASM value chain will augment the information already captured and analyzed by CBRMT Tetra Tech subcontractor Pact and their civil society organization (CSO) partners in the DRC around women's roles in ASM. Based on the present gender analysis, activities will be developed and implemented to ensure that gender dynamics are monitored and mainstreamed throughout the project.

1.2 GENDER SCOPE OF WORK AND OBJECTIVES

USAID recognizes the importance of integrating gender across all of its programming to increase program effectiveness and to ensure that all members of society can contribute to and benefit from their country's development. In accordance with USAID policy (ADS 201, ADS 205), all contracts awarded under the Strengthening Tenure and Resource Rights Indefinite Quantity Contract require a project level gender analysis. This analysis aims to answer the following questions in the context of the CBRMT project:

- 1) What are the differences in the status of women and men and their differential access to assets, resources, opportunities, and services (related to project activities and outcomes)? What are the relevant gaps in the status and anticipated levels of participation of women and men (including

age, ethnicity, disability, location, etc.) that could hinder overall project outcome? Which of these differences could be narrowed or closed as a result of CBRMT interventions?

- 2) What influence do gender roles and norms have on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities?
- 3) What influence do gender roles and norms have on leadership roles and decision-making, constraints, opportunities, and entry points for narrowing gender gaps and empowering females?
- 4) What are the potential differential impacts of the activities and outcomes on males and females, including unintended or negative consequences?
- 5) What are the cultural, societal, and institutional conditions that facilitate or undermine the possibilities for female empowerment within the project context?

This gender analysis aims to strengthen CBRMT project results by integrating attention to gender throughout project activities. It does so by identifying strategic areas of intervention in the work plan and providing recommendations on how to integrate gender into already existing and approved activities. It is important to note that as gender integration proceeds through project implementation, there may be need to modify gender activities to address changing circumstances or take advantage of additional gender integration opportunities as they arise. For this reason, the Gender Analysis should be considered a roadmap to be revisited and updated as the project proceeds. The CBRMT Performance Monitoring Table, and associated Performance Indicator Reference (PIR) sheets, include gender-disaggregated indicators, and are designed to ensure that evidence-based decision making and adaptive planning are integrated within the CBRMT.

1.3 REPORT STRUCTURE

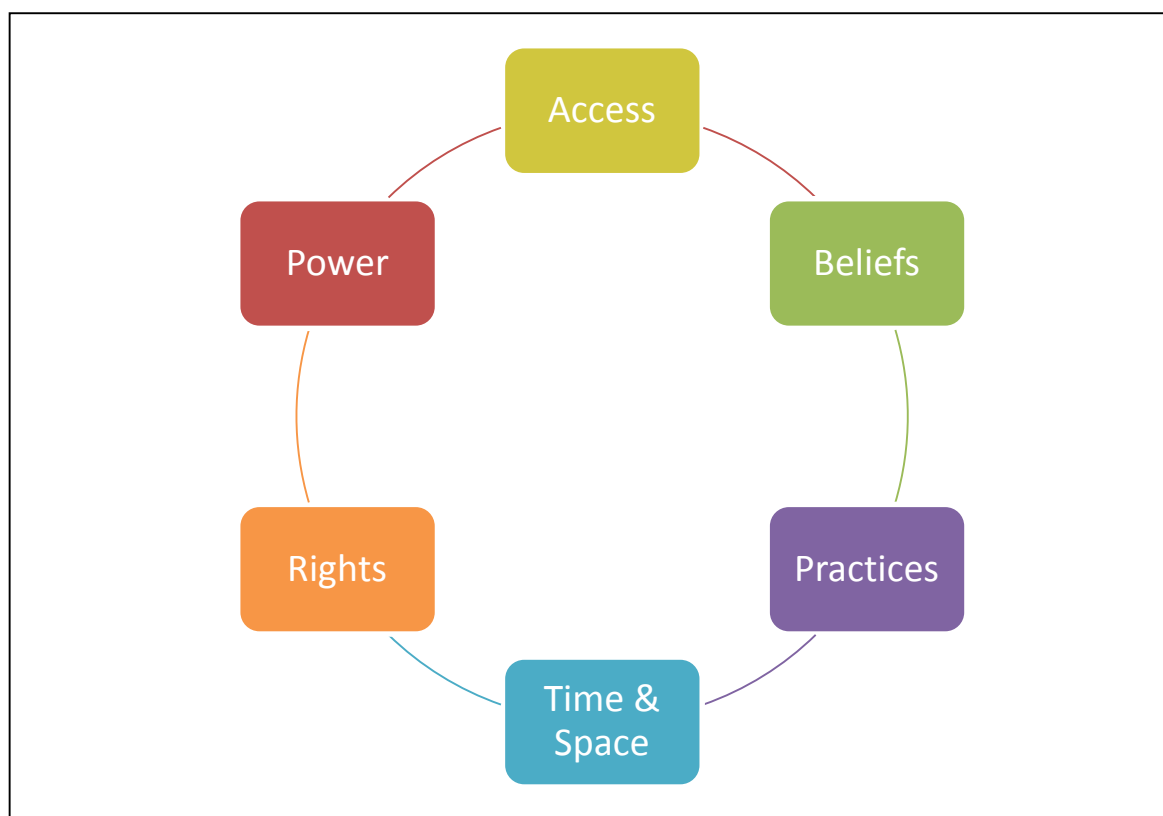
The research approach for considering the implications of proposed CBRMT activities for men, women, boys, and girls is described in Section 2, Methodology. The chapter summarizes the six domains of USAID's Gender Analysis framework—access, beliefs, practices, time/space, rights, and power—that subsequently serves to organize the remaining sections. Section 3, Findings, first describes gender-differentiated roles, risks, and benefits of artisanal mining in the DRC and then summarizes findings along the six domains. Project and activity level recommendations stemming from this analysis are outlined by component and indicator in Section 4 before concluding remarks in Section 5.

2.0 METHODOLOGY

A two-step approach informed this analysis. First, gender-focused questions were posed to implementing partners and artisanal mining experts during the CBRMT work planning process to highlight which activities might have a differential impact on men and women, boys and girls. As appropriate, the approach and location of activities were subsequently modified to take into account these differences. Second, a literature review of USAID documents, including the 2012 DRC Gender Assessment, academic articles, and publications produced by project partners, aimed to increase understanding of the gender dimensions of the proposed CBRMT project activities (Sweetser, Farzaneh, & Kopi, 2012). This cumulative data was then utilized to analyze the CBRMT Work Plan to determine: a) how the different roles and status of women and men within the community, political sphere, workplace, and household affect the work to be undertaken; and b) how the anticipated results of the work will affect women and men differently.

The six elements of USAID’s Gender Analysis Framework (see Figure 1) were used to analyze the gender dimensions of artisanal mining and CBRMT’s Work Plan to identify risks, opportunities, and recommendations.

FIGURE 1. USAID’S GENDER ANALYSIS FRAMEWORK



Adapted from “Tips for Conducting a Gender Analysis at the Activity or Project Level” (USAID, 2011). These elements are reinforced in ADS Chapter 205, which suggests that these elements be included in gender analyses at the mission and strategy level and applied at the project level.

TABLE 1. USAID’S GENDER ANALYSIS FRAMEWORK*

Domain	Definition
Access	A person’s ability to use the necessary resources to be a fully active and productive participant (socially, economically, and politically) in society. It includes access to resources, income, services, employment, information, and benefits.
Knowledge, Beliefs & Perceptions	The types of knowledge that men and women possess, the beliefs that shape gender identities and behavior, and the different perceptions that guide people’s understanding of their lives, depending upon their gender identity.
Practices & Participation	Peoples’ behaviors and actions in life—what they actually do—and how this varies by gender roles and responsibilities. The questions include not only current patterns of action, but also the ways in which men and women may engage differently in development activities. Some of these types of action include attendance at meetings and training courses, and accepting or seeking out services. Participation can be both active and passive.
Time & Space	The availability and allocation of time and the locations in which time is spent. It considers the division of both productive and reproductive labor; the identification of how time is spent during the day (week, month, or year, and in different seasons); and determines how men and women each contribute to the welfare of the family, community, and society. The objective of this domain is to determine how men and women spend their time and what implications their time commitments have on their availability for program activities.
Legal Rights & Status	How people are regarded and treated by customary legal codes, formal legal codes, and judicial systems. The domain encompasses legal documentation such as identification cards, voter registration, and property titles. Additionally, the domain includes the right to inheritance, employment, atonement of wrongs, and legal representation.
Power & Decision-Making	The ability of people to decide, influence, control, and enforce personal and governmental power. It refers to one’s capacity to make decisions freely, and to exercise power over one’s body, within an individual’s household, community, municipality, and state. This domain also details the capacity of adults to make household and individual economic decisions including the use of household and individual economic resources, income, and their choice of employment.

*Adapted from “Tips for Conducting a Gender Analysis at the Activity or Project Level,” which are also highlighted in ADS 205 (USAID 2011; USAID 2013).

In accordance with ADS 205, the findings of this analysis further identify the relevant gender gaps in the status and anticipated levels of participation of men and women that could hinder:

1. Overall project outcomes defined in the Project Performance Management Plan (PMP). *See Table 3: Recommended Additions & Adjustments to CBRMT Indicators.*
2. Key gender inequalities or needs for female empowerment that could be addressed through the project, and. *See Section 3, Findings, for an analysis of these gender inequalities.*
3. Any potential differential effects of project activities (including unintended or negative consequences) on women and men. *See Section 4.2. Activity Level Recommendations.*

3.0 FINDINGS

This section summarizes the roles men, women, boys, and girls play in artisanal and small-scale mining in the DRC, and analyzes findings from the literature review along the six dimensions recommended by USAID for a project-level gender analysis: access, beliefs, practices, time and space, rights, and power. The possible differential impacts of the CBRMT project on these six domains are also discussed.

3.1 ACCESS

Men, women, boys, and girls engaged in artisanal mining in the DRC have different access to the necessary resources to be fully active and productively engaged in the sector socially, economically, and politically. This differentiation exists across each of the facets of access: resources, income, services, employment, information, and benefits. With a few notable exceptions, access to the 3Ts and gold in artisanal mining is largely controlled by men, who determine who can work in and near the mining site, what tasks are performed, and at what cost. In some instances, men in control of a mining site may demand sex from women or young girls in exchange for access to low-paid work cleaning or sifting.

Women do not enjoy full and equal access to the ASM sector—especially the aspects of the system that are the most lucrative. In cases where women and girls are given access to work in the mining sites, they generally earn less than their male counterparts. Women also have unequal access to capital, which in turn restricts access, and represents both a barrier to entry into the sector and a source of vulnerability. Access to services for the protection of miners and service workers also differs by gender. Women and girls in the ASM sector find limited access to fair, neutral judicial services. A fear and fatigue of the justice system have set in for many women who in many cases have found the system mirrors the exploitation at the mining sites.

Despite the constraints they face in the sector, women constitute a significant proportion of the artisanal mining sector and carry out a full range of activities, both in the mines and in providing support services. The sector draws women in part because of its “relative ease of entry in comparison to other sectors: it requires virtually no formal education or skills, and little or no capital” (Hayes & Perks, 2012, p. 534). Recent research confirms that women desire to participate in meaningful employment within the ASM sector, as it provides for a wide variety of income-generating activities in an otherwise constrained economic landscape (Kelly, J.T.D., King-Close, & Perkset, 2014). However, women face enormous obstacles in finding safe and non-exploitative opportunities, and have a very limited awareness of their rights under Congolese law.

Men and women are drawn to the ASM sector as a key livelihood strategy, but they do not always benefit equally. In general, men profit disproportionately from mining, reaping more of the economic benefits from selling and trading minerals. All of those working in mining bear tremendous physical challenges in their roles and find it difficult to leave the mines for a variety of reasons, including a paucity of alternatives in the face of insecurity, lack of tenure, and declining soil fertility. Men may be obligated to stay in the mines in order to recover the money they invested in the operation. Boys and girls work in the mines to help meet basic needs within the family or pay for school fees, for example. In some instances, to the chagrin of their parents, boys and girls may actually choose to work in the mines rather than continue with their studies. In others, they may be forced by their parents to work in the mines.

3.2 KNOWLEDGE, BELIEFS, AND PERCEPTION

Knowledge about mining techniques and the trade itself is largely restricted to men. While there are a few examples of women serving as traders or managing mines, most women are not exposed to these roles and the associated knowledge and skills. They instead are often relegated to tasks such as cleaning ore bags, dragging tools, and crushing rock. Knowledge transfer takes place between men through such avenues as male-dominated cooperatives. Women's perception of their plight sometimes takes the form of resignation to unsafe, exploitative conditions as they are unaware of, or afraid to assert, their rights to safe work and fair pay. Male miners adopt a perception about themselves as entitled to the positions they hold in the mines and to the exploitation of women, boys, and girls to work in the mines on their terms.

A number of cultural beliefs about the appropriate roles for men, women, boys, and girls in the sector also influence behavior in and near the mining sites. Cultural beliefs and taboos in particular can limit women's access to mining sites. In Orientale Province, for example, there is a belief that the minerals will disappear if women enter mines (Hayes & Perks, 2012). Another cultural belief is that taking a girl's virginity will increase a male miner's chances of "striking it rich." This belief is used to justify discrimination and violation of women from mine sites (Hayes & Perks, 2012, p. 535).

Behaviors are also influenced by the perceptions of the international community about links between artisanal mining and sexual and gender-based violence. The attention given to the incidents of rape in and near mining sites in the DRC has resulted in a reduction of conflict and support for non-state armed groups, but it also has overshadowed women's economic reasons and desires to migrate to mine sites (Bashwira, Cuvelier, & Hilhorst, 2013, p. 109). Some women migrate to mining sites in the hope of working on the mine directly; others may hope to provide services such as cooking or laundry to miners. Some may wind up prostituting themselves, seeing few options for direct work on the mines and having little to no access to their social support systems. Distinctions are not being made between situations where women are victims of rape by militia; cases where women engage in the sex industry as a livelihood; conditions in which sex is transactional in nature; or situations where young girls are forced into prostitution as a form of human trafficking. Instead, a narrative has developed wherein women are viewed as victims who need to be kept away from mining sites for their own protection. Yet, artisanal mining and related services are important livelihood options—sometimes the only viable option—for many women, so well-intended efforts to protect women may have the opposite effect—excluding women from an important and viable source of income. In fact, there is evidence to suggest that women working in mining sites fare economically better than their counterparts who have been excluded from mines (Hayes & Perks, 2012).

3.3 PRACTICES AND PARTICIPATION

The different roles men, women, boys, and girls play in the ASM sector in the DRC and their corollary risks and benefits are summarized in Table 2.

TABLE 2. GENDER AND ROLES IN ASM

Group	Roles	Benefits	Risks/Disadvantages/Threats
Men	<ul style="list-style-type: none"> • Digging • Mining-relating tasks (especially ones that are higher paying) 	<ul style="list-style-type: none"> • Financial benefits • Status 	<ul style="list-style-type: none"> • Physical demands of digging • Difficult to leave the mines, as they often want to recover the money they have invested in the mining operation • Options to mining are limited • Limited access to land due to insecurity • Tenure insecurity
Women	<ul style="list-style-type: none"> • Trading • Panning for gold • Carrying minerals downhill for washing • Dragging tools and goods for miners' use • Cleaning ore bags • Mediating • <i>Shashulere</i>: acting as intermediaries between négociants, artisanal miners, or creuseurs • Selling food • Crushing rock (away from mine site) • Sex work (transactional sex) • Laundering clothes 	<ul style="list-style-type: none"> • Financial benefits 	<ul style="list-style-type: none"> • Physical demands of labor • Risk of sexual exploitation • Unaware of their legal rights and therefore abused in their roles • If migrants, they may lack supportive social networks • If challenges are encountered mediating between creseurs and negotiants, often do not seek assistance from the mining cooperatives, nor do they register complaints with the police • Those who serve as intermediaries not officially recognized by public services
Boys	<ul style="list-style-type: none"> • Rock sifting • Trash collecting (<i>salakate</i>) • Digging (older boys only) • Selling food 	<ul style="list-style-type: none"> • Financial benefits • Status/recognition • Contribution to family income for meeting basic needs or paying school fees 	<ul style="list-style-type: none"> • Physical demands of digging • Formal education discontinued • Family-level conflict (e.g., some have refused to return to school or to help with household chores, citing the comparative financial benefits of mining) • Earnings may not be accepted by families, especially by fathers, who perceive themselves as the main breadwinners and view children as dependent and immature • Varied social meaning attributed to working in mines
Girls	<ul style="list-style-type: none"> • Rock sifting • Clean rocks • Petty commerce 	<ul style="list-style-type: none"> • Contribution to family income for meeting basic needs or paying school fees • Some degree of financial autonomy 	<ul style="list-style-type: none"> • Social exclusion if work includes sexual services or if a victim of sexual exploitation (becomes difficult/impossible to marry thereafter) • Situated in a relation of subordination to diggers • Generally earn less than boys • Separated from exchanges of service within the community • Risk of sexual exploitation

Artisanal mining is a key livelihood strategy in eastern DRC, however women, boys, and girls are mostly in subordinate positions to men, as the mines reflect the larger contextual power relations (Andre & Godin, 2014, p. 167). Indeed, mining-related activities across sub-Saharan Africa more broadly, are typically controlled by men (Cuvulier, 2011), yet women and youth constitute up to 50 percent of the current ASM labor sector. Although everyone in the ASM sector faces challenges, the security, health, and social risks posed to women and girls are particularly acute. Men do the digging in mines, manage mines, and engage in negotiating and trading. Women typically dig, crush rocks, wash and sort minerals, transport ore, and some carry out mineral processing. Outside the mines, they provide a wide range of services from selling equipment and food to laundering clothes.

There are examples of women serving as negotiators, mine managers, or traders. In the diamond and gold sectors, there are examples of women traders who are more trusted and successful than their male counterparts (Hayes & Perks, 2012, p. 535). While some women have managed to gain respect and recognition for these roles, most women in the ASM sector are given lower status tasks that are physically difficult, but pay much less than their male counterparts. In situations where they either are victims of sexual exploitation or work in the sex industry, women are often socially ostracized, making it untenable to return to their homes and rendering them more vulnerable to exploitation by male miners. Children are similarly underpaid for their work and are of a lower social standing than adult miners. Some boys have sought to gain social status as a miner by the material goods they can acquire with money earned working in mines. Importantly, most miners are migrants to the mining site, so they do not have the social systems and networks that they can rely on in difficult financial times. This situation can make life especially difficult for children and women.

Children working at mining sites is another issue that has garnered significant international attention, with calls for getting children out of mining and into schools. While Congolese law sets the minimum age of employment at 15 years of age, in some instances, boys and girls accompany their mothers to the mine sites and may be encouraged to assist in cleaning, sifting, or—in the case of girls—assisting with cooking or commerce. In other cases, without their parents' knowledge, boys have sought work in the mining site in order to attain money or the associated status/recognition. Boys may be asked to enter tunnels that cannot be reached by adult males, for example. Boys sift rocks, collect trash, and sell food. Older boys may also do some digging. Girls engage in petty commerce and sift and clean rocks. Some girls also are forced into prostitution by their parents and find themselves with few alternatives due to the stigma attached to the industry.

Whether at the mining site by choice or not, children's work at the mining sites does pose risks. The physical demands of the work, the physical and psychological risks for sexual exploitation, the exploitation of their labor without fair compensation, and the risks of social dislocation combine to make "adults...generally afraid for their children to work in mining, especially as diggers" (Kelly et al., 2014, p. 169). These distinctions are quite important, as some young people may be trying to "pursue the achievement of their survival, their rights, and educational trajectories," while others may be in need of protection from exploitation (Okyere, 2012).

At the governmental level, meetings and trainings in the ASM sector are overwhelmingly male. Similar, at the mining sites men are most likely to attend meetings. This is in part explained by their disproportionate representation in the sector, but moreover it is a function of the perception of their legitimacy to be working in the mines. In contrast, some women may shy away from meetings as they fear backlash if they speak out about the issues they face at the mines. Boys and girls are also likely to be hidden by the adults at the mine sites for fear of consequences of violation of labor laws. Women are also less likely to accept or seek out services than men due to the fears of exploitation or retribution. Services may also be based on assumptions viewing women as victims forced into mining or exploitative sexual behavior rather than as agents capable of earning a living from mining.

3.4 TIME AND SPACE

The ASM sector is seen as a critical livelihood strategy, especially when cash is needed—for school fees, weddings, funerals, and other events. As described in Section 3.3, men and women in and near mining sites are engaged in physical labor and in some services to the mining sector throughout the year at an active mine. Children, for example, often engage in artisanal mining before school fees are due; it is a short-term but high-risk strategy for accessing cash. As Andre and Godin’s research found, there are situations where the children are electing to mine rather than go to school, and in a few cases, are no longer willing to contribute to household chores, as they see that work as less desirable than the paid work (as little as it may be at the mines). Thus, while there have been cases of children being forced to perform tasks such as sifting, cleaning, sorting, transporting, and digging, they sometimes are choosing to do that work as a way to earn extra money for their families and communities (Andre & Godin, 2014, p.169).

Working in the mines tends to mean long periods of time far from home, requiring women to either leave their children behind or bring them to the mines. In this situation, girls, boys, and women are particularly vulnerable to exploitation, as they do not have their social networks nearby to rely upon during times of financial or social stress. The work is also often migratory in nature, with miners moving from one mine to another when operations cease at one location and begin at another. In addition to working in the mining sites, either directly or indirectly, men, women, boys, and girls are often involved in agriculture or small businesses around the mine site.

3.5 LEGAL RIGHTS AND STATUS

Men, women, boys, and girls working in and near mining sites are treated differently by the legal, customary, and judiciary systems. Congolese law requires mining and mineral trading companies dealing in designated minerals to comply with Organization for Economic Cooperation and Development (OECD) Due Diligence Guidance for Responsible Supply Chains of Minerals from Conflict-Affected and High-Risk Areas. This guidance prohibits pregnant women and children under the age of 15 from working in the mining sites. Unfortunately, this law is often misinterpreted or misapplied to restrict women’s access to mines. The intention behind these laws was to protect pregnant women from the risks associated with mercury. Unfortunately, the laws have been “widely interpreted to mean that women are not legally allowed to work in any official mining activities. This misconception has effectively relegated women to menial support tasks and to sex work—a legal ‘excuse’ for not giving women opportunities to work in the mines” (Kelly et al., 2014, p. 8). Thus, rather than being used to protect women’s health, the law further consolidates male power and reduces women’s access to the ASM sector in the DRC (Bashwira, Cuvelier, & Hilhorst, 2013, p.112).

Artisanal miners in the DRC tend to have limited rights and few avenues for recourse to justice in the face of exploitation. At the local level, formal judicial systems do not adequately address the harm caused by discrimination against miners—particularly women miners (Kelly et al., 2014, p. 8). In informal mining townships, miners rarely have rights to the land or any security of tenure (Amnesty International, 2013). While the Government of the DRC (GDRC) technically has the responsibility to protect its citizens, many miners are unaware of their rights to safe and fair work in the mines. This creates a “governance vacuum in which individual power and negotiation—often involving sex as a transaction—assumes a more profound role for female ‘protection’ than do legal or political measures” (Kelly et al., 2014, p. 8). While there are notable exceptions, including *Réseau National des Femmes dans les Mines* (RENAFEM), a nationwide network of women working in the mining industry launched by the U.K. Department for International Development (DFID) and the World Bank earlier this year, and a women’s mining association established in Katanga Province (Manono), women lack representation in influential organizations, including judicial bodies at the national or provincial level.

3.6 POWER AND DECISION-MAKING

Miners and the organizations and institutions that support and represent them have varying levels of control and influence over actions at the individual, household, mining site, and state levels. As explained elsewhere, women and girls in particular are often exploited in and near mining sites, and are not well served by the local justice systems. The launch of RENAFEM and a research initiative on women and mining being led by the International Development and Research Center (IDRC) are both promising initiatives; however, a lot remains to be done to bolster the support offered to women and girls in mining sites.

In terms of household-level spending, male miners are often accused of using their cash for immediate short-term entertainment. Women, on the whole, use their money to meet basic livelihood needs within their families. Earnings realized by boy miners may not be accepted by their fathers, who perceive themselves as the primary breadwinners. Girls tend to earn less than boys, but are likely to use the money to help their families meet basic needs in the household.

Power and decision-making at the mine sites and in the state government agencies are largely concentrated in male hands. Mining cooperatives tend to be comprised of, and led primarily by, men, and mine site managers and mining agents who “bag and tag” minerals as conflict-free are also predominantly male. While it is possible for men to adopt a gendered perspective in decision-making, the lack of women’s active and full participation at local and national levels makes it more likely that women’s specific needs and interests will not be adequately addressed. Women need to have a place at the table in regional decision-making and policy-making bodies, but—more importantly—the decisions stemming from these bodies need to advocate for the protection of the safety and prosperity of all miners, not only women. Kelly et al. (2014) sum up the situation: “Local authorities, mining cooperatives, and armed groups are all seen as part of the same entrenched system, which does not represent women” (p. 8).

It is also important to consider the potential consequences of women speaking up for their rights, as they may be exposed to domestic violence or threats from the state, or those in charge of the mines. This results in some women feeling a “fatigue resulting from trying to seek a more just reality” (Kelly et al., 2014, p. 8). If fatigue and fear prevent women from speaking up to protect their rights, then there is a risk that exploitation will persist. Women should not feel that they have to resort to transactional sex to meet their basic needs nor that they have nowhere to seek justice if their rights are violated. Girls working in and near mine sites are vulnerable to early sexual interaction and pregnancy, and in some cases may even be forced to serve as prostitutes by their parents, a form of human trafficking of grave concern” (Hahn, Hayes, & Kacapor, 2013, p.22).

4.0 RECOMMENDATIONS

To address the gender-differentiated aspects of ASM and to ensure that men, women, girls, and boys have the opportunity to engage with and benefit from CBRMT, project activities (from policy reform to scaling up of certified mine sites and capacity building) will be designed and implemented to assess, engage, empower, and monitor the effective promotion of women’s rights through state, customary, and civil society mechanisms. Engaging women within the ASM sector is also critical to resolving local conflicts and ensuring they secure opportunities for long-term, substantive engagement in mining activities. This section provides recommendations regarding how engagement with women and youth will be integrated and mainstreamed throughout the project, from legal and policy analyses to capacity building and scaling up of traceability schemes at mine sites.

4.1 PROJECT LEVEL

4.1.1 APPLY USAID DRC GENDER ASSESSMENT RECOMMENDATIONS

A DRC-wide Gender Assessment was conducted by USAID in 2012 (Sweetser et al., 2012). While the assessment did not specifically address artisanal and small-scale mining, three relevant recommendations inform CBRMT’s gender strategy:

1. Focus on the interests and needs of men, women and youth to best promote behavior change;
2. Reformulate the approach to empowering women to avoid reinforcing the common assumptions that this implies disempowering men, which will also avert (further) backlash; and
3. Work with communities in a participatory manner, finding space for men or women separately—or for both together—to reflect and create their own change, and to minimize change being seen as a response to outsiders’ directives.

First, the previous section highlighted a number of interests of men, women, boys, and girls in the artisanal mining sector. A common interest is for all of those engaged in artisanal mining to economically benefit from the sector in ways that are safe and secure. CBRMT will take a comprehensive approach to first ensure we understand how project activities might differentially impact different stakeholders, and then adjust our approach as necessary to ensure all key actors have the knowledge, skills, and abilities to engage and benefit from a responsible minerals trade. The project’s theory of change is that this will contribute to higher incomes, increased mining revenues, and a greater quantity of conflict-free exports. This comprehensive focus on women is intended to improve understanding of gender roles, barriers to access, and opportunities for empowerment, relationships, and dynamics in light of the desired project results.

Second, CBRMT will seek to benefit men *and* women miners, not one group at the expense of the others. The project is aimed at strengthening a responsible minerals trade for all miners. To reduce the risk of misconceptions about the project’s intentions, CBRMT will engage both men and women miners in conversations about scaling up, alternatives to current systems, and the ways in which a responsible minerals trade can benefit all. Thoughtful messaging will be used to emphasize increased economic dividends and security for all those working in and near the mines, and to avoid further exacerbating tensions between men and women in mining sites. Given the differentiated access, time, roles, perceptions, and impacts that women experience in the ASM, CBRMT must adopt a targeted approach to effectively understanding and engaging women. As such, the project will engage with formal women’s organizations and more informal settings where women gather in order to better understand what barriers may exist to participating in responsible (conflict-free) mining, and learn

from both women and men how these barriers can be most effectively addressed. Specific efforts will also be made in the field to meet with women miners, washers, transporters, traders, and business operators to understand their roles in the ASM sector and how CBRMT activities (from policy reform to scaling up of certified mine sites) can be developed to be more gender responsive.

A related third point is that the project will adopt a consultative process throughout each component, with conversations occurring at the national, regional, and mine site levels with men and women involved in and supporting the artisanal mining sector. Central to the project's assessments, scoping exercises, and training exercises is the participation of key GDRRC partners such as the Ministry of Mines and the Evaluation, Expertise, and Certification Center (CEEC); regional partners such as the ICGLR; and men, women, and youth miners. At each stage of the process, they will be engaged in conversations to validate findings, test assumptions, and set direction for project activities. Finally, focused conversations with men, women, boys, and girls will be held to ensure that the actions taken enjoy a broad base of support.

The timing of field visits will take into account the availability of men and women who may be engaged in additional livelihoods activities. Boys and girls may be spending some time in the mines in addition to going to school or in addition to helping their parents at the farm or in running small businesses. It will be important for CBRMT project activities to take into account the concurrent demands on men and women and where they are likely to be spending their time so that activities such as site visits do not inadvertently capture only one set of voices to the exclusion of others. Further, community-wide activities that are focused on mine sites, such as "*Journee Minier*," are intended to gather stakeholders working on mining issues together to exchange information and, at times, increase skills. It will be important in these settings to determine the most effective and safest way to engage women in meaningful dialogue without the risk of backlash from men if the staff is seen as holding separate conversations with women.

Finally, CBRMT recognizes it cannot *close* the gaps with respect to access, power, decision making, status and the other domains described in Section 3. The project can however begin to start closing the gaps across the six domains described above.

4.1.2 RESPONSIBILITIES OF PARTNERS AND STAFF

The findings and recommendations in the present analysis will be discussed with CBRMT staff and key implementing partners to reach agreement on course of action for implementing recommendations that are deemed feasible and appropriate.

The different roles of men and women throughout the ASM value chain will augment the information already captured and analyzed by Pact and their CSO partners in the DRC around women's roles in ASM. Our partner Pact has reviewed gender and child labor in the DRC's ASM sector extensively, and we will draw on this experience to target activities under all components of CBRMT. Eastern Congo Coordinator, Armel Nganzi, will have primary responsibility for integrating gender within the field scoping exercises planned under Component 1, as well as the scaling up of conflict-free 3T and gold sites under Component 3. For example, women's cooperatives and CSOs will be targeted during site visits, consultations, roundtable discussions, and field-based research. Specific efforts will also be made in the field to meet with women miners, washers, transporters, traders, and business operators to understand their roles in the ASM sector and how CBRMT activities can be developed to be more gender responsive.

The ICGLR Technical Advisor, Josee Ongotto, will work carefully with the ICGLR (Component 4) to promote greater gender awareness and inclusion within the ICGLR's Regional Certification Mechanism, including working with the IMCA to address gender-related abuses and concerns. Finally, Chief of Party Denis Roumestan will ensure that all capacity building activities envisaged under Component 2—including organizational assessments and technical assistance to Ministry of Mines staff—include a specific emphasis on promoting gender awareness and equity.

4.1.3 MONITORING AND EVALUATION

CBRMT’s approach for engaging men and women will be subject to consistent monitoring by field staff, and adapted as needed during scaling up. There are some inherent challenges of monitoring activities in the informal ASM sector. The migratory nature of labor, perceptions of oft-researched miners regarding questions from outsiders on their activities, potential fears of women and children to voice concerns about their treatment, and pressure to appear to be complying with international laws may all be influencing the accuracy of data. For example, because it is widely known that children are not supposed to work in the mines, it is a major challenge for researchers to gather accurate data because people either deny it is happening or children hide when researchers visit—only to return to the mine after the researcher has left. This makes it difficult to provide a definitive number of children working at mine sites or a reliable gender breakdown for child laborers. Ongoing monitoring conducted by CBRMT field staff and our partners in the field will provide a feedback loop to the project on issues specifically related to gender, particularly women and youth. Opportunities will also be identified by our partners to create confidential, safe spaces for women and youth to convey their concerns. Monitoring reports and monthly meetings with our implementing partners, led by the Eastern Congo Coordinator, will also help identify “red flags” or unintended harmful consequences on gender groups at risk to identify any adverse effects on women/girls and young men/boys, such as:

- Loss of access to resources or assets;
- Increased unpaid work;
- Caregiver burden of women or youth relative to men;
- Restrictions on the participation of women in project activities;
- Increased gender-based violence;
- Trafficking in persons; and
- The marginalization or exclusion of women and/or youth in decision-making political and governance processes.

The proposed Performance Monitoring Table in the CBRMT Work Plan outlines a number of indicators and targets for project monitoring and evaluation. Each of these indicators is outlined in Table 3, along with some recommended adjustments to the indicators and monitoring approaches.

TABLE 3. RECOMMENDED ADJUSTMENTS & ADDITIONS TO CBRMT INDICATORS

INDICATORS	RECOMMENDATIONS
Number of people attending USG-assisted facilitated events that are geared toward strengthening understanding and awareness of property rights and resource governance-related issues	Disaggregate by sex and age and location. Monitor over time to observe and respond to any changes in participation in events by women and youth.
Number of policies/legal reforms and recommendations 1) analyzed, 2) submitted to stakeholders for consultation, 3) proposed to the GDRC, and 4) adopted	Include in disaggregation number of reforms and recommendations which aim to address the specific interests of women and youth in ASM.
Person-hours of training completed by government officials, traditional authority, or individuals related to land tenure and property rights supported by USG assistance	Monitor to see if timing, location of training affects women’s participation in trainings and adjust accordingly.
Difference in price received by artisanal miners for minerals sold from CBRMT 3T mining sites (disaggregated by location and traceability scheme) versus 3T minerals sold outside of a traceability scheme	If feasible, integrate monitoring of the economic benefit at the household level to see if money is making it back to the household and, if so, how is it being used?

INDICATORS	RECOMMENDATIONS
Number of people attending USG-assisted facilitated events that are geared toward strengthening understanding and awareness of property rights and resource governance-related issues	Track the number of topics/session that integrate gender-related dimensions. Measure changes in awareness.
Number of mine sites (disaggregated by location and traceability scheme) that have received CBRMT assistance to “scale up” (3Ts) or be piloted (gold)	No change
Number new miners participating in scaling up and piloting process	Include women and youth who are working in an indirect role in the mines—not only new miners, but women who may be serving in another capacity.
Number of informational and educational campaigns regarding the ICGLR’s Regional Certification Mechanism (RCM) and the Independent Mineral Chain Auditor (IMCA) disseminated to the public	Ensure that messaging is inclusive to all audiences, including men, women, boys, and girls.
Number of independent third-party audits initiated by ICGLR (disaggregated by country)	If feasible, include the number of third-party audits or IMCA investigations that document gender-related concerns, including incidents of sexual and gender-based violence at mine sites where ICGLR certificates are being issued.
Integrate USAID gender equality and female empowerment indicators into PMP (USAID ADS 205)	Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources
Integrate USAID gender equality and female empowerment indicators into PMP (USAID ADS 205)	Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities

In accordance with ADS 205, CBMRT will aim to monitor the impact of the project on men and women and identify, “to what extent and in what ways...the project achieves results related to gender equality and whether/how reducing gaps between males/females and empowering women led to better project/development outcomes.” It should be acknowledged, however, that the short duration of the project (18 months) rather restricts the level of impact the project can have on gender equality and female empowerment. It is anticipated that impacts will be on a micro-scale with the hope that at least a few solid examples of narrowing gaps between men and women in the artisanal mining sector can be identified and examined to yield lessons for other USAID projects and other actors working in this arena in the DRC.

4.2 ACTIVITY LEVEL

This section presents recommendations at the activity level, organized by component. These are informed by an analysis of the domains of USAID’s Gender Analysis Framework relevant to each component (see Section 4.3).

4.2.1 COMPONENT 1: STRENGTHENING THE LEGAL AND POLICY FRAMEWORK

CBMRT will work with the GDRC to strengthen the legal and regulatory policy framework in support of a transition from illicit artisanal mining to formalized, responsible, small-scale artisanal and industrial development. Our approach is premised upon an explicit property rights approach to reform of the DRC’s artisanal mining sector, and draws upon legal analyses, field-based exercises, and participatory workshops. It includes an analysis of constraints and interventions to strengthen tenure clarity and security within DRC mining law, policy, and regulations, along with workable recommendations regarding legal, regulatory, and policy changes through which the GDRC can scale

up formalization, artisanal mine site validation, traceability, and certification systems. Legal and policy analyses undertaken by CBRMT will explicitly consider gender inequities in power, access, and control over mineral resources. Recommendations will draw on existing knowledge about women's participation in the ASM sector to address the legal rights, status, challenges, and potential of women in the sector, as well as the potential unintended consequences of reform efforts and entry points for active engagement with women and youth. Specific recommendations by activity are summarized below.

Desktop Study of Legal and Policy Framework

1. In recommendations for legal framework, be mindful of the differentiated access of men and women to mine sites and ways to help protect women's access to mines.
2. Ensure desktop study explores the impact of mining and land laws on women. Identify problems that might result from interpretation of laws, conflicts between laws, or clashes with religious or customary practices.
3. Include questions about gender and age dimensions in the analysis of the mining and land codes.
4. Specifically examine some of the customary practices in relation to women and children working at the mines, and clarify differences between the law (both statutory and customary) and practice.

Participatory Scoping Exercises to 30–50 Field Sites

1. Use the scoping exercises to draw policy makers' attention to the role that women play in the ASM sector.
2. Use gender as criteria in the selection of the civil society and governmental representatives in the composition of the scoping teams.
3. Hold separate conversations with young boys and girls and women at the information-gathering stage and later during the national validation exercise. Include issue of mining safety and security for all.
4. Include a specific focus on gender as one of four thematic profiles to be explored during the scoping exercises, roundtable discussions, and national conference. This includes understanding the specific roles, contributions, impacts, and constraints that women and youth experience in the ASM sector, and how reforms to the ASM sector would impact women and men/boys and girls differently.

National Conference to Validate Report

1. Include a specific focus on gender as one of four thematic profiles to be explored during the scoping exercises, roundtable discussions, and national conference.
2. Hold separate conversations with young boys and girls and women during the national validation exercise. Include issue of mining safety and security for all.

Final Report on a Rights-Based Approach to Legal and Policy Reform

1. Ensure proposed reforms to the DRC Mining Code specifically promote access and security of tenure to artisanal mining zones by both men and women.
2. Take into account the different roles and impacts of men, women, boys, and girls in ASM when formulating recommendations.
3. Draw upon the Alliance for Responsible Mining (ARM) and Pact's resources and experiences regarding proposed reforms to support the rights of women miners.

4.2.2 COMPONENT 2: CAPACITY BUILDING OF KEY STAKEHOLDERS

CBRMT's focus on assessing and strengthening the capacity of key stakeholders will include an explicit focus on gender. Particular attention will be made throughout the targeted assessments, technical assistance, training, and awareness-raising activities to reach out to understand the positions, perceptions, and roles of women within key decision-making fora. CBRMT will also focus on women's associations and female workers at mine sites in order to increase awareness about resource rights and build the capacity of women where disputes are active and their rights are violated. For example, women's associations and female workers at mine sites will be targeted for trainings in order to strengthen their capacity to participate and benefit from responsible mineral supply chains, and increase their awareness about their resource rights in both customary and contemporary contexts. Specific efforts will also be made to reach out to senior female policy makers and civil society leaders to participate in trainings and field. All capacity building and training curricula and materials will be designed to be appropriate for and reach diverse groups of people—men, women, girls, and boys. Given the high levels of illiteracy among women, these materials and approaches will be tailored to reach audiences using oral and visual materials.

Organizational Assessment of CEEC and Division of Mines

1. Integrate gender-related dimensions into the organizational assessment of CEEC and Division of Mines.

Functional Organizational Plan

1. Make practical recommendations to the GDRC regarding improving the gender balance within these organizations, including how to restructure recruitment and training opportunities in order to attract and retain more women the CEEC and Division of Mines.

Technical Assistance Provided to at Least 50 Policy Makers and Actors

1. Identify and reach out to senior female policy makers and civil society leaders to participate in CBRMT trainings and field activities.
2. Support organization and strengthening of women's mining associations and cooperatives, including RENAFEM, which is funded by DFID and the World Bank.
3. Hold a special panel on legal reforms to promote and protect the role of women in the ASM sector during the national conference in Kinshasa in Rights Reforms to the DRC Mining Code.

Training to a Minimum of 700 Ministry of Mines and Other Key Actors

1. Integrate a gender dimension into the technical assistance rendered during the "*Journees Miniers*."
2. Strengthen capacity of civil servants and community leaders to discuss and understand the role women and youth play in the ASM sector, and deliver unbiased assistance accessible to all.
3. Target women's associations and female workers at mine sites to strengthen their capacity to participate and benefit from responsible mineral supply chains, and increase their awareness about their resource rights in customary and contemporary context.
4. Hold trainings at times and locations that maximize participation from all demographics.
5. Design trainings in a way that allow for targeted conversations with men, women, boys, and girls.
6. Provide male and female community leaders in conflict and displacement settings with information on women's legal rights to land, procedures for determining land rights in an unbiased manner, and resources for women as they try to claim, enforce, and advocate for their rights.

4.2.3 COMPONENT 3: SCALING EXISTING AND ALTERNATIVE TRACEABILITY AND DUE DILIGENCE SYSTEMS

In order to achieve CBRMT's goal of scaling up conflict-free supply chains at 3T and gold mine sites, the project will address barriers and opportunities to women's and men's participation in a responsible minerals trade. Moreover, youth in particular are more vulnerable to exposure to harmful practices (e.g., early pregnancy, prostitution, drugs, human trafficking, HIV, and armed unrest) in their quest to adulthood and generating income. They often represent a hugely disenfranchised part of the ASM universe and are most susceptible to provocation with political and armed conflict resulting.

Development of the plan for scaling up traceability systems at 3T mine sites in Eastern Congo will explicitly take into account how to engage and build awareness effectively among men and women in the ASM sector, including the similar dynamics among youth. Our activities will have to address barriers to participation and strategies for including women and youth throughout the minerals value chain. Our approach will draw on best practices identified by the World Bank, the International Council on Mining and Metals (ICMM), OECD, and others to understand and ensure men and women have equitable opportunities for participation in all levels of the ASM value chain. Our CBRMT partner, Pact, will contribute their skills and experience in this realm through field staff and their existing CSO provincial partners. Specific recommendations follow.

3Ts and Gold Traceability Assessments

1. Monitor the social and economic effects of 3T and gold certification on men, women, boys, girls, and families.

Scaling Up Plan for Existing and Alternative 3T Sites

1. Include potential impacts on women and youth of scaling up.

Implement Scaling up (3Ts and Gold)

1. In conducting due diligence at mines, include criteria regarding access to mines for women and women's roles in decision-making.
2. Activities will have to address barriers to participation and strategies for including women and youth throughout the minerals value chain.
3. Connect women serving in substantial/leadership roles with other women in ASM, possibly through RENAFEM.
4. Be sure women have the opportunity to benefit and participate in CBRMT interventions, including trainings communication campaigns and formalization activities.
5. Target women for training so that an increased number can serve as official auditors or mine site inspectors.
6. Integrate lessons learned from partners involved in supporting women's roles in mining.
7. Ensure existing and alternate traceability and due diligence schemes support women's access.

4.2.4 COMPONENT 4: IMPROVING THE CREDIBILITY AND CAPACITY OF THE ICGLR

The fourth and final component of the CBRMT is designed to strengthen the capacity of the ICGLR, in particular the establishment of the IMCA, the implementation and refinement of the RCM, and the execution of independent third-party audits in selected ICGLR member states. Enabling the ICGLR to more effectively and credibly implement a regional certification mechanism that satisfies end users, OECD due diligence, and Dodd-Frank Section 1502 will require, in part, ensuring that gender-related concerns are appropriately understood and addressed. In particular, CBRMT will work with the ICGR to ensure that investigations undertaken by the IMCA as well as the independent third-party audits investigate and protect against conflict-related sexual violence at mine sites. Attention to gender, in

particular, appropriate review of allegations of sexual and gender-based violence at mine sites, will be incorporated into the training for ICGLR audit committee members and IMCA staff.

Organizational Assessment of the IMCA and RCM

1. Include recommendations for IMCA and RCM to monitor and protect the rights of women in/near mine sites.

IMCA Implementation Plan

1. Ensure investigations undertaken by the IMCA independent third-party audits investigate and protect against conflict-related sexual violence at mine sites.

Support the Recruitment and Training of Staff for the Initial Implementation of the IMCA

1. Ensure that gender, in particular review of allegations of sexual and gender-based violence at mine sites, is incorporated into the training for ICGLR audit committee members and IMCA staff.
2. Build capacity of IMCA and RCM to monitor and protect the rights of women in/near mine sites.
3. Encourage active recruitment of women within the IMCA team.

Support Operationalization Third-Party Audits

Ensure investigations undertaken by the IMCA independent third-party audits investigate and protect against conflict-related sexual violence at mine sites.

Communication and Awareness Raising

1. Ensure the communications campaign addresses and targets the role of women and youth in the ASM sector.
2. Strengthen the capacity of government and civil society to inform women of their rights and how to seek assistance, relying on women-only sessions as needed to facilitate attendance and participation.
3. As part of the broader communications campaign launched to support the ICGLR, include a special module on the roles and rights of women in the ASM sector.
4. Ensure that women are at the table when discussing regional compliance with conflict-free sourcing and harmonization of mineral codes across the region.

4.3 GENDER ANALYSIS OF CBRMT ACTIVITIES BY COMPONENT

- I. **Legal and Policy Framework for Mining Sector Improved: Activities** – Desktop study of Legal and Policy Framework; participatory scoping exercises; roundtable consultations; Report on a Rights-Based Approach to Legal and Policy Reform

Domain	Key Considerations	Recommendations
Access	<ul style="list-style-type: none"> There is a risk of backlash in response to promoting women's access and participation in ASM at CBRMT sites. The misinterpretation of laws is currently restricting access to mining sites for some women. 	<ul style="list-style-type: none"> ✓ In recommendations for legal framework, keep in mind the differentiated access of men and women to mine sites and ways to help protect women's access to mines. ✓ Ensure proposed reforms to the DRC Mining Code specifically promote access and security of tenure to artisanal mining zones by both men and women.
Knowledge, Beliefs & Perceptions	<ul style="list-style-type: none"> Perceptions and cultural beliefs in some areas restrict women's rights, including the belief that if women enter the mines, minerals will disappear. Scoping exercises present an important opportunity to investigate the interpretation of laws and the cultural beliefs and perceptions in relation to women and children working in ASM. 	<ul style="list-style-type: none"> ✓ Use the scoping exercises to draw policy makers' attention to the role that women play in the ASM sector. ✓ Ensure the desktop study explores the impact of mining and land laws on women. Identify problems that might result from interpretation of laws, conflicts between laws, or clashes with religious or customary practices. ✓ CBRMT communications campaign should include focus on educating state and non-state actors about roles and rights of women in mining communities.
Practices & Participation	<ul style="list-style-type: none"> Proposed rights-based reforms intended to secure tenure and access to sub-surface mineral rights by miners do not reflect or support women's role in the ASM sector. The composition of the scoping teams does not include women, which could affect participation. Women are not active in scoping exercises, including roundtable consultations The voices, interests, and needs of men, women, boys, and girls are not given equal attention in the Report on a Rights-Based Approach to Legal and Policy Reform 	<ul style="list-style-type: none"> ✓ Use gender as a criterion in the selection of the civil society and governmental representatives. ✓ Hold separate conversations with young boys, girls, and women at the information gathering stage and later during the national validation exercise. Include the issue of mining safety and security for all. ✓ Take into account the different roles and impacts of men, women, boys, and girls in ASM when formulating recommendations. ✓ Include a specific focus on gender as one of four thematic profiles to be explored during the scoping exercises, roundtable discussions, and national conference.
Legal Rights & Status	<ul style="list-style-type: none"> Some laws (Ministry of Mines 2011 law) barring pregnant women from mining have been widely misinterpreted to limit women's access to mining sites and could be applied in the context of CBRMT. 	<ul style="list-style-type: none"> ✓ Include questions about gender and age dimensions in the analysis of the mining and land codes. ✓ Specifically examine some of the customary practices in relation to women and children working at the mines, and clarify differences between the law (both statutory and customary) and practice.

Domain	Key Considerations	Recommendations
	<ul style="list-style-type: none"> • Children under the age of 15 are not legally permitted to work in mining sites, but their economic contributions may be critical for families. • There could be tensions and possible negative economic impacts on families when laws to protect human rights (e.g., child labor) are enforced, given the reality of the economic role youth play in mining communities. • There is an opportunity to increase awareness of state and non-state actors so that laws are not interpreted falsely to keep women from engaging in legitimate mine employment. • Miners have limited rights. Women in particular have limited recourse for justice and in some cases are exploited sexually by those who are supposed to be protecting their rights. • The local-level justice system does not adequately addressing harm to miners. • There is a lack of active participation on the part of women at the local level in mining-related decision-making. 	<ul style="list-style-type: none"> ✓ Draw upon the ARM and Pact’s resources and experiences regarding proposed reforms to support the rights of women miners. ✓ Promote increased awareness and understanding among women about their legal rights, including with respect to artisanal mining.
Power & Decision-Making	<ul style="list-style-type: none"> • Women may lack representation and leadership in organizations, such as cooperatives • The Ministry of Mines and other governmental agencies are largely comprised of men. • There are risks associated with women speaking up for their rights. • Girls working in and near mining sites are vulnerable to early pregnancy and forced prostitution (a form of human trafficking). 	<ul style="list-style-type: none"> ✓ Ensure capacity building support to the cooperative includes an emphasis on enabling women to engage and assume leadership roles. ✓ Strengthen the nascent RENAFEM, if feasible. ✓ Encourage ICGLR and GDRC to integrate gender considerations into policy-making.

II. Capacity of Key Actors in Conflict-Free Minerals Supply Chain Strengthened: *Activities* – Organizational assessment of CEEC and Division of Mines; Functional Organizational Plan; technical assistance report on support provided to at least 50 policy makers and actors for organizational/institutional improvements; training to minimum of 700 Ministry of Mines and other key actors

Domain	Key Considerations	Recommendations
Knowledge, Beliefs & Perceptions	<ul style="list-style-type: none"> If project focus is primarily on governmental agencies, most capacity-building activities will concentrate on men. 	<ul style="list-style-type: none"> ✓ Integrate gender-related dimensions into the organizational assessment of the CEEC and Division of Mines. ✓ Integrate a gender dimension into the technical assistance rendered during the “<i>Journee Minier</i>.” ✓ Integrate a gender dimension into the technical assistance. ✓ Strengthen capacity of civil servants and community leaders to discuss and understand the role women and youth in the ASM sector, and deliver unbiased assistance accessible to all.
Practices & Participation	<ul style="list-style-type: none"> Opportunities have not been taken to integrate gender into training modules, or to strengthening the role of women at all levels in the supply chain. 	<ul style="list-style-type: none"> ✓ Make practical recommendations to the GDRC regarding improving the gender balance within these organizations, including how to restructure recruitment and training opportunities in order to attract and retain more women to the CEEC and Division of Mines. ✓ Target women’s associations and female workers at mine sites to strengthen their capacity to participate and benefit from responsible mineral supply chains, and increase their awareness about their resource rights in customary and contemporary context. ✓ Identify and reach out to senior female policy makers and civil society leaders to participate in CBRMT trainings and field activities. ✓ Strengthen civil service to employ gender-sensitive approaches and provide specific recommendations to the Division of Mines and CEEC on why and how to increase the number of women in their ranks. ✓ Support organization and strengthening of women’s mining associations and cooperatives, including RENAFEM.
Time & Space	<ul style="list-style-type: none"> In addition to working at the mining site, women and boys and girls are often also involved in other activities: attending school, petty commerce, etc. Finding children at mining sites may be challenging as they may be hidden by miners. 	<ul style="list-style-type: none"> ✓ Hold trainings at times and locations that maximize participation from all demographics. ✓ Design trainings in a way that allows for targeted conversations with men, women, boys, and girls.

Domain	Key Considerations	Recommendations
Legal Rights & Status	<ul style="list-style-type: none"> • CEEC and Division of Mines officials often lack a clear understanding of the rights and laws pertaining to women working at artisanal mine sites. 	<ul style="list-style-type: none"> ✓ Incorporate gender awareness in trainings held with CEEC and Division of Mines officials, including the legal rights of women to work at mine sites and relevant labor laws that protect the safety and security of miners. ✓ Provide male and female community leaders in conflict and displacement settings with information on women's legal rights to land, procedures for determining land rights in an unbiased manner, and resources for women as they try to claim, enforce, and advocate for their rights. ✓ Hold a special panel on legal reforms to promote and protect the role of women in the ASM sector during the national conference in Kinshasa on rights reforms to the DRC Mining Code.

III. Scaling Up and Improvements/Alternatives to Traceability and Due Diligence: *Activities* – 3Ts Traceability Assessment; ASM Gold Traceability Assessment; scaling up plan for existing and alternative 3T sites; scaling up plan for pilot ASM gold sites; implement scaling up (3Ts); implement scaling up pilot for gold

Domain	Key Considerations	Recommendations
Access	<ul style="list-style-type: none"> • Women have unequal access to capital. This restriction to access can be a barrier and a vulnerability. 	<ul style="list-style-type: none"> ✓ Require implementing partners to understand and report on how differentiated access to new traceability and due diligence systems might differentially impact women at CBRMT sites ✓ Ensure existing and alternate traceability and due diligence schemes support women's access.
Knowledge, Beliefs & Perceptions	<ul style="list-style-type: none"> • Policy makers, donors, and other key stakeholders continue to support alternative livelihood strategies for women to keep them out of mine sites for their own safety and security, rather than considering the broader socio-economic needs, circumstances, and roles that women play in the ASM sector. 	<ul style="list-style-type: none"> ✓ Integrate lessons learned from partners involved in supporting women's roles in mining. ✓ Target women for training so that an increased number can serve as official auditors or mine site inspectors.
Practices & Participation	<ul style="list-style-type: none"> • Traceability, due diligence, and certification systems are often implemented and monitored by external (state and non-state) actors that are typically male-dominated. This factor could risk excluding or minimizing the voices and concerns of women and youth. • Youth in particular are more vulnerable to exposure to harmful practices (e.g., early pregnancy, prostitution, 	<ul style="list-style-type: none"> ✓ Include potential impacts on women and youth of scaling up. ✓ In conducting due diligence at mines, include criteria regarding access to mines for women and women's roles in decision-making. ✓ Be sure women have the opportunity to benefit from and participate in CBRMT interventions—including trainings, communication campaigns, and formalization activities. ✓ Ensure that activities address barriers to participation and strategies for including women and youth throughout the minerals value chain.

Domain	Key Considerations	Recommendations
	<p>drugs, human trafficking, HIV, and armed unrest). They often represent a hugely disenfranchised part of the ASM universe and are most susceptible to provocation with political and armed conflict resulting.</p> <ul style="list-style-type: none"> While women are often restricted to lower paid work in mining sites, there are examples of women serving as negotiators, mine managers, and traders. 	<ul style="list-style-type: none"> ✓ Connect women serving in substantial/leadership roles with other women in ASM, possibly through RENAFEM.
Time & Space	<ul style="list-style-type: none"> Including women and boys and girls in project activities may be challenging. Children may be hidden in order to appear that a mine is in compliance. ASM is viewed as a critical livelihood strategy and may be used to help pay for school fees, for example. 	<ul style="list-style-type: none"> ✓ Monitor the social and economic effects of 3T and gold certification on men, women, boys, girls, and families.
Legal Rights & Status	<ul style="list-style-type: none"> In order for a mine to be meet responsible minerals standards, the mine needs to be in compliance with human rights laws, including child labor and sexual exploitation—both issues in many mine sites. 	<ul style="list-style-type: none"> ✓ Promote increased awareness and understanding among women about their legal rights, and recourses when their rights are violated.

IV. Capacity and Credibility of the ICGLR Strengthened: *Activities* – Organizational assessment of the IMCA and RCM; IMCA implementation plan; support the recruitment and training of staff for the initial implementation of the IMCA; two pilot third-party audits in DRC and Rwanda (TBD); support for operationalization of six additional third-party audits; communication and awareness raising

Domain	Key Considerations	Recommendations
Knowledge, Beliefs & Perceptions	<ul style="list-style-type: none"> The IMCA team does not have sufficient understanding or training to credibly investigate gender-related concerns or violence at mine sites. 	<ul style="list-style-type: none"> ✓ Build capacity of IMCA and RCM to monitor and protect the rights of women in/near mine sites. ✓ Integrate gender dimensions into training of IMCA staff. ✓ Pay particular attention to ensure the communications campaign addresses and targets the role of women and youth in the ASM sector. ✓ Ensure the process for reviewing allegations of sexual and gender-based violence at mine sites is incorporated into the training for ICGLR audit committee members and the IMCA staff.
Practices & Participation	<ul style="list-style-type: none"> IDRC is collaborating with ICGLR on a three-year research initiative entitled, “Uncovering Women’s Experiences in Artisanal and Small-Scale Mining in Central and East Africa,” under their Growth and 	<ul style="list-style-type: none"> • Hold a dialogue with key implementing partners about women’s roles in ASM and surface any hidden assumptions behind program design Ensure investigations undertaken by the independent IMCA third-party audits investigate and protect against conflict-related sexual violence at mine sites.

Domain	Key Considerations	Recommendations
	<p>Economic Opportunities for Women Program.* This project aims to “provide an in-depth understanding of women’s economic roles in artisanal and small-scale mining in the Democratic Republic of the Congo, Rwanda, and Uganda...The project will explore conditions that shape women’s access to economic resources and how these are affected by regulatory policies and reforms.”</p>	<ul style="list-style-type: none"> Strengthen the capacity of government and civil society to inform women of their rights and how to seek assistance, relying on women-only sessions as needed to facilitate attendance and participation.
Time & Space	<ul style="list-style-type: none"> The establishment of the first permanent IMCA teams provides an opportunity to integrate and mainstream gender-related concerns into the IMCA monitoring and evaluation process. 	<ul style="list-style-type: none"> Include recommendations for IMCA and RCM to monitor and protect the rights of women in/near mine sites.
Legal Rights & Status	<ul style="list-style-type: none"> Implementation of RCM among ICGLR member states does not clarify the important role women play in establishing a responsible regional minerals trade. 	<ul style="list-style-type: none"> As part of the broader communications campaign launched to support the ICGLR, include a special module on the roles and rights of women in the ASM sector.
Power & Decision-Making	<ul style="list-style-type: none"> Women’s voices and interests may not be adequately represented in ICGLR proceedings. 	<ul style="list-style-type: none"> Encourage active recruitment of women within the IMCA team. Ensure that women are at the table when discussing regional compliance with conflict-free sourcing and harmonization of mineral codes across the region.
<p>* http://www.idrc.ca/EN/Programs/Social_and_Economic_Policy/grow/Pages/Artisanal-and-small-scale-mining.aspx</p>		

4.0 CONCLUSION

This early stage of the CBRMT project presents an important opportunity for integration into planned activities the respective needs and interests of men, women, boys, and girls. It is critical that all CBRMT field staff and partners have an appreciation for the highly complex, nuanced roles and relationships of artisanal miners in each of the mining sites where the project will work. This will require regular conversations, observation, and analysis to ensure that the project is taking into account the highly localized dynamics around gender and youth, and that staff do not succumb to the oft-quoted generalizations about the roles of men, women, and children in artisanal mining.

The project has the benefit of working in partnership with Pact, a firm with significant experience promoting women's economic empowerment in and near mining sites. Also, the project is coordinating with PROMINES, which recently supported the establishment of the women's ASM association, RENAFEM. Finally, the ICGLR's research initiative with Partnership Africa Canada and regional and international universities presents an opportunity to join the collaborative effort to answer difficult questions regarding the connections between gender, power dynamics, and women's roles in the supply chain, ASM, vulnerability, governance, and economic empowerment.

While some of the recommendations outlined in the previous chapter may be beyond the scope of CBRMT to implement, the project is uniquely positioned to leverage relationships with PROMINES, the International Organization for Migration (IOM), USAID, ICGLR, and the Ministry of Mines to help focus additional resources on those areas that are deemed a priority. CBRMT will embrace the reality of women's economic participation in ASM. At a minimum, the project will consult with women in the scaling up and development of alternative schemes, employ a "Do No Harm" approach to all initiatives, monitor how activities and technical assistance might differentially impact women and youth, and support the participation of women by promoting their rights, education, and collective organization. Finally, the recently established Project Coordination Group (PCG) will serve as a mechanism to coordinate with key donors and partners (including PROMINES, IOM, and Pact) in order to share new knowledge, experiences and best practices, and synergize activities to ensure they are accounting for the complex realities faced by women and youth in the ASM sector. A responsible minerals trade includes women who have equal opportunities, ability, and capacity to participate and benefit from the ASM sector.

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