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Feminist Development Policy in the Raw Materials Sector

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Abbreviations

AFECCOR	Artisanal Mining Women's Empowerment Credit & Savings
AIMC	Association of Professionals in the Mining Sector in Colombia *Asociación de profesionales del sector minero de Colombia*
ASM	Artisanal and small-scale mining
BGR	Federal Institute for Geosciences and Natural Resources *Bundesanstalt für Geowissenschaften und Rohstoffe*
BMZ	Federal Ministry for Economic Cooperation and Development *Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung*
CAR	Central African Republic
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CLISAR	Closed-loop integration of social action and analytical chemistry research
CSO	Civil Society Organisation
DC	Development Cooperation
DRC	Democratic Republic of the Congo
EGPS	Extractives Global Programmatic Support
EITI	Extractive Industries Transparency Initiative
EPRM	European Partnership for Responsible Minerals
ESIA	Environmental and Social Impact Assessments
EU	European Union
FDP	Feminist Development Policy
FIO	Ibero-American Federation of Ombudsmen
FMB	GIZ's Sectoral Department *Fach- und Methodenbereich*
FPIC	Free, Prior, and Informed Consent
GIZ	German Agency for International Cooperation *Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH*
GE	Gender equality policy marker
ICGLR	International Conference on the Great Lakes Region
IGF	Intergovernmental Forum on Mining, Minerals, Metals and Sustainable Development
LSM	Large-scale mining
MinSus	Regional Cooperation for the Sustainable Management of Mining Resources in the Andean Countries
NGO	Non-Governmental Organisation
PPE	Personal protective equipment
ProGERIM	Management of Local Revenues from the Resource Sector in the Democratic Republic of the Congo Regional Resource Governance in West Africa
ReGo WA	Promoting responsible resource supply chains: Regional Resource Governance in West Africa
SGBV	Sexual and Gender-Based Violence
WIM	Women in Mining

Executive Summary

The mining industry presents both significant benefits and risks, contributing to sustainable development and economic growth while also potentially causing environmental damage and social disruption. Women and marginalised groups in mining communities are often excluded from benefits and disproportionately affected by harms, related to mining. This study looks at the potentials of Germany's Feminist Development Policy (FDP) to address challenges that women and marginalised groups face within the raw materials sector.

It does this by focusing on four thematic areas – one within each of the three core action areas of the FDP (the 3R approach – strengthening **rights**, ensuring access to **resources** and enhancing equal **representation** of women and marginalised groups), and looking for approaches that align with **core implementing principles of the FDP**: gender-transformative, intersectional, postcolonial and antiracist, human-rights based principles, and those approaches fostering international alliances and stronger collaboration with local communities and civil society. Methodologically, the study is based on literature review of the good practices in the field of women's rights/participation in mining, and in-depth interviews with key experts in academia, policy, and practice, as well as portfolio review and a focus group discussion with the representatives of the projects from the raw materials portfolio of German Development Cooperation (DC).

The findings related to each of the thematic areas are presented by, first, discussing the problem analysis, where relevant, distinguishing between the contexts of large-scale mining and artisanal and small-scale mining. Secondly, the approaches which are identified as being aligned with FDP are reviewed. Thirdly, recommendations for the fields of actions for German Development Cooperation are formulated.

In terms of fostering the **rights** of women and marginalised groups, the topics of women's **health and safety** as well as SGBV prevention of particular importance. To ensure the health and safety of women, interventions could range from making sure that all health policies are gender-responsive, to providing capacity-building (e.g. adequate training programmes and developing gender-sensitive

health protocols) and supporting community health partnerships. To enable women's safe participation in mining, human-rights based approaches for **GBV prevention** are needed, such as measures to build institutional capacity for SGBV prevention, as well as measures to strengthen women miners' associations and feminist civil society organisations (CSOs). In addition, the importance of gender-transformative approaches for awareness raising and sensibilisation measures is underlined, regarding the gender-norms that enable SGBV. When it comes to ensuring equal access to **resources** for women and marginalised groups, promoting **women's economic empowerment** in and around mines and mining communities can be achieved through measures for inclusive local procurement, enhanced inclusion in local value addition and trainings for diversification of livelihood planning.

And finally, in terms of **representation** of women and marginalised groups in **community engagement**, it is essential for truly inclusive natural resource governance that the needs and perspectives of everyone in the community are taken into consideration. Here the need for **intersectional** measures is crucial and, wherever possible, antiracist and postcolonial approaches in interventions, ranging from advocating for binding and non-binding national and international regulations and standards regarding gender-responsive due diligence that mining companies must uphold, to ensuring community engagement, strengthening communication and partnerships between different stakeholders and supporting feminist, women's rights and Indigenous peoples' organisations.

Glossary

Anti-racism

An anti-racist position means actively standing against all forms of racism and opposing racist structures, behaviour and attitudes in all their forms.* (see also Glossary entry on racism).

ASM

Artisanal and Small-Scale Mining, small-scale mining operations typically with limited technol-ogy and minimal mechanisation.

Extractive industries

Extractive industries refer specifically to sectors involved in extracting natural resources from the Earth, including mining, oil and gas extraction, and forestry. These industries focus on the technical processes and economic benefits of resource extraction, often regulated under industry-specific frameworks.

Extractivism

Extractivism refers to the economic strategy of exploiting natural resources, often for export, with minimal regard for environmental sustainability or social impacts. It encompasses activities beyond mining, such as large-scale agriculture, logging, and fishing. Unlike "extractive industries," which primarily focus on resource extraction for industrial purposes, extractivism critiques the broader socio-political and environmental consequences of resource exploitation, particularly in contexts of economic dependency and environmental degradation.

Feminism(s)

There is no one definition of feminism, feminist trends and movements have always been, and still are, diverse and dynamic. However, feminism is by no means an “invention” of the West, nor does it merely offer a white, Eurocentric perspective. The feminist theories and movements which have evolved across the world over the last 200 years and more have taken diverse forms, depending on their historical and social context. This diversity of feminist movements is reflected in their different definitions of feminism. In one context, ethnicity has been foregrounded to a greater extent alongside gender (e. g. Black feminism); in another, the emphasis is on religion or class (e. g. socialist feminism). One form of feminism puts sexual and reproductive health and rights front and centre, while others focus to a greater extent on advocacy for women’s equal participation in economic or political life. The common feature of all forms of feminism, however, is their opposition to discrimination and oppression and their commitment to gender-equitable power relations.*

Feminist civil society

Civil society refers to all forms of citizen engagement within a country, e.g. in clubs, associations, diverse initiatives and social movements. Located at the interface between the state, economic and private sectors, it encompasses all activities that are not profit-oriented and are independent of party-political interests. The term "feminist civil society" refers to the part of civil society that works on issues such as peace, justice, anti-discrimination, gender equality, sexual and reproductive health and rights (SRHR), LGBTIQ+ rights and anti-racism and advocates for equal rights for everyone.*

FPIC

Free, Prior, and Informed Consent is a right granted to Indigenous Peoples, recognised in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). The key principles of FPIC are that consent must be given freely, without coercion or manipulation; it must be sought prior to any project implementation, allowing adequate time for consideration; communities must be fully informed about the project, including its potential impacts; and Indigenous communities have the right to give or withhold consent at any stage of the project cycle, including the ability to withdraw consent if circumstances change. FPIC empowers Indigenous Peoples to participate actively in decisions affecting their lands, territories, and resources, ensuring their rights to self-determination and maintaining their cultural and spiritual connections to their lands.

Gender and sex

Gender draws attention to the social implications of gender identity and to the gendered relationships that are influenced by culture and society. The term describes how attributions, behaviours, expectations, attitudes and norms are associated with a specific gender identity. Gender is therefore distinct from sex. It is constructed by society and is therefore context-dependent and capable of change. Sex refers to biological attributes, i.e. physical, sex-specific characteristics such as chromosomes, hormones and internal and external genitalia. People whose sex is ambiguous are often assigned to one of the binary categories (male/female). In medicine and biology, the binary model is now contested and sex is recognised as a spectrum.*

Gender-responsive

Gender-responsive refers to approaches, policies, or practices designed to address and accommodate gender-specific needs and considerations. Unlike gender-transformative approaches, which aim for fundamental societal change by challenging patriarchal power dynamics and norms, gender-responsive initiatives focus on adapting existing frameworks to ensure they effectively meet the needs and rights of diverse gender identities and expressions.

Gender-transformative

The purpose of gender-transformative approaches is to bring about sustainable change in the gender inequalities that are the result of patriarchal power relations. To that end, gender norms and binarisms are critically analysed. The approaches aim to raise society's awareness of the drivers of inequalities in order, on this basis, to transform harmful norms, practices and stereotypes.*

LGBTIQ+

The abbreviation "LGBTIQ+" stands for lesbian, gay, bisexual, trans, intersex and queer persons. The plus sign (+) at the end recognises that there are other gender identities and sexual orientations that are not mentioned specifically in the abbreviation. LGBTIQ+ persons continue to experience violence and discrimination everywhere in the world.*

LSM

Large-scale Mining, industrial mining operations involving advanced technology and significant mechanisation.

Marginalisation

Marginalisation describes the process whereby individuals or groups are pushed to the edges of society. It is based on the notion that there is a "centre of society" and that people may be closer to it or further away. People may typically experience social, cultural, economic or geographical marginalisation. It often takes place at several levels simultaneously – for example, in the case of a single mother who lives in a peripheral urban area with poor amenities.*

Post-colonial

The term "post-colonial" describes perspectives, theories, or approaches that critically engage with the legacies, effects, and ongoing influences of colonialism on contemporary societies and structures. It denotes a framework that seeks to analyse and deconstruct the enduring impacts of colonial domination, including cultural, economic, political, and social inequalities. Post-colonial approaches inside of development cooperation seek to dismantle colonial continuities and racist perspectives embedded in it, advocate for equitable partnerships between the Global North and Global South, emphasising critical reflection on power dynamics and challenging Western-centric notions of development.

Racism

Racism is discrimination and prejudice against persons on the basis of origin, ethnicity, skin colour, religion/worldview, culture, name, language and other characteristics. Racism is closely linked to European colonial history and is founded on the fiction that, based on these characteristics, people belong to a particular race and these races can be ordered hierarchically. Even now, racist attributes are used for the systematic oppression of people all over the world. It often leads to mental abuse, physical violence and, in extreme cases, mass killings or genocide.*

SGBV

Gender-based violence (GBV) refers to harmful acts of violence that are directed at an individual based on their gender. The term indicates that violence is rooted in the unequal power relations between the genders, in harmful gender norms and in the resulting experiences of structural discrimination and violence. GBV takes many forms, ranging from sexual and gender-based violence (SGBV) to digital violence, harmful practices such as female genital mutilation (FGM), child, early or forced marriage, conflict-related sexual violence, and social or structural violence. SGBV occurs in many contexts and means sexual acts that are primarily about power and oppression rather than sexual satisfaction and are imposed or forced on someone against their will or without their consent. Sexual violence covers a broad spectrum and includes sexual harassment, rape and sexual abuse.*

WIM organisation

Women in Mining organisation is "any organisation primarily focused on advancing the interests of women who work in, around and with the mining sector, on any continent" (IWiM, 2023). "WIM organisations take a very inclusive view of "women in mining", considering that this encompasses any women working in, around or with the mining sector, including professionals in the industrial mining sector (large-scale mining or LSM), owners and operators of artisanal and small-scale mining operations (ASM), professionals in associated and supporting industries (including technical and professional services, regulators and government officials, academics) and representatives of civil society organisations and civil society/social justice movements, particularly those from communities impacted by mining." (ibid.)

1. Introduction

There are few sectors in which benefits and risks lie so close to each other as the mining industry. The extraction of minerals and metals can contribute to sustainable development and low-carbon economy. Globally, mining – both in its large-scale and small-scale form, provides an important source of income for millions of people. Dividends spark local value addition and economic growth. Taxes and revenues from mining provide opportunities for infrastructure projects and a better provision of public services. Minerals feed emerging technologies crucial to address global challenges such as climate crisis. In short, the potential and importance of the extractive industry are undisputed – whether at the local, national, or global level. At the same time, however, mining remains a source of significant harm and negative impacts. Globally, extractive projects are often responsible for environmental damage and the loss of natural resources. Mining operations might disrupt social systems, amplifying inequality and negatively impacting the human rights situation in surrounding, often Indigenous, communities.

Adding up to this ambiguity of benefits and risks is the fact that there are few sectors which are characterised by greater **gender inequality** than mining. Despite recent changes and the fact that women and marginalised groups have always been involved in mining processes, the industry remains a highly unequal and male-dominated sector (ILO, 2021a), which is especially true for large scale mining (LSM) operations. According to ILO modelled estimates (ibid.), some 21.4 million workers are employed globally **in LSM mining**, of which an estimated **85% are men, 15% are women**. Women are often found in 'soft' jobs in mining operations, including administration and clerical work (Götzmann et al., 2019) - likely to be lower paid than managerial roles. At an operational level, women are concentrated in lower paid roles than their male colleagues and even in cases where they are in similar roles, norms around gender division of labour lead to women being side-lined.

The artisanal and small-scale mining sector (ASM) is not uniformly defined but can be characterized by mining activity using minimal technology, with limited capital investment, sometimes without formal license or government permission (Buss et al., 2017). Estimates from the World Bank suggests that **44.75 million people** work directly in **ASM worldwide** and at least a **further 134 million** and perhaps as many as 269 million people depending on the multiplier used are supported in service and downstream industries (Perks and McQuilken, 2020). Within ASM, women's work is concentrated predominantly in the **processing of minerals**, including arduous and often hazardous tasks crushing, milling,

grinding and sorting rock and concentrating ore, a task that can sometimes involve toxic materials including mercury (Kotsadam, Østby, & Rustad, 2017; Buss et al., 2017).

The impacts of mining mirror existing inequalities and discrimination, resulting in a general asymmetry of positive and negative consequences: Women and marginalised groups both in mining and mining-affected communities are largely excluded from the benefits while taking the brunt of risks and harm. This is also the reason why "women are often on the frontlines of resistance against extractivism" (CMI! Extractives Working Group, 2021).

Extractivism as a Central Feminist Issue

Besides gendered inequalities, other power dynamics characterise the raw materials sector:

- → Marginalised groups (including Indigenous people, persons with disabilities, LGBTIQ+ persons) in mining(-affected) communities bear the brunt of risks and harm associated with extractive industries, while largely excluded from the benefits.
- → Colonial legacies affect the sector: raw materials are often extracted in ex-colonies for the benefit of the ex-colonising countries.
- → Environmental effects of mining are often felt more by economically disadvantaged people and communities in the Global South.

While this study focuses on ways that the German DC can contribute to counteracting the negative effects of current extractivism, a truly decolonial, feminist and power-critical perspective additionally calls for a rethinking of the future of the sector overall. Such rethinking would benefit from leadership by "women and frontline communities – especially women of colour, Indigenous women, gender diverse people, people from the Global South, migrant and refugee communities, and youth". (Working Group on Gender Justice and Extractive Industries, 2020).

Against the backdrop of complexity and inequalities, **German Development Cooperation** (DC) is working towards a well-managed, responsible, and fair extractive sector that lives up to its potential and promotes (gender) equality. With the **feminist development policy launched in 2023**, this engagement is now to be both strengthened and reoriented in a feminist sense. But what does the feminist development policy mean for development cooperation, and for the raw materials sector in particular? How does implementing the policy look like? What are the opportunities and challenges? What are new topics to address, and approaches to put into practice? What practices and measures already exist that can be built upon? To give both theoretical and practical answers to these questions, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH has commissioned Syspons to conduct this study. The study's

objective is to create a knowledge base on the implications of a feminist development policy for the raw materials sector, provide an insight into the status quo of the portfolio regarding the existing good practices that are aligned with the feminist development policy (e.g. efforts to strengthen women's representation), as well as identify concrete potentials for the German DC to build upon the status quo and strengthen the consideration of and contribution to feminist development policy in the raw materials sector.

1.1 Analytical Approach: Feminist Development Policy as A New Frame of Reference

With the adoption of the Feminist Development Policy strategy (FDP strategy) in March 2023 and the corresponding Gender Action Plan for the period of 2023 till 2027, the Federal Ministry for Economic Cooperation and Development (BMZ) laid the foundation for a far-reaching change process in German DC institutions. The aim of the strategy is to dismantle discriminatory structures that particularly affect women, girls and marginalised groups along the "3 Rs" and following the five core feminist principles (see box below).

The "Three Rs" of the FDP

... are the starting point and the core action areas for achieving the goals of the feminist development policy.

- → **Rights:** Strengthening the full enjoyment of the rights of women and marginalised groups.
- → **Resources:** Ensuring equal access and control over resources for women and marginalised groups.
- → **Representation:** Enhancing equal representation and strengthening full, equal, and meaningful participation of women and marginalised groups. The Five Core Feminist Principles

... guide the implementation of the feminist development policy.

- → **Gender-transformative:** Overcoming discriminating power structures, gender stereotypes, and dominant norms to facilitate long-term change.

  "The purpose of gender-transformative approaches is to bring about **sustainable change in the gender inequalities** that are the result of patriarchal power relations. To that end, **gender norms and binarisms** are critically analysed. The approaches aim to raise society's awareness of the drivers of ine-qualities in order, on this basis, to **transform harmful norms, practices and stereotypes**" (BMZ, 2023).

- → **Intersectional:** Consideration of intersections and interactions between different types of discrimination.

"Intersectionality describes how different characteristics that give rise to discrimination against individuals are **combined and become mutually reinforcing**. This means that forms of discrimination on the grounds of gender identity, sexual orientation, age, social or national origin, disabilities, socioeconomic status, ethnicity, or belonging to or being associated with a particular religion, for example, **cannot be viewed as separate from each other or as merely cumulative**; instead, new modes of discrimination emerge at the intersections between them." (BMZ, 2023).

→ **Postcolonial and antiracist:** Highlighting power asymmetries.

"This (learning) process, which involves **critical reflection on issues of power**, starts with the **recognition that colonial continuities and racist thinking are still present** in German Development Cooperation today. The aim is to eliminate these continuities and ways of thinking from development cooperation (...) a post-colonial development policy **involves continuous reflection** on our own role and position in the power structure and critically analyses our own understanding of what "good development" means" (BMZ, 2023).

→ **Human rights-based:** Conception of women and marginalised persons as agents in the possession of rights.

"A human rights-based approach (...) promotes **human rights principles such as participation, em-powerment and non-discrimination**. In the context of development cooperation, individuals and groups are **assisted to claim their rights and live self-determined lives**. Target groups are not aid or welfare recipients but rights-holders. The governments of their countries are duty-bearers" (BMZ, 2023).

→ **International alliances and stronger collaboration with local communities and civil society**

"We (...) intend to expand our **alliances with like-minded partners**. We will also support and intensify our c**ooperation with civil society organisations, particularly in the Global South**, for these organisations play a key role in bringing committed stakeholders together and dismantling power structures and gender roles. Together with our partners, we will develop our objectives and programmes and adapt them to local conditions in the countries concerned" (BMZ, 2023).

As the FDP comprises a new frame of reference for German DC, the analytical approach of this report mirrors several aspects of the FDP and consists of three key elements:

1. Feminist effectiveness

First and foremost, the focus of this study is on identifying **potentials in the mining sector that effectively contribute** to the implementation of the FDP. Within this dimension, the study scrutinises the overarching research questions, namely: What are key needs, challenges and opportunities in the sector from a feminist perspective? What are effective approaches, trends and good practices to address them within and outside of German DC? To answer these questions, an analytical framework based on the priorities of the FDP was developed, following the 3-R approach: good practices and opportunities in the extractive sector were analysed according to their potentials to strengthen rights, representation or resources of women and marginalised groups. In addition, the analysis systematically assessed potentials to align activities and approaches with core implementing principles of the FDP (intersectional approaches, cooperation with feminist civil society in local communities, gender-transformative approaches, human-rights based approaches etc.).

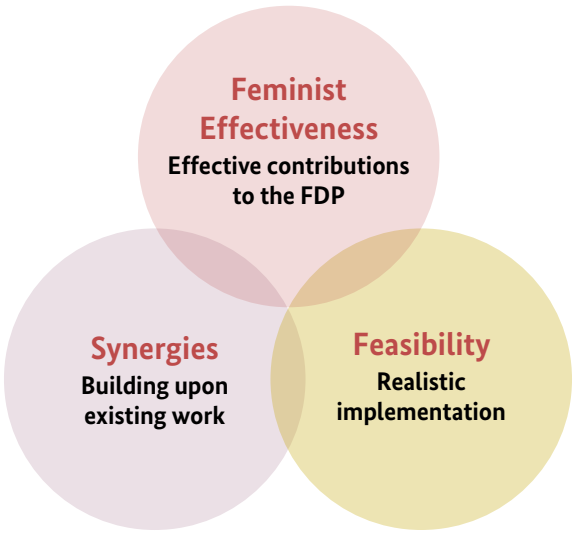
2. Synergies

Through the **dimension of synergies with existing projects of German DC** – with a special focus on the projects within the raw materials portfolio – the study does not remain theoretical or too broad but is targeted towards the specific areas of the raw materials sector that the German DC portfolio is active in. Thus, the study focuses on four specific sub-topics, chosen according to the strategic priorities of the German DC raw materials portfolio, namely: women's economic empowerment, health and safety, sexual and gender-based violence and community engagement. Targeting the research questions on the implications of the FDP, the status quo of the portfolio as well as best practices and trends to these specific topics, has allowed to identify strategic entry points to increase contributions to the FDP that link directly to existing approaches and projects. The relevance of the findings to the projects of the portfolio is ensured through expert interviews and a focus group discussion with representatives of different raw materials projects from the German DC portfolio, as well as in a workshop with the representatives of the Sector Programme and the BMZ, aimed at validating the study's results (more on this in the subchapter 1.3 on the methodological approach).

3. Feasibility

Finally, the analytical dimension of **feasibility ensures that the identified potentials and formulated recommendations can be realistically implemented** within the German DC. With the limited focus of the study, this dimension had been given much less attention to (see subchapter 1.5 on Study limitations). Nevertheless, insights on feasibility considerations were collected throughout the study through a close coordination with the Sector Programme and a participatory approach that included explorative interviews, a focus group discussion and an additional interview with the projects of the portfolio. While feasibility was a consideration, it was by no means a limitation when formulating recommendations – hence some of the recommendations are still anchored in the realm of the aspirational and leave space for adaptations and specifications to make them feasible.

Figure 1: Analytical Approach: Three Key Elements
(Source: Own illustration)



1.2 Methodological Approach

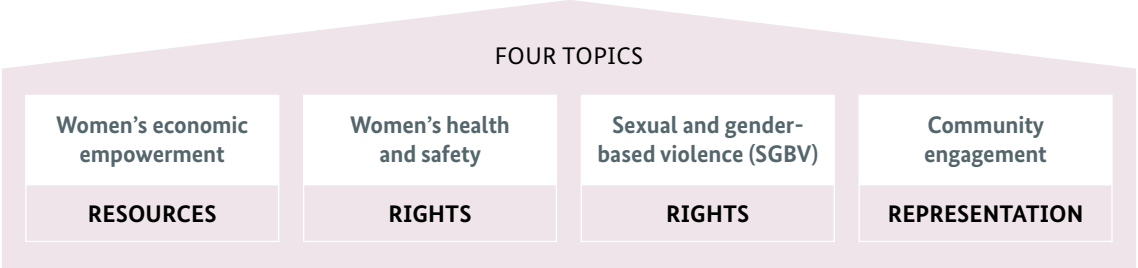
This study is the result of a research process in three phases – and the current chapter outlines the methodological approach within each of these three phases and presents the structure of the report.

During the **inception phase**, the authors conducted a first review of GIZ project documents and key literature at the intersection of mining and gender equality. In addition, five exploratory interviews with stakeholders from German DC were carried out to (1) gain a more practical understanding of the portfolio, (2) explore potentials and challenges for the implementation of the feminist development policy, and (3) to capture concrete expectations for the study's content and its practical use. Based on the results, a study outline aiming for a broader overview of needs and challenges for feminist approaches in the extractive sector based on four key topics was set up. In this sense, it was decided to broaden the view beyond the portfolio, exploring approaches and good practices from outside the existing portfolio. The subsequent **data collection phase** included a more in-depth literature review, 11 in-depth interviews with key experts from academia, civil society, and development practice, as well as a focus group discussion with representatives of different raw materials projects from the German portfolio. The final **synthesis and reporting phase** consisted of analysing the information gathered data in an internal synthesis workshop in which data, method and researcher triangulation has been used to come up with reliable and valid results. Based on the results of the workshop, different fields of action and corresponding preliminary recommendations were formulated. Study results were presented in a validation workshop with representatives of the Sector Programme, the BMZ, and additional representatives from GIZ's Sectoral Department (Fach- und Methodenbereich, FMB), and received participants' feedback. The final product of this research is the present study.

1.3 Thematic Focus and Structure of the Report

Besides defining the focus of the study to be looking at good practices, trends and approaches beyond the existing portfolio, four specific subtopics within the wide array of topics lying at the intersection of gender and mining were chosen as a thematic focus. The study aimed to include least one topic for each of the 3Rs of the FDP (rights, resources and representation), as well as to align with the identified strategic priorities of the German DC raw materials portfolio. On this very basis, the following four topics were chosen:

Figure 2: Thematic Focus Along Four Core Topics
(Source: Own illustration)



A note on the intersection of the 3Rs: while each of the topics chosen fall predominantly into one of the 3Rs, it needs to be stressed that some topics include an interlinkage of two or more Rs. Thus, for example, while community engagement is understood predominantly as an issue of representation, it clearly involves aspects of rights (such as the right of Indigenous peoples to free, prior and informed consent). Another example is the interlinkage between measures for increasing women's access to resources, with an ensuring of greater (political) representation and vice versa, more political representation becomes possible with greater access to rights and resources. Whenever possible, these connections are highlighted throughout the report. The discussion of these four core topics represents the majority of this report – in chapter three each topic is examined more in-depth, following the same structure for each of the topics. Firstly, **a problem analysis** is presented: what are the main needs, obstacles and challenges for women and marginalised groups when it comes to the topic in question? In cases when there are significant differences in the problem definition between LSM and ASM, both contexts are referenced. Consequently, the **existing approaches** are taken into account, when it comes to addressing those problems and increasing women's access to rights, resources, or greater representation within that topic. Concrete examples of best practices of concrete projects making a contribution to the topic in question are further included. Finally, the presented approaches translate into the strategic fields of action for DC, as well as point out the synergies of the suggested approaches and fields of action with the existing projects of the raw materials portfolio.

Before delving into the four chosen topics, the present introductory chapter is concluded with a list of a few limitations of this study, and chapter two outlines the status quo of the raw materials portfolio, its feminist potentials, as well as challenges and ambitions.

A Truly Feminist Approach is Intersectional, Postcolonial and Anti-Racist: "Women and Marginalised Groups in all their Diversity"?

While some definitions of feminism might focus on "women's issues", the understanding of feminism in which the FDP is grounded goes beyond the focus on women. Throughout this report, the phrase "women and marginalised groups" is used to signal this broader understanding of a feminist approach. The FDP policy uses the term "women and marginalised groups in all their diversity" to acknowledge the "existence of multiple identities and lived realities" (BMZ, 2023). So when we talk about more rights, representation or access to resources for women and marginalised groups, our understanding includes, but is not limited to: Indigenous peoples and specifically Indigenous women, people of all different genders, LBGTIQ+ people, persons with disabilities, ethic, religious and racialised minorities, elderly and youth, people with migration and refugee experiences, stateless people... and any other group of people that do not enjoy the same amount of privileges as the rest of society.

1.4 Study Limitations

This study faced several limitations which should be considered in the interpretation of the findings. However, these limitations also highlight valuable opportunities for further research and deeper exploration of the topic.

Firstly, given the relatively **short timeframe** and scope of this study, the two primary foci (choosing four central topics and directing the research into good practices beyond the portfolio, rather than looking more deeply into the existing GIZ projects) have meant that there were more topics, worthy of a deeper investigation and additional fields of actions that are not included in this report. Secondly, as discussed above, the focus has been on feminist effectiveness and synergies with existing projects and, in comparison, drawing conclusions on the **feasibility of the recommended fields of action** for German DC is limited. Whenever possible, potentials and synergies for German DC have been identified, but a deeper focus on the existing portfolio is recommendable for future research in order to generate entry points. Thirdly, a challenge remained studying such a large and diverse field brings with it. It becomes **difficult to make overall conclusions given the complexity** of mining and variations between various regions, contexts, and minerals. However, the approaches and fields of actions identified are formulated in a broad enough sense to serve as a basis for a further development of more concrete interventions, given the specific context where they might be applied. Finally, the lack of data posed an additional challenge: many of the interview partners underlined the problem of the lack of **gender-disaggregated data** and data that includes other social markers and categories. It is the intention of this study to make a contribution to an understanding of why gender-specific considerations inside of mining are crucial and to emphasise the need for more systematic gender-disaggregated data collection.

2. Portfolio: Mining for Feminist Approaches

The reorientation of Germany's development policy in line with the Feminist Development Policy takes place on different levels: at the implementation level, the level of political dialogue/multilateral level, and the institutional level. At the **implementation level**, the BMZ aims at embedding the feminist development policy in procedures and instruments of its projects and, in doing so, building upon existing engagement. This chapter refers to BMZ's commitment to "analyse and evaluate its own work in order to identify effective approaches used in existing projects" (BMZ, 2023). It gives a brief overview of the raw materials portfolio and then focuses on specific projects that show feminist potentials, while also pointing out challenges as well as ambitions at the project and sector level. As mentioned in the introductory chapter, the analysis of the portfolio has not been the central focus of this study and a deeper investigation of the portfolio would be needed in order to make a more detailed appraisal of the status quo and assess the feasibility of the suggested fields of actions. The following brief overview of the portfolio and the analysis of the main potentials and entry points is based on the initial portfolio review and exploratory interviews with the representatives of the projects, and includes perspectives from the focus group discussion, and an additional interview, with representatives of one of the portfolio projects (see subchapter 1.3 on our methodological approach).

2.1 The Raw Materials Portfolio

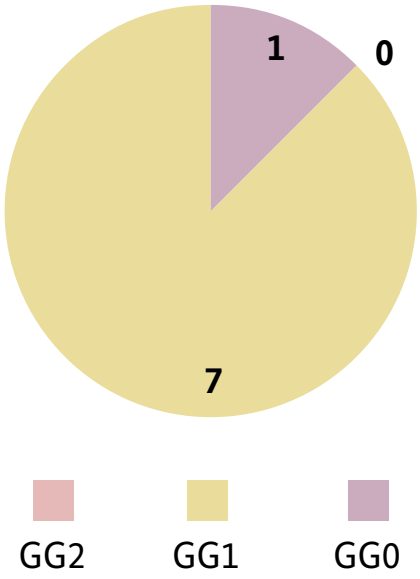
The **broader portfolio of German DC in the raw materials sector** mirrors the sector's complexity. Projects are implemented by the GIZ and the Federal Institute for Geosciences and Natural Resources (BGR) as well as through BMZ's contributions to the Extractives Global Programmatic Support (EGPS) as well as the European Partnership for Responsible Minerals (EPRM). The implementation takes place on behalf of and with financial support from different stakeholders such as the BMZ, other German federal ministries or the European Union (EU), among others. Key areas of engagement are connected to the following objectives (BMZ, 2024):

1. More legal certainty in resource-rich countries through better resource governance and transparency.
2. More value creation in resource-rich partner countries by supporting more local production.
3. More responsibility along international mineral supply chains.

On this basis, action areas for a responsible extractive sector are (1) increasing value creation in partner countries, (2) strengthening and protecting human rights, (3) protecting the environment and climate, (4) promoting responsible mineral supply chains and (5) strengthening resource governance. This is done, for example, by supporting partner countries in profiting from their wealth of raw materials as well as by promoting sustainable strategies in international raw materials policy, among others through multi-stakeholder partnerships such as Women's Rights and Mining, Extractive Industries Transparency Initiative (EITI), the European Partnership for Responsible Minerals (EPRM), the Global Battery Alliance (GBA) or the Intergovernmental Forum on Mining, Minerals, Metals and Sustainable Development (IGF).

During the portfolio review, the **core portfolio of German DC** was placed into the centre of the analysis, i.e., projects implemented by GIZ and BGR on behalf of the BMZ, primarily focusing on the technical and strategic advisory to partner countries for responsible mining governance in both large-scale mining (LSM) as well as artisanal and small-scale mining (ASM). The portfolio includes over 20 regional and bilateral projects in over 30 partner countries worldwide that are currently running or have been completed in 2023. Overall, most of the projects are implemented in Sub-Saharan Africa, especially in the Democratic Republic of the Congo (DRC), and Latin America. While no project has gender equality as its principal objective (gender equality policy marker 2 or GE2), it is a secondary objective (GE1) in most projects (see graph below). However, as the more detailed analysis of feminist potentials in the portfolio reveals, gender equality and inclusion of marginalised groups has not been streamlined in the sector so far. Therefore, there is a strong need to address gender-related inequalities and anchor feminist approaches throughout the portfolio.

Figure 3: Portfolio of Full Module GIZ Projects in The Raw Materials Sector: GE Marker
(Source: GIZ project data)



The graph shows the percentage of projects with gender equality policy markers. For this illustration, only currently ongoing full module GIZ projects have been chosen (other BMZ-commissioned projects with a raw materials component have not been considered). While no projects have gender equality as their principle objective (i.e. GE2), most projects have gender equality as their secondary objective (GE1).

2.2 Feminist Potentials

In line with our analytical approach outlined above, the portfolio according to the consideration of the 3Rs and the core guiding principles of the FDP were assessed: a main aim was to generate a better understanding to what extent the projects work toward strengthening the rights of women and marginalised groups, ensuring their access to resources and enhancing their representation, as well as in seeing which principles of the FDP are reflected in the projects.

Based on the scope and resources available for the portfolio review, it was found that certain feminist principles are applied across different projects and that individual projects can serve as good practice examples for the consideration of gender equality issues in project implementation. On this basis, key entry points exist for the further integration of the FDP in the raw materials sector. Yet, there remains a lot of unused potential, not only in regard to new FDP requirements, but also for previously existing gender mainstreaming ambitions.

In the current core portfolio, four projects stand out when it comes to **working on gender issues**, and contributing positively to **the core action areas of the 3Rs of the FDP: strengthening the rights of women and marginalised groups, ensuring their access to resources and enhancing their representation:**

- Promoting Responsible Resource Supply Chains: Regional Resource Governance in West Africa (ReGo WA), 2023-2025
- Regional Cooperation for the Sustainable Management of Mining Resources in the Andean Countries (MinSus), 2022-2025
- Improving Mineral-resource Governance to Promote Peace and Security in Africa's Great Lakes Region (ICGLR), 2022-2026
- Management of Local Revenues from the Resource Sector in the Democratic Republic of the Congo (ProGERIM), 2021-2024

The **GIZ Regional Resource Governance in West Africa** programme provides guidance to key stakeholders in Côte d'Ivoire, Guinea, Liberia, and Sierra Leone on managing mineral resources sustainably by transforming political, economic, and legal frameworks. This effort involves collaboration with a range of partners including local, national, and regional government institutions, civil society organisations (CSOs), and the private sector. In Liberia, the programme's gender-transformative interventions address cultural beliefs, such as the notion that women bring bad luck in mining, by transforming community perceptions of women's roles. It uses a gender-transformative approach, by engaging influential community leaders, including pastors and imams, in a strategic effort to change mindsets more effectively than traditional government interventions might. The programme includes focus group discussions across various mining communities to educate on the economic benefits of empowering women. These sessions, led in collaboration with local religious and community leaders, highlight how women's access to resources (e.g., mining licenses) can lead to increased productivity, higher revnues, and stronger community support. The programme also showcases successful case studies demonstrating the positive impact of gender-inclusive policies and establishes structured dialogues between mining companies and community representatives to ensure balanced gender representation. These discussions address the existing information gap among women about their rights, including equal access to mining licenses, and explore the economic and land access barriers they face.

The **MinSus programme** promotes responsible mining practices in the Andean region through a multi-level approach. It provides support to the six Andean countries in the establishment of conceptual and technical requirements for the alignment of their mining sector with the Agenda 2030. Gender equality constitutes one of ten areas of work and is, furthermore, streamlined throughout the project activities. MinSus has specialised in providing technical assistance to ministries in developing gender strategies for

the mining industry, for instance in Colombia[1] or Argentina[2]. The programme also stands as a good example of how to promote the concrete implementation of once-adapted strategies. As a follow-up to the Colombian gender strategy, MinSus in cooperation with the Association of Professionals in the Mining Sector in Colombia (AIMC) and Women in Mining Colombia carried out gender-transformative workshops on gender-based violence, addressing the underlining problems with masculinities. The project's capacity-building activities for women on entrepreneurship in the artisanal gold-mining context in the Bajo Cauca[3] region also fall into the efforts to strengthen women's access to resources.

The **ICGLR programme**, implemented in the countries of the Great Lakes region, follows a similar approach to MinSus, yet with a focus on the International Conference on the Great Lakes Region (ICGLR) as an intergovernmental body. Overall, the programme seeks to improve cooperation in the responsible governance of natural resources to promote peace and security in the region. In doing so, the programme implemented several activities, promoting women's rights. For example, it supported the development of the ICGLR "Guidelines for Mainstreaming Gender in the Mineral Sector" and conducted further training activities on the guidelines and the gender dimension of mining (including with mining companies) and supported gender policy development and implementation in Rwanda and Uganda. The programme also conducted gender-transformative trainings on masculinity, as well as organising regional exchange between relevant actors in all the Great Lakes Region states on the intersection of women's empowerment, peacebuilding and mental health and psychological support.

The fourth project that specifically addresses women's access to resources and representation on a rather local level and in ASM is **ProGERIM**. The project is being implemented in the Lualaba and Haut-Katanga provinces in the DRC and supports the local administrations in the investment of revenues from the extractive sector for inclusive socio-economic development. The project raises awareness about inclusive, participatory and gender-sensitive planning processes and supports actors from civil society in controlling and supervising such administrative processes.

Apart from these four projects with specific gender equality components, two core elements of the feminist development policy have been put into practice across the different portfolio projects:

- **Human rights-based:**
  A human-rights based approach means that women and individuals of marginalised groups are not aid or welfare recipients but rights-holders. Putting this approach into practice means, among others, assisting individuals and groups to claim their rights and live self-determined lives. MinSus has a partnership with the Ibero-American Federation of Ombudsmen (FIO), aiming at strengthening the work of national human rights institutions in the Andean region. The Integrated Economic Development in the Mining Sector II programme (DISM II), implemented in the DRC, supports the development of standards on the subject of human rights with a special focus on the eradication of child labour.

- **International alliances and especially cooperation with civil society in local communities:**
  It is widely recognised that civil society plays a central role in the raw materials sector, especially in supporting the population affected by mining operations. Different projects include and support civil society organisations (CSOs), enabling them to be part of relevant conversations about mining impacts and benefits. For instance, the ProGERIM programme supports CSOs in developing skills and process knowledge for better supervisory and control of revenue use. The Integrated Economic Development in the Extractive Sector in Mauritania

1 *Lineamientos de género para el sector minero energético. https://www.minenergia.gov.co/documents/5800/Lineamientos-de-política-pública-con-enfoque-de-género-del-sector-minero-energético.pdf*

2 *Hoja de ruta. Lineamientos para la promoción de la igualdad y equidad de género en el sector minero https://minsus.net/Media-Publicaciones/hoja-de-ruta-lineamientos-para-la-promocion-de-la-igualdad-y-equidad-de-genero-en-el-sector-minero/*

3 *Mujeres Minereas. Zaragoza, Bajo Cauca. Un enfoque de género para la resiliencia y el empoderamiento económico. https://www.minenergia.gov.co/documents/11221/3.4.1_Mujeres_Mineras_Zaragoza-Bajo_Cauca.pdf*

programme (DEIM II) has worked with CSOs for awareness-raising purposes, providing information materials on the implementation of environmental, health-related, and social guidelines.

The exploratory interviews, as well as the focus group discussion, have revealed that gender considerations can also become addressed sporadically during the project implementation, as they might arise from the specific context of single activities, that might not have been designed with gendered considerations in mind. Such **non-systemic and bottom-up work on gender** can be another gateway for more comprehensive and strategic approaches.

2.3 Challenges and Ambitions

Anchoring a feminist development policy on the implementation level comes with several challenges – whether when conceptualising and planning new projects or building upon existing engagement. The interview partners and focus group discussion participants have reported that there is a **lack of knowledge and understanding of gender-transformative approaches** – both among the project staff implementing the projects, but also their political partners and other relevant stakeholders in the project contexts that they work in. However, even when it comes to gender-sensitive and gender-responsive approaches, many projects have reported **that gendered considerations are not applied systematically** throughout their activities – an example of a project was mentioned, which does have one output, specifically related to gender equality, but does not include gender specific needs in their other outputs.

Table 1: Gender Continuum
(Source: Syspons 2023)

Gender-negative	Gender-neutral	Gender-sensitive	Gender-responsive	Gender-transformative
Actively reinforces gender inequalities and discriminatory social norms.	Ignores the gender-specific needs or gender-based discrimination and can thus exacerbate existing inequalities.	Recognises gender inequalities without targeting gender-specific needs. Example: Inclusion of a certain number of women in project activities.	Identifies different gender-specific needs and incorporates them comprehensively into the project design. Example: Provision of childcare facilities during trainings.	Aims explicitly to sustainably change and dismantle gener ineuqlities and patriarchal power structures as causes of inequalities. Example: Awareness-raising campaigns on the causes and reasons of gender inequalities.

Then there is the host of challenges, related to the nature of the mining sector, which is highly **male-dominated**, embedded in **patriarchal structures and masculine social norms**, often shaped by **colonial continuities**. The specific contexts, in which the projects operate, often make it challenging to be working in a value-driven way, while being sensitive to the particular contexts and its patriarchal social norms. The projects often have **difficulties in finding the right cooperation partners**, when it comes to gender related activities. On the one hand, the projects face resistance to feminism, and it is thus difficult to convince all the stakeholders

of the need for feminist approaches. On the flip side, it might also be difficult to build cooperations with feminist organisations in various mining contexts, because they might either prioritise other types of feminist struggles, or even be leading the resistance again extractivism and might not be interested in cooperating in improving conditions for women and marginalised groups within the mining status quo. Within the context of ASM, finding cooperation partners is further made difficult by the informality of the sector. That informality also makes it difficult to work on structural issues in the mining sector and often a multi-stakeholder approach is needed. Last but not least, a lack of comprehensive gender-disaggregated data plagues the sector and makes evidence-based interventions more challenging.

Moreover, the interview partners and focus group discussion participants showed a lot of interest in further developing feminist approaches in their work. Specific ambitions mentioned ranged from the need for better, more comprehensive, gender analysis and generating usable gender-disaggregated data, to expanding thematic areas and working on more feminist issues. The need for making FDP as concrete as possible and applicable in their work has been expressed, as well as the wish that the implementation of the principles of the FDP would allow for going beyond representation (i.e. just aiming to have "more women in the room"), to actually applying intersectional and gender-transformative approaches, for example in new thematic areas, such as women's economic empowerment, gender-based violence, gender-responsive supply chains, security and health considerations, gendered impacts of mining, raw materials partnerships, among other aspects. However, to do this, the need for more know-how on gender-mainstreaming in the projects has been expressed.

3. Core Issues from a Feminist Perspective

In line with the identified interests and needs from the portfolio review, this study sets out to contribute to the identification of key feminist issues and approaches in the raw materials sector that can inform the further development of the portfolio. To this end, the following chapter provides an in-depth analysis of four selected key topics and outlines approaches and good practices to address them.

3.1 Health and Safety in Mining

3.1.1 Problem Analysis

Recognising health and safety in mining as a fundamental rights issue is essential for addressing gender disparities and promoting justice in the sector. The mining industry, historically dominated by men, often overlooks the unique challenges faced by women, leading to disproportionate risks and impacts on their health and safety. Viewing health and safety as a fundamental right is essential for fostering an inclusive and equitable working environment. Ensuring that women miners have their health and safety rights recognised and protected is crucial for addressing gender-based disparities and promoting justice in the sector. By emphasising the importance of these rights, a safer and more equitable mining industry for all should be set as a main goal.

Mining operations present significant health and safety risks, with women facing unique challenges due to both the physical nature of their roles and specific gender-related issues. It is the responsibility of mining companies to ensure safe working conditions that protect all employees from hazardous environments. However, as highlighted by The Advocates for Human Rights (2019), the failure to provide adequate safety equipment not only violates employees' rights to health and security but may also necessitate remediation and compensation.

These issues are also recognised by a report to the UN Committee on the Elimination of Discrimination against Women outlines the responsibilities of companies in their extraterritorial extractive industry (EI) activities. It details how Canada's EI activities, for instance, violate the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), including human rights abuses and endangering the health and safety of women in mining environments. This report calls for robust measures to ensure that nations like Canada meet their obligations under CEDAW by protecting women in the mining industry from gender-based violence and other health and safety hazards. Furthermore, the International Labour Organization (ILO) mandates that governments adopt measures to protect pregnant or breastfeeding workers from conditions harmful to the health of the mother or child. This includes the provision of maternity leave, medical benefits, and employment protection during pregnancy and maternity leave, ensuring that the mining sector complies with international standards of health and safety (The Advocates for Human Rights, 2019). A recent IGF policy brief presents the status quo in 12 mining countries, outlines main trends regarding

parental policies in the mining sector and includes considerations for improving parental rights in mining, such as the need for research on the topic, changing cultural norms around parental leave and awareness-raising regarding employees' rights and reproductive health and safety (IGF, 2023a). In addition, the BMZ emphasises the importance of respecting human rights and protecting environmental interests at all stages of global supply chains (BMZ, 2024). It supports the **integration of occupational health and safety as an aspect of decent work,** advocating for adherence to core labour standards developed by the ILO. This approach includes special attention to intersectionality, recognising that women facing intersecting forms of discrimination, such as Indigenous women and migrant workers, are particularly vulnerable.

Health and safety in mining encompass broader concerns such as women's safety and security in the community, at the mine site, and at home. Ensuring comprehensive safety measures that address both workplace hazards and broader societal issues is crucial for the well-being of women in the mining industry (IGF, 2023b). This recognition that health and safety in mining extend beyond the immediate workplace to include the wider community context forms a crucial segue into examining how these challenges specifically manifest in LSM and ASM. Each sector, shaped distinctly by its operational environment and inherent safety standards, presents unique obstacles, and necessitates tailored approaches to safeguard the well-being of women engaged in these industries (IGF, 2023b).

LSM Level

In LSM, the primary health and safety concerns focus on the workplace level, ensuring that working conditions are safe, equipment is appropriate, and facilities cater specifically to women's needs (IGF, 2023b). LSM operations, often located in remote areas, typically employ a fly-in fly-out (FIFO) model that complicates work-life balance, posing significant challenges particularly for women who may also shoulder substantial caregiving responsibilities. The demanding nature of FIFO schedules, coupled with extended working hours, significantly increases the risk of both accidents and health issues such as stress and fatigue-related conditions (IGF, 2023b). Furthermore, properly fitting personal protective equipment (PPE) is critical in LSM. Standard PPE often fails to suit women's bodies, particularly during pregnancy, posing additional safety risks in environments where protective gear is crucial. The lack of PPE designed for women can lead to increased exposure to hazardous conditions, potentially resulting in more frequent and severe injuries (IGF, 2023b; Responsible Mining Foundation, 2020). Finally, facility provisions in LSM frequently fall short of meeting women's needs. The absence of gender-appropriate facilities like separate bathrooms and locker rooms, as well as a lack of adequate lighting conditions, not only impacts women's day-to-day comfort but also their overall job satisfaction and safety, exposing them to potential harassment and SGBV (see chapter 3.2) and health concerns (IGF, 2023b). Moreover, there is a systemic issue in LSM regarding the integration of gender considerations into occupational safety and health management systems. Many companies still do not provide gender-appropriate PPE or secure facilities specifically designed for women, reflecting a broader oversight in addressing gender-specific safety needs (IGF, 2023b).

ASM level

ASM is widely recognised for its direct and indirect impact on human health, with unique challenges that disproportionately affect women. This sector is typically characterised by hazardous working conditions that exacerbate health risks for women, who often work in areas where security is lax and human rights are routinely violated, amidst societies with strong patriarchal ideals. These conditions endanger the health and safety of workers and impact surrounding communities, placing both miners and local populations at significant risk of environmental and health hazards (IMPACT, 2022). While changes in economic status may lead to improved access to healthcare and education, the prevailing low health and safety standards in ASM significantly overshadow these potential benefits. The sector is fraught with dangers, including chemical, physical, biological, biomechanical, and psychosocial hazards, often compounded by inadequate safety measures and lack of protective equipment (The Advocates for Human Rights, 2019). A particularly alarming aspect of ASM is the widespread use of mercury in gold mining. Mercury is a potent neurotoxin that poses severe risks to human health, affecting the nervous system and other organs. Women in ASM are

particularly vulnerable to mercury exposure, which can have devastating effects on pregnant women and their unborn children. The Minamata Convention on Mercury, adopted in 2013 and entering into force in 2017, is an international treaty designed to protect human health and the environment from anthropogenic emissions and releases of mercury and mercury compounds – and it requires countries with significant artisanal and small-scale gold-mining activities to develop national action plans to address mercury use, including formalising or regulating the sector, promoting mercury-free technologies, and improving miners' health and environmental practices. Despite the severe risks, and an existing international legal framework, the awareness among miners on the ground, especially women, about the dangers of mercury is alarmingly low, and protective measures are often insufficient or non-existent (The Golden Line, 2020). Additionally, health risks in ASM extend to the entire community. Environmental degradation and exposure to harmful chemicals affect not only workers but also people living up- and downstream from mining sites. Additionally, mining-induced in-migration and changing lifestyles introduce health challenges, including increased vulnerability to infectious diseases, sexual and gender-based violence, and lifestyle-related health issues (Cossa et al., 2021).

ASM is associated with both risks and opportunities for the health of miners, their families and surrounding communities – yet risks, including environmental and social risks, often overshadow opportunities. Changes in people's economic status and the reduction of poverty may lead to an improved ability to access health care (Cossa et al., 2021), and ASM can bring particular economic benefits to women, due to the flexibility of the sector and the possibility to bring children along to the mine in absence of adequate alternative childcare. However, mines are a hazardous environment for both for women working there and their children (The Advocates for Human Rights, 2019). Despite the significant health implications associated with ASM, there is a systemic gap in research concerning health risks to women and children who form a large part of the workforce in these communities. There is a pressing need for comprehensive studies that consider a broader range of health issues beyond mercury exposure, including silicosis, tuberculosis, water- and vector-borne diseases, and sexual health issues. These studies should particularly focus on marginalised groups within ASM communities to ensure that health interventions are inclusive and effectively address the specific needs of women and children (Cossa et al., 2021). In addition to health and environmental risks, ASM sites are often associated with adverse social behaviours, such as drug abuse, alcoholism and stress (The Advocates for Human Rights, 2019).

3.1.2 Feminist Approaches

Key strategies to foster a safer and more equitable work environment include the promotion of gender-inclusive health and safety regulations. Nevertheless, additional measures should go beyond regulations and specifically address needs of women in LSM and ASM. The study finds that the following approaches are crucial for representing women's unique vulnerabilities and ensuring their concerns are integrated into policy and practice.

Implementing gender-inclusive health and safety regulations is essential at the policy level to address the unique vulnerabilities faced by women in mining. Policymakers must craft and enforce laws that recognise these specific risks. The ILO underscores the importance of integrating gender considerations into workplace safety policies, advocating for strategies that ensure equitable protection for all workers (ILO, 2021b). For instance, one of the interview partners explained that, introducing mandatory gender impact assessments can help tailor these regulations effectively, ensuring that health and safety policies consider the different impacts

on women, Indigenous women, women with disabilities and men. These assessments can highlight the need for maternity leave provisions and protections against workplace harassment, contributing to a more equitable work environment (UN Women, 2021). This approach reflects an intersectional strategy by recognising that women in mining face diverse and layered vulnerabilities. It acknowledges that policies must consider not just gender, but also other intersecting factors such as age and ethnicity, disability, and socioeconomic status to ensure comprehensive and effective protections for all women. Moreover, this approach follows the human rights-based principle by ensuring that all policies and regulations are designed to protect the fundamental rights and dignity of all workers, regardless of gender. It emphasises the importance of creating that health and safety at work are essential components of human rights.

At company level, creating workplaces that accommodate women's specific health needs is crucial. This includes a workspace where facilities are designed with considerations for pregnancy, menstruation, childcare, lactation, and overall well-being. Complying with international labour standards and gender equality laws, as well as establishing independent and robust grievance mechanisms and reporting and documentation systems can greatly enhance efforts to protect women's health in the workplace. By providing separate facilities and ergonomic equipment that considers gender and other differences, e.g., people with disabilities, companies can significantly reduce workplace hazards (WHO, 2020). Additionally, according to one of the interviewees, offering tailored training programmes that address unique health and safety challenges is fundamental. These programmes, provided by human resource departments or external consultants, should include education on the proper use of PPE and specific safety protocols, establishing gender-sensitive safety measures that address risks related to chemical exposure and physical strain (ILO, 2021b). Here, it seems to be important that this approach follows an intersectional strategy by recognising that women's health needs in the workplace are not homogenous and can vary significantly based on factors such as age, pregnancy status, disability, and cultural background. By addressing these diverse needs, companies ensure that all women, including those from marginalised groups, receive the specific support and accommodation they require to work safely and effectively. This intersectional approach ensures that the unique and overlapping needs of women are considered, leading to more inclusive and effective workplace health and safety measures.

Furthermore, collaborating with local healthcare providers and NGOs enhances health services for female employees. Within the context of ASM, women's cooperatives can be an important entry point and a crucial stakeholder in ensuring occupational and health and safety – an example of a good practice is a project, implemented by SOFEDI (Solidarité des Femmes pour le Développement Intégral) in the DRC, promoting the establishment of women's mining cooperatives, including an integration of a health programme within its framework (SOFEDI, 2022). When it comes to LSM, even though mining companies often do not abide by it, they do have an obligation to take into account not only the area where they operate, but also the surrounding mining-affected communities when considering the occupational health and safety of their operations. Mining companies can achieve positive contributions to the health of the mining-affected communities, when they form community health partnerships to extend health services beyond the workplace, offering regular health check-ups, educational workshops, and emergency medical services. The World Health Organisation (WHO) highlights the importance of work-place health programmes as a means to prevent noncommunicable diseases and promote overall health (WHO, 2020). By fostering collaboration among mining companies, local healthcare providers, and NGOs, these partnerships improve the accessibility and quality of health services available to mining communities. They serve as a vital support system, addressing both occupational health and general health concerns, thereby contributing to the overall resilience and well-being of the community. Furthermore, this approach aligns with the initiatives supported by the World Bank, which emphasise comprehensive health interventions in mining regions. By collaborating with local health authorities and leveraging corporate social responsibility programmes, companies can offer regular health check-ups, educational workshops, and emergency medical services. For example, the World Bank's Southern Africa Tuberculosis in the Mining Sector Initiative has demon-

strated the effectiveness of such partnerships by providing comprehensive healthcare services, including the establishment of One-stop Service Centres that offer a range of health and social services to mineworkers and their communities. Additionally, during the Ebola crisis, mining companies played a crucial role in mitigating the spread of disease through community-level information campaigns and proactive health measures (World Bank 2015, 2019). This is an important approach of international alliance, as it involves multiple stakeholders working together across borders to enhance health outcomes. By engaging in global partnerships, mining companies can also leverage international expertise and resources, ensuring comprehensive support for female miners that aligns with best practices and global health standards. This approach reflects the community alliance principle by leveraging local expertise and resources to create a comprehensive support network. By engaging with local healthcare providers and NGOs, companies can ensure that health services are culturally relevant and accessible, addressing the specific needs of the community. This collaboration fosters trust and cooperation between the company and the community, enhancing the overall effectiveness of health interventions and contributing to sustainable health outcomes.

At the community level, engaging in gender-specific health risk research is another crucial approach. Community-based research initiatives should focus on identifying and mitigating risks specific to women in mining communities. For instance, studies on mercury exposure can develop strategies to mitigate these risks, ensuring that the unique health challenges faced by

Good Practice

CLISAR Approach:

Participatory Programmes to Protect Human and Ecosystem Health in Artisanal Mining

The CLISAR (Closed-loop integration of social action and analytical chemistry research) approach, devel-oped by Vélez-Torres et al. (2017), aims to **address the effects of mercury pollution** in artisanal gold mining in Colombia. CLISAR combines **expert research** with **community engagement** to identify problems related to human and environmental health potentially linked to mining activities. The findings are then shared with the community after careful evaluation by an expert team, raising awareness of mercury pollution and its impacts.

One of the significant achievements of CLISAR was its role in **empowering communities to leverage research findings to draw attention from environmental authorities** regarding mercury contamination in their water sources. This participatory environmental monitoring strategy proved effective in lobbying public institutions and advocating for community health and environmental protection. Additionally, CLISAR's approach enables communities to autonomously assess mercury levels in their environment, reducing their dependency on state interventions. This participatory strategy enhances the effectiveness of the Minamata Convention's implementation at the local level, fostering community-driven solutions to mercury pollution.

Conditions for Success:

1. Availability of low-cost and user-friendly technologies for rapid detection of environmental contaminants.
2. Educational programmes and capacity-building initiatives.
3. Strong governance and community control mechanisms.

women are addressed (Hinton et al., 2003). One good practice of a community-based research is the CLISAR approach:

From a feminist perspective this approach is an important opportunity to follow an intersectional strategy by recognising that the health risks women face in mining communities are not uniform and can vary significantly based on intersecting factors such as age, ethnicity, socioeconomic status, and disability. By including diverse perspectives and experiences in the research these initiatives, have the potential to ensure that the strategies developed are comprehensive and inclusive, addressing the needs of all women, including those from marginalised groups. This intersectional approach ensures that health risk mitigation strategies are equitable and effective, tailored to the specific circumstances and challenges faced by different subgroups within the community.

Finally, conducting sensitisation programmes and training sessions can significantly improve community health outcomes. These programmes should educate both men and women about the unique risks faced by female miners and promote practices that reduce these risks. Training women on safe mining practices and environmental management empowers them to take proactive steps in safeguarding their health and well-being (USAID, 2021c). The Golden Line Project is a good practice for this approach:

Good Practice

The Golden Line Project: Advancing Health, Safety, and Gender Equality in Mining
The Golden Line project, implemented from 2016 to 2020 by Simavi, Solidaridad and Healthy Entrepreneurs, aimed to **improve working conditions and health and safety standards** in mining communities in Ghana and Tanzania. One of the project's key achievements was **raising awareness of health, environmental, and safety issues** in mines, resulting in more **responsible mercury use.** The programme also improved conditions in mines through training and sensitisation sessions, leading to better working conditions for women.

The Golden Line project successfully **advocated for the establishment of toilets, changing rooms, and childcare facilities** in several mines. For instance, Obeng Mines in Gyapa now provides day-care facilities and employs more women. **Training on the correct use of PPE** was also conducted to ensure safer working conditions. Despite challenges such as high turnover rates and the cost and comfort of PPE, the project highlighted the need for a **multifaceted approach** to improve safety.

Additionally, the project **supported women's entrepreneurship and health.** Through the Economic and Social Empowerment (EA$E) methodology, 216 Village Savings and Loan Associations (VSLAs) with 4,558 female members were established, providing business skills training and vocational training. Health entre-preneurs trained through the programme provided reliable health information and products to community members, reducing out-of-pocket expenses and improving economic and health outcomes.

3.1.3 Summary: Fields of Action for Development Cooperation

Based on the portfolio review and analysis of approaches to address health and safety issues in the raw materials sector from a feminist perspective, the following strategic areas of focus for German DC arise:

1. Gender-Responsive Health Policies

Development cooperation should prioritize supporting governments in creating policies that are informed by robust data and research. This includes conducting comprehensive gender impact assessments to identify how mining activities differentially affect women and men. For instance, policies should address specific health risks associated with mercury exposure in ASM communities, as highlighted by Vélez-Torres et al. (2018).

Providing technical assistance to regulatory bodies helps securing the effective enforcement of health and safety regulations. This involves training regulators on gender-sensitive approaches to occupational health and safety, ensuring that policies protect pregnant or breastfeeding workers as mandated by the ILO (2021b). It also includes supporting the development of guidelines that incorporate gender-specific health risks and appropriate safety measures.

2. Capacity-Building on Safety

Training programmes should be established to help organisations identify and mitigate health and safety risks in mining environments. These programmes can be tailored to address specific hazards such as chemical exposure and physical risks. For example, the World Health Organization (WHO) emphasises the importance of workplace health programmes that focus on preventing non-communicable diseases and promoting overall health.

Developing and disseminating guidelines and toolkits that help employers create gender-sensitive reporting mechanisms and safety protocols can significantly improve workplace safety. These tools should include best practices for providing gender-appropriate PPE and ensuring safe and accessible facilities for women.

3. Community Health Partnerships

Setting up community health centres in mining regions can provide essential health services to miners and their families. These centres should offer services that address both occupational health and general health needs, such as reproductive health services and treatment for mining-related illnesses.

Facilitating partnerships between mining companies, local healthcare providers, and non-governmental organizations (NGOs) can enhance the delivery of health services. These collaborations can lead to the development of comprehensive health programs that address both workplace hazards and broader community health issues, as advocated by the USAID's initiatives on gender equality and women's empowerment.

Ensuring that healthcare services in mining communities are gender-responsive involves training healthcare providers on the specific health needs of women miners. This includes awareness programmes about the risks of mercury exposure and the importance of regular health check-ups for women involved in mining.

Synergies with the Portfolio Projects

One project included gendered aspects of health and safety (ICGLR provided training to mining companies in gender mainstreaming, including aspects relevant to health and safety).

Several projects work on health aspects, without including specific gendered considerations e.g., DEIM I| project in Mauretania supported capacity-building and awareness-raising on mercury use in ASM; MinSus project works on Environmental Mining Legacies; ICGLR conducts activities about mental health.

Other projects include health measures and include gender-sensitive considerations, but not gender-responsive ones, e.g., the Resource Governance project in West Africa, which conducts trainings on standards in mercury-free goldmining in ASM, and include women participants, but they do not take any measures to adapt trainings to women's needs.

These are all very good starting points for possible synergies between the existing projects and the implementation of the approaches above. Besides, in all health and safety related interventions, gender could be thought **more systematically and adapted in gender-responsive ways.**

3.2 Sexual and Gender-Based Violence (SGBV)

3.2.1 Problem Analysis

Sexual and Gender-Based Violence (SGBV) refers to harmful acts perpetrated against a person's will, based on gender norms and unequal power relationships. This definition underscores the deeply entrenched societal issues that facilitate such violence, highlighting the role of gender norms and power imbalances. According to GIZ (2020a), SGBV is not merely a collection of isolated incidents but a reflection of broader structural inequalities between genders. To grasp the full impact of SGBV, one must first understand the concept of gender relations, which pertains to the forms of power dynamics between all genders in a given society. These relationships are often characterised by an imbalance of power, where one gender typically holds more societal control than the other. As GIZ (2020a) notes, SGBV is a harmful expression of these unequal gender relations, perpetuated by restrictive and discriminatory gender norms. The pervasive nature of SGBV becomes evident when its various forms and the settings in which it occurs are examined. These norms dictate acceptable behaviours for different genders, often placing women, non-binary individuals and LGBTIQ+ persons in subordinate positions. This systemic inequality creates an environment where SGBV can occur and be tolerated.

SGBV violates women's fundamental human rights, including the right to live free from violence and discrimination, as enshrined in international frameworks such as CEDAW and the Declaration on the Elimination of Violence Against Women. In the context of mining, however, SGBV is additionally **one of the factors barring/deterring women from participation in the mining workforce, thereby constituting a barrier to their access to resources** that employment in mining could provide. SGBV in and around mining communities affects both women and marginalised groups working in LSM and ASM as well as mining communities and human rights advocates.

While research and reports indicate that SGBV remains a pervasive issue globally, it remains underreported in all contexts, including in and around mining communities. The United Nations estimates that 35% of women worldwide have experienced either physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime (UN Women, 2021), and crises, such as the COVID-19 pandemic only exacerbate these numbers (UNFPA, 2020). Yet it is difficult to know what the real prevalence of SGBV is, given that much of it goes unreported, due to fear of stigma, retaliation, a lack of trust in the legal and reporting system or the absence of reporting systems. However, even when reporting mechanisms exist, they often involve cultural, social, or language barriers for survivors, reinforcing the continuance of underreporting. Within the raw materials sector, there is a general lack of data on SGBV, both against women, as well as other marginalised groups, who are also likely to be disproportionately affected (e.g., LBGTIQ+ persons, non-binary individuals, Indigenous peoples etc).

In the realm of LSM, sexual harassment stands out as the most commonly reported form of violence. Numerous reports highlight the prevalence of sexual harassment within extractive industries, particularly targeting women miners who often operate underground alongside men who perpetrate abuse (The Advocates for Human Rights, 2019). However, this harassment is not confined to underground settings; it also affects women in various other roles within the extractive industries, exacerbated by the isolation of mines and long transport routes (The Advocates for Human Rights, 2019). Underreporting is prevalent in mining companies– whenever cases

do get reported, it is often in the context of external investigations, rather than having been proactively reported by the companies concerned (Responsible Mining Foundation, 2021). Furthermore, most companies do not have adequate grievance mechanisms and robust and independent documenting and reporting systems in place to prevent or address SGBV, and there are often no repercussions for the perpetrators and no accountability or reparations for the survivors. In fact, reporting SGBV can have negative consequences for those who report them (either survivors or bystanders). It is often difficult to hold companies accountable for tolerating SGBV to go unnoticed and unsanctioned (ECCHR 2020). The reason for tolerating and normalising SGBV within mining contexts often stem from their entrenched masculine culture and prevalent sexist attitudes. Discrimination against women starts early, affecting their education and training in STEM fields and continuing throughout their careers in mining (IGF, 2023c). These attitudes not only perpetuate violence but also discourage women from pursuing and sustaining careers in large-scale mining environments.

In the contexts of ASM, cultural beliefs and gendered constraints limit women's access to and control over resources, exposing them to socio-economic violence and heightened risk of health issues and sexual exploitation. SGBV serves as a mechanism to enforce these gender norms and roles. Women in ASM are particularly vulnerable to sexual exploitation, especially in conflict and post-conflict countries like the DRC or CAR (USAID, 2021c). Several factors increase the likelihood of SGBV in ASM. These include a weak or non-existent village authority, limited presence of police and legal authorities, as well as male workers without the presence of their families (Advocates for Human Rights, 2019). Additionally, suppressive beliefs towards women, cultural prac-tices that tolerate SGBV, and the occurrence of commercial sex trade further amplify the probability of SGBV in ASM (ibid.). Additional risk factors include remote locations of mines, as well as a lack of public lighting on the routes that lead to them. Furthermore, GBV can act as a means of reinforcing power dynamics by those in positions of greater relative power, which can include mining bosses, other miners, security forces around mine sites, local officials, traditional leaders and even family members (Danielsen and Hinton, 2020). A World Bank (2015) study found prevalence of violence and requirements of sexual favours around mine sites and that where women refuse to perform such acts, they were threatened or excluded from the mines. Danielsen and Hinton (2020) furthermore noted psychological violence, including strip searching women for diamonds; and socio-economic forms, such as withholding payments for services. The environment around ASM sites also heightens the risk of sexually transmitted diseases, including HIV-AIDS. The high in-and-out migration at these sites, coupled with the presence of sex workers who often lack adequate protection, increases these risks. Cultural norms and inadequate healthcare facilities further hinder efforts to protect women at these sites (USAID, 2021c).

Furthermore, communities around mining sites are also affected by SGBV, throughout the changes related to the life cycle of a mine. The introduction of mining into a community brings significant structural changes, leading to increased SGBV. The shift from subsistence to cash economies, often referred to as the "Boomtown Effect", leads to rapid population growth and industrial development, bringing about social ills such as increased crime, drug and alcohol abuse, sexually transmitted infections, and SGBV, both in the context of intimate partners and other non-partners (The Advocate of Human Rights, 2019). Added to this is also the violence that occurs within the context of sex work: transition from subsistence to cash economies increases demand for sex work. Sex workers around artisanal mine sites may find themselves in situations where they are unable to protect themselves against the risk of sexually transmitted disease exposure, in part due to the absence of adequate health care facilities, but also due to cultural norms that may limit women's ability to insist on the use of protection (USAID, 2021c). However, the closure of the mine, especially when it does not include careful post-transition planning, can increase the prevalence of SGBV and especially domestic violence (World Bank, 2018).

Those who fight against SGBV are also not immune to its dangers. Human rights defenders and activists face significant risks, particularly in remote and isolated environments where male-dominated worksites and male solidarity can lead to organisational tolerance of SGBV. The transition to a cash economy, along with the presence of armed security forces, further exacerbates these risks (IGF, 2023b). These defenders often find themselves targets of gender-specific violence and threats aimed at silencing their efforts (CMI, 2021).

3.2.2 Feminist Approaches

SGBV prevention strengthens women's rights to live free from violence and discrimination and, in the mining context, also enables them access to resources that employment in mining could provide (see chapter 3.3 on women's economic empowerment). The identified approaches to addressing SGBV in and around mining communities are grounded in the principles of the FDP. On the one hand, the proposed approaches are human-rights based: those affected by SGBV are not aid or welfare recipients, but rather recognised as rights-holders. The governments of the respective countries are duty-bearers, and in the case of SGBV, their duty is to ensure primary, secondary, and tertiary SGBV prevention. On the other hand, a few of the approaches are gender-transformative, as they aim to overcome dominant patriarchal social norms and gendered stereotypes that are one of the root-causes and enablers of SGBV. In addition, civil society organisations, especially those fighting SGBV, and local communities are recognised as central cooperation partners in these approaches. Few approaches specifically take an intersectional perspective into account.

Primary, Secondary, and Tertiary SGBV Prevention

Public health frameworks distinguish three different stages of intervention to prevent SGBV. **Primary prevention aims to stop SGBV before it occurs** by addressing root causes and risk factors through education, social norms change, and empowerment programmes. **Secondary** prevention focuses on immediate responses after SGBV has occurred to minimise harm and prevent further abuse, including medical care, psychological support, and legal assistance. **Tertiary prevention** seeks to mitigate long-term impacts and prevent re-victimisation through ongoing support, rehabilitation, and reintegration services for survivors.

Given the difference between the contexts of LSM and ASM, SGBV prevention measures will look slightly different in each of those. **In LSM, mining companies have the responsibility to provide an array of SGBV prevention measures.** When it comes to primary prevention measures (so before SGBV occurred), there is a variety of **measures in (especially remote) mining locations.** These can be very context specific and need to be designed with careful consideration of the workers' daily realities, but a few measures that have been suggested in the interviews are: presence of SGBV-aware and -trained security guards, panic buttons in remote locations, appropriate lighting conditions etc. Furthermore, companies are responsible for **adopting, informing about and enforcing codes of conduct for employees.** This can include anti-harassment policies and zero tolerance from leadership. A great resource for the variety of measures that could be employed here is the IFC's Toolkit for addressing SGBV in the workforce for oil, gas, and mining companies (IFC 2018). When it comes to secondary and tertiary prevention (so after SGBV occurred), the companies have a responsibility to ensure accountability by putting in place **gender-responsive procedures for reporting, investigating and prosecuting SGBV**. They also need to put in place **mechanisms of support for survivors,** from medical, legal, and psychological support. It is also crucial that the attempt to prevent any negative consequences that might results from victims

reporting SGBV, such as a change in employment status or position (e.g. avoid transferring the victims to a different position against their preferences, supposedly for their own protection).

In ASM, given the typical informality of the sector, the authorities in the local communities have a responsibility to provide SGBV prevention measures, which will also have an effect on SGBV prevention in **mining-affected communities.** Here, the secondary and tertiary measures include many of the interventions that have proven effective in SGBV prevention in local communities. Some examples that have been mentioned in the interviews are the variety of **support services for survivors** – from medical care, safe accommodation, legal support, access to mental health and psychological support services. With more visibility of SGBV, support services also need to be offered for human rights advocates who work on these issues. One interview partner mentioned that raising awareness on SGBV can create a backlash in those invested in patriarchal structures and to make sure women and especially human rights defenders are not the ones carrying the repercussions of such backlashes, it is important to offer more psychological training, improve access to therapy and prioritised trauma-informed interventions. Related to this, more **trainings for law enforcement and judicial personnel** in victim-centred approaches, and gender-sensitive investigation techniques ensure perpetrators are held accountable and survivors receive just treatment.

When it comes to primary prevention measures in and around mining communities, and especially those reliant on employment in the ASM sector, there is a great potential for **gender-transformative interventions ranging from awareness raising campaigns, making the prevalence of SGBV more visible, to trainings and consciousness-raising trainings, workshops, and exchange spaces.** These interventions could be targeted both at those that are most affected by SGBV, as well as those groups that most often perpetrate it – and it is especially the work with (potential) perpetrators that has the most transformative potential. There is both anecdotal evidence from our interview partners, as well as evidence in the literature (GIZ, 2020) that shows that workshops on gender norms, inequalities, critical masculinity, and empathy trainings for men – such as, for example the Stepping Stones intervention (Jewkes et al., 2008) – have proven to be effective in decreasing SGBV. There is both excellent examples of good practices within the raw materials portfolio (see information about MinSus and ICGLR Projects in chapter 2) and beyond (for example, the Zimbabwe Environmental Law Association (ZELA) prepared a training manual on SGBV in extractive industry in Zimbabwe, see ZELA 2022), as well as much need to invent new formats and go deeper in changing the mindsets that enable, normalise and excuse SGBV.

A **central agent of change in primary SGBV prevention measures are various CSOs. Feminist and women's rights groups** have been at the forefront of the changes in gender roles and stereotypes and innovation in terms of awareness and consciousness-raising formats. Their expertise and experiences can offer a great support to other (private, state or development) actors striving for SGBV prevention in mining communities. As mentioned above (see chapter 2), they might have other priorities and hence it is important to find ways of incentivising/financing these organisations to apply their expertise as well as organising skills in supporting women in the extractive sector. Besides feminist organisations, there are also **women in mining (WIM) organisations**, which can play an important role in primary SGBV prevention. They enable women to come together, address gender roles and speak up about prevalence of SGBV, making it more visible. Beyond the awareness raising, women can also self-organise various forms of self-defence and community-defence groups, such as women-led cooperatives in the context of ASM, enabling them to safeguard themselves from potential SGBV perpetrators (see good practice example box).

Good Practice

Creative Capacity Building to Address Gender Based Violence in the Artisanal and Small-Scale Mining Sector in Colombia. USAID with implementation partners Alliance for Responsible Mining and MIT D-Lab (2020–2021)
The project integrates GBV prevention and response into existing projects in the Antioquia region of Colombia that aim to increase socio-economic opportunities for women miners while mitigating environmental impacts. The project uses innovative techniques to build skills to enable women to self-organise in associations and implement an advocacy roadmap to address GBV in extractives industries in their communities.

And finally, because SGBV is a problem that pervades communities at and beyond mining sites, the study finds that **multi-stakeholder platforms of exchange** are needed, bringing together various actors from the private, public and civil society sector, to properly address their challenges. A prerequisite condition for successful collaboration within the multi-stakeholder platform framework, is knowing the relevant actors active in the field – the recent guide by the GIZ and Women's Rights & Mining provides a useful knowledge source on the key actors and initiatives (GIZ, 2024). The particular realities and contexts vary across communities, and they require a multisectoral and comprehensive approach. To name just one particular challenge that some mining communities in the DRC face and that had been pointed out in one of the interviews: the lack of stable electric supply, enabling the local communities to have lighting in public spaces, is a contributing factor to SGBV prevalence and investing in energy security at a household level can have a positive impact on reducing SGBV. Mineral extraction is embedded in colonial legacies: critical minerals extraction is often done for energy security in the West, while women and households in the countries of extraction have no power, work in the dark and have to travel far to collect firewood and thus experience security threats, including that of SGBV. Investing in energy security at the household level could thus contribute to reducing SGBV. Solutions for ensuring it could be elaborated within a format of a multi-stakeholder partnership, bringing together private, public and civil society sectors for the benefit of the community.

Good Practice

Multi-stakeholder Platform: Women's Rights & Mining
The GIZ Sector Programme Extractives and Development currently leads the secretariat of the initiative Women's Rights & Mining (WRM). The WRM is an international multi-stakeholder partnership consisting of representatives from governments, international non-governmental organisations, and researchers. Current members are Action Aid The Netherlands, Alliance for Responsible Mining, GIZ on behalf of BMZ, Global Affairs Canada, IMPACT, International Women in Mining, KIT Royal Tropical Institute, Dutch Ministry of Foreign Affairs, Solidaridad and USAID. Its aim is to encourage key stakeholders in the mining sector to address the issue of gender equality and to strengthen the rights of women and girls in the mining sector.

WRM organises policy influencing events, webinars, produces research and acts as a resource hub for information on women's rights and mining. For example, WRM has recently produced an assessment tool on gender-responsiveness of mining-focused events. Furthermore, WRM monitors the annual OECD Forum on Mineral Supply Chains in a gender-responsive way and comments on standards from a gendered lens.

3.2.3 Summary: Fields of action for development cooperation

The approaches outlined above translate into the following strategic areas of focus for development cooperation:

1. **Supporting feminist civil society organisations, WIM organisations and women-led mining cooperatives**

Support existing feminist and WIM groups with financial means necessary to organise training programs, support advocacy efforts, establish safer spaces and support survivors. Support the creation of new women-led mining cooperatives. This enables victims and those vulnerable to SGBV to come together, exchange and mutually support each other. It can also open avenues for further self-organisation, such as self-defence and community-lead SGBV protection units.

Organise sensibilisation and awareness-raising workshops about critical masculinity and SGBV. This work with men has the potential to be gender-transformative, as it addresses many of the root causes of SGBV, grounded in patriarchal social norms, expectations, and relations.

Organise awareness-raising campaigns about the prevalence of SGBV in and around mining communities. This gives more visibility to the problem, can break the cycle of normalisation and minimisation of SGBV.

2. **Capacity building of state institutions in mining communities to address SGBV**

Supporting (local) governments with SGBV & mining policy, including setting up binding SGBV prevention measures mining companies must uphold, which could also be a requirement of the licensing process. This helps governments hold LSM companies accountable to do their part in SGBV prevention. Additionally, putting in place monitoring and evaluation of the implementation of these policies is crucial to ensure that they are put into practice.

Train law enforcement and judicial personnel on victim-centred approaches and gender-sensitive investigations. This provides a better chance of accountability for perpetrators and a more sensitive treatment for survivours, and can contribute to an increase in trust in law enforcement and judicial personnel by the communities they serve.

Establish support systems for survivors of SGBV. These could include care, legal aid, safe accommodation, and access to mental health and psychosocial services.

3. **Facilitating multi-stakeholder platforms**

Encouraging exchange between companies, governments, communities and civil society to address community specific issues. This enables the particularities of the various contexts to be addressed and the solutions to be found in a context-sensitive and collective matter. Issues could range from special attention being given to SGBV prevention in the upcoming mine closure process, to ensuring energy security at a household level in mining communities.

Synergies with the Portfolio Projects

At least two projects already worked on the topic: ICGLR and Minsus projects did work on masculinity (awareness raising and workshops); MinSus conducted activities on SGBV prevention in Colombia (development of documents to inspire policy for gender equality).

Furthermore, ICGLR had contact with a SGBV prevention project in Zambia, but there has not been any opportunity yet to work together to focus on SGBV.

There is much **untapped potential for synergies and linkages with existing GIZ SGBV prevention projects** in the countries, where the portfolio projects operate.

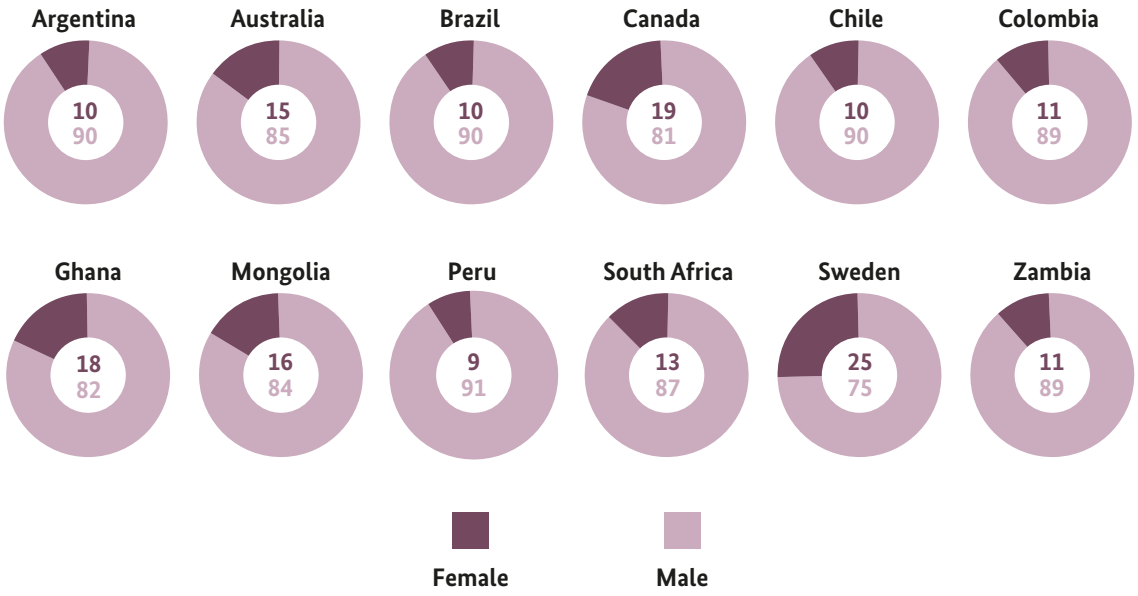
3.3 Women's Economic Empowerment

3.3.1 Problem Analysis

Mining operations, both LSM and ASM, are crucial sources of employment that provide significant benefits to women and marginalised communities, linking directly to the three R's, with a particular emphasis on resources. Economic empowerment in mining involves access to financial resources, that enables to invest in education and health but also access to land is crucial. Mining jobs offer higher wages than many other industries (IGF, 2023c) and additional benefits, improving economic rights and access to resources. In Colombia's emerald mining sector, the inclusion of women has opened new financial opportunities, although mining for gemstones can sometimes burden miners with debt. arising from high initial costs, variable income, dependence on high-interest loans from middlemen, market volatility, operational risks, exploitative practices, and a lack of financial literacy. Women and marginalised individuals who attain managerial positions in mining have the potential to earn significantly higher incomes compared to non-managerial positions, enhancing their economic rights and resource access. Furthermore, their employment in mining contributes to greater community representation, promoting income equality and reducing poverty across generations (The Advocates for Human Rights, 2019).

Despite the potential for economic empowerment, significant barriers prevent full participation of women and marginalised groups in the mining workforce. Globally, women only make up about 10 % of the industrial mining workforce (GIZ, 2019), and even if there are no exact numbers available, marginalised groups seem to be similarly underrepresented. Following is a graphic from the IGF report, illustrating the gender distribution in LSM, expressed in percentages (IGF, 2023c):

Figure 4: Gender distribution in large-scale mining (in percent)
(Source: IGF, 2023c)



Legal restrictions are a significant barrier to the participation of women and marginalised groups in mining. For example, it was only from 1994 that women were allowed to work underground in South Africa, and some states still have discriminatory laws that ban women from certain professions. These laws not only limit the opportunities available but also reinforce outdated stereotypes about their roles and capabilities (The Advocates for Human Rights, 2019).

Structural barriers significantly hinder the participation of women and marginalised groups in the mining sector. The lack of childcare facilities near mining sites, as well as inadequate provision of equipment and bathroom facilities tailored for them, further exacerbate these challenges. These practical issues not only affect their ability to work in the mining sector but also impact their health, safety, and overall job satisfaction (ibid).

Social norms and expectations critically limit the participation of women in mining. The traditional role of women and marginalised groups as caregivers can make it difficult to return to work after having children, often leading to a double burden of work and home responsibilities (ibid.).

International development interventions often fail to address these disparities adequately, with a lack of explicit promotion of economic empowerment for women and marginalised groups. Moreover, legal frameworks that ostensibly treat everyone equally may still perpetuate existing societal norms, further entrenching inequalities within the mining sector (USAID, 2021c).

LSM Level

LSM provides substantial employment opportunities and higher wages crucial for economic empowerment, yet significant disparities affect job security, pay, and career longevity for women and marginalised groups. These disparities are especially pronounced during economic downturns when women and marginalised individuals face greater job insecurity than their counterparts. Such volatility significantly challenges their retention and overall employment security within LSM, where they are often the first to lose their jobs and women tend to drop out of the workforce at earlier stages in their careers. This contributes to a workforce predominantly composed of middle-aged men (IGF, 2023c). These job security issues are compounded by discriminatory work cultures.

The challenging working conditions and discriminatory work cultures in LSM exacerbate gender and marginalised group employment gaps. These ingrained societal beliefs frequently relegate women and marginalised groups to lower-paid and less secure job roles within the mineral supply chain, often resulting in them receiving lower wages despite having similar levels of education as their counterparts. Data for Canada, for example, shows that between 2010 and 2020, women earned an average of 14.8% less per week than men in mining over this 10-year period (IGF, 2023c). Another example is South Africa, where the gender pay gap in the mining sector is at a ratio of 2 to 1 (ibid.). In Ghana, a median gender pay gap in the overall extractive sector lied at 27.5% in 2013 (ibid.). Additionally, entrenched cultural expectations associated with unpaid reproductive labour and care-giving responsibilities lead many women to opt for part-time work, which further diminishes their earning potential and limits their career advancement opportunities (The Golden Line, 2020). This systemic discrimination underscores the need for a fundamental shift in both workplace policies and societal attitudes to close the employment gap in the mining sector effectively. Furthermore, corporate structures in LSM often do not support balancing work and family responsibilities, disproportionately affecting women. This includes inflexible work hours and inadequate support for childcare, critical factors that can hinder full participation in the workforce. These challenges within indirect employment roles mirror the broader disparities observed in LSM.

Systemic issues extend to indirect employment roles within LSM, presenting specific barriers for women and marginalised groups. Roles such as logistics, supply chain management, and administrative support are crucial for the seamless functioning of mining activities but often struggle to access higher-skilled positions due to inadequate training opportunities and pervasive biases in professional development. The technical roles within LSM, such as engineering or management, frequently require specialised education and training that are less accessible to these groups, reinforcing disparities in employment. Moving from LSM to ASM, these issues persist but take on different forms.

ASM Levels

ASM is a critical income source for women and marginalised groups, but it is plagued by disparities that limit economic opportunities and perpetuate inequalities. It is estimated that about 30 % of the people working in ASM are women (ILO, 2021a), and a significant portion are from marginalised communities. While comprehensive data is sparse (Hinton et al., 2003), there is data showing that, in some countries, an estimated proportion of women working in ASM is even higher – for example in Sierra Leone, women make 47% of the ASM work-force, in Ghana 50%, in Colombia 56% and in Guinea 70% (Delve, 2023). Despite their substantial involvement, they face significant challenges, including disparities in earnings, limited access to profitable mining areas, and a lack of representation in decision-making processes within the mining sector.

The significant earnings gap between different groups in ASM is one of the most immediate challenges. Women typically engage in lower-paid, labour-intensive tasks such as washing and sorting minerals, while more lucrative activities like actual mining and direct selling are dominated by others. This disparity is not just a matter of role allocation but also reflects broader market dynamics and value chain inequalities where they often receive less compensation even for the same amount of sourced mineral.

Furthermore, limited access to essential mining resources restricts the participation of women and marginalised groups in all aspects of ASM. Without access to land, they are often unable to obtain mining licenses, relegating them to informal and less secure forms of work. Similarly, lack of capital prevents them from investing in training, tools, and technology that could increase their productivity and safety (Buss et al., 2019). Regarding indirect employment in ASM, they frequently face barriers to entering more profitable aspects of the sector, such as trading or ownership roles. These barriers are often due to limited access to networks, capital, and information, which are crucial for success in these areas. This lack of resources often leaves them vulnerable to exploitation and without recourse to formal grievance mechanisms.

Moreover, the lack of representation in formal mining associations and decision-making bodies is a significant barrier to the empowerment of women and marginalised groups in the mining sector. This lack of representation often results in their unique needs and challenges being overlooked in policy-making processes and negotiations. Consequences, that are mentioned in the interview, are the absence of their voices leads to the development of regulations and practices that fail to address or may even exacerbate the disadvantages faced by women and marginalised groups, further entrenching disparities in employment and economic opportunities within the sector.

Finally, cultural norms and stigma add another layer of complexity and further complicate participation in ASM for women and marginalised groups. In many countries, mining is viewed as unsuitable work, which can lead to social ostracism or reduce the support from family members, thus hindering involvement in ASM (The Golden Line, 2020). However, the situation can vary significantly between different regions and mining sites. For example, in some artisanal mining gold sites in Ghana, Guinea and Sierra Leone, women participate in all steps of the extraction process on equal footing with others. Conversely, in the Central African Republic, cultural reasons often exclude women from diamond digging, although some women finance digging operations and even participate in the pits themselves (USAID, 2021c). Despite these variances, indirect employment in ASM is consistently influenced by cultural norms and stigma. In ASM operations that are deeply integrated into the community, these norms often relegate them to less valued or lower-paid indirect roles such as providing food for miners or performing cleaning services, roles that are seen as extensions of their traditional domestic duties.

3.3.2 Feminist Approaches

The study finds that approaches to strengthen women's economic empowerment are crucial to ensure equal access to and control over resources for women and marginalised groups, as well as to promote their representation and the enjoyment of their rights. Key approaches, such as implementing equitable workplace policies, ensure women's rights by creating safe, bias-free working conditions and can be aligned with human rights-based and intersectional principles. Providing targeted technical training and professional development opportunities improves women's access to resources and supports their economic empowerment. Additionally, developing inclusive recruitment and promotion strategies fosters meaningful representation of women and can contribute to a transformation of gender norms. By integrating these strategies, the mining sector can promote a more inclusive and equitable environment for women and marginalised groups, thus driving sustainable development and social justice.

In the LSM sector at the company level, safeguarding women's rights involves implementing robust legal protections and equitable workplace policies. In our interviews we found out, that LSM companies are increasingly focused on ensuring safe working conditions that comply with international labour standards. Initiatives such as formal grievance mechanisms and enhanced compliance with gender equality laws are examples of efforts to protect women's rights in the workplace. Promoting women's representation in the economic sphere of LSM requires a multifaceted approach to fostering inclusivity and fairness at various levels of the industry. At the core of these efforts is the development of inclusive recruitment and promotion strategies. These strategies are specifically designed to increase women's participation in decision-making processes and ensure that recruitment and promotion processes are transparent and bias-free. As emphasised in one of our conducted interviews, this level of transparency is crucial as it builds trust in the company's commitment to fairness and equality, establishing a foundation where women's contributions are genuinely valued, and their leadership potential is recognised and nurtured. However, the findings of this study show that an intersectional perspective is often missing in this approach, which means that the unique challenges faced by women from diverse backgrounds, such as those related to race, disability, or socioeconomic status, are not adequately addressed.

Furthermore, enhancing access to resources for women in LSM through professional development, training, and market access is crucial for promoting gender equality and economic empowerment. In the conducted interviews, it was argued that LSM companies recognise the importance of equipping women with the necessary skills for advancement in traditionally male-dominated fields like engineering and management by providing targeted technical training and professional development opportunities. This includes partnerships with educational institutions to offer specialised programmes and in-house training that especially promote women and marginalised groups and provides them with better access to higher-level positions.

In the ASM sector, access to essential resources is equally critical for empowering women. Therefore, providing **training in mining-related skills** equips women with the knowledge needed for efficient and safe mining operations and prepares them for more profitable aspects of the sector. An important aspect and often a prerequisite for women's economic empowerment is the formalisation of mining activities. By supporting women in the legal registration of their mining operations, they receive the necessary protection against exploitation and secure their mining rights. In this context, (long-term) partnerships with CSOs can strengthen community engagement and improve advocacy for the rights of marginalised groups in

the mining sector. A crucial point here is to highlight the potential benefits associated with improving women's access to mining licenses and the positive impacts on communities. Legal recognition not only supports safer and better-regulated working conditions but also ensures that women are recognised as legitimate and integral parts of the mining economy and have access to financial services and other supports that come with legitimacy.

Through the gained legitimacy, women's access to markets and the securing of fair prices for mined products is strengthened, which is also an important step in strengthening women's resources. By connecting women to broader, more lucrative markets and supporting them in understanding market dynamics, women can achieve better prices for their products, enhancing their economic stability and growth potential. Capacity building in resource management and financial literacy is also crucial to equip women with the skills to manage resources sustainably and make sound investments to enhance their long-term prospects. One good practice for this approach is the AFECCOR project:

Good Practice

The **Artisanal Mining Women's Empowerment Credit & Savings (AFECCOR) project,** implemented by Impact Transform in the framework of EPRM, is a notable initiative aimed at empowering women engaged in ASM activities. The first AFECCOR project was launched in 2017 in DRC, and it has since been expanded to Burkina Faso in 2021 and Mali in 2022. Women in ASM often face numerous challenges, including limited access to financial resources, lack of ownership rights, and gender-based discrimination.

The AFECCOR project sought to address these challenges by providing women in ASM with **access to credit and savings services**, as well as **training and capacity-building** opportunities. One of the key components of the project was the establishment of community-based savings and credit groups specifically tailored to the needs of women in ASM. These groups enable women to pool their resources, access credit for investment in their mining activities, and save money for future needs. Additionally, the AFECCOR project provided training and technical assistance to women in areas such as financial management, entrepreneurship, and leadership skills. By equipping women with the knowledge and skills they need to effectively manage their finances and businesses, the project aimed to enhance their economic empowerment and improve their overall well-being.

Impact Transform works closely with local governments, mining associations, and other stakeholders to advocate for policy changes that promote gender equality and women's empowerment in ASM. This may include advocating for legal reforms to recognise and protect women's rights in the mining sector, as well as initiatives to increase **women's participation in decision-making processes** at the community and national levels.

AFECCOR project represents a **holistic approach** to women's empowerment in ASM, addressing not only economic barriers but also social and legal constraints. By providing women with access to financial services, training, and advocacy support, the project aimed at empowering women to take control of their economic destinies and improve their livelihoods and those of their families and communities.

Another important factor is integrating women into local value addition processes by companies. This integration is often part of broader corporate social responsibility initiatives or diversity and inclusion strategies aimed at enhancing the company's social license to operate. By providing training in value-added product development, companies not only equip women with the skills necessary to increase the market value of mined products but also promote job creation and economic returns within the community – especially in contexts, where the efforts are made to specifically include women in mining-affected communities (and not just those, coming from outside of those communities, as is the case in certain country contexts, such as Ghana). These efforts collectively contribute to building a more inclusive and equitable mining sector where women can thrive and advance economically.

Additionally, in the context of local procurement, it is crucial to prioritise women, marginalised groups, and Indigenous-owned businesses within the extractive industry supply chain according to the gender-transformative approach. This prioritisation is not limited to traditionally female-associated services like catering and cleaning but extends to a broader range of services. Implementing good practices such as transparent and accessible procurement processes, local procurement reporting mechanisms (Working Group on Gender Justice and Extractive Industries, 2020), and specifically designing procurement to facilitate women's participation are essential. Identifying and tracking the amount of business awarded to women-owned businesses, analysing whether existing procurement criteria disadvantage these businesses, setting targets for the percentage of contracts (or spending) awarded to them, and supporting women's access to training, finance, capital, and networks are strategies that enhance the inclusivity and effectiveness of local procurement efforts. These measures ensure that women-owned businesses are not only included but are positioned to thrive within the mineral supply chain (Working Group on Gender Justice and Extractive Industries, 2022).

3.3.3 Feminist Approaches

The approaches outlined above translate into the following strategic areas of focus for development cooperation:

Inclusive Local Procurement in LSM

Implement supplier diversity programmes to ensure that procurement opportunities are accessible to women, marginalised groups, and Indigenous-owned businesses. This not only supports diverse economic participation but also promotes fairness and equality in local economic development.

Organise training sessions, workshops, and networking events designed for women-owned businesses. These initiatives aim to enhance the capacity of these businesses to compete effectively for procurement contracts, ensuring they have the necessary skills and knowledge to navigate the bidding process successfully.

Enhanced Inclusion in Local Value Addition

Promote access to financial resources for women in the mining sector through comprehensive training programmes. These programmes are designed to improve financial literacy and empower women to manage and grow their businesses effectively.

Advise financial institutions on developing gender-responsive financial products that cater specifically to the needs of women entrepreneurs. This approach helps in addressing the unique challenges faced by women in accessing capital and financial services.

Create platforms that connect producers with buyers, facilitating direct interactions between women entrepreneurs and potential markets. This enhances market access for women's products, helping to stabilise income and promote sustainable business growth.

Diversified Livelihood Planning

Provide training in alternative livelihoods and sustainable livelihood practices. This initiative helps women in the mining sector diversify their

income sources, reducing dependency on mining activities and enhancing economic resilience.

Strengthen women's cooperatives by supporting collective efforts in economic activities and their role in other cooperatives. Cooperatives can serve as powerful platforms for sharing resources, knowledge, and market access, significantly empowering women to achieve greater economic independence and security.

Synergies with the Portfolio Projects

The following entry points for building upon the topic of women's economic empowerment exist within the current portfolio projects. For example: in providing training and skill-building to women (e.g., MinSus in Colombia), supporting COs in informing people in mining communities about their rights and encouraging them to improve living conditions (DISM project in DRC) and measures to encourage self-employment of women (projects in DRC).

An expansion of the portfolio is possible both thematically – for example to focus more on including women and marginalised groups in local value addition – as well as qualitatively to adopt a more intersectional lens, as well as consider the needs and contexts of various marginalised groups, including persons with disabilities, for example.

3.4 Community Engagement

3.4.1 Problem Analysis

Considering all the problems that women and marginalised groups in mining communities face (see previous chapters), it is crucial to ensure the engagement of the communities they are a part of in all processes related to mining and natural resource governance. While this study may identify potential approaches, a feminist perspective recognises that the **communities directly affected – and especially women and marginalised groups – are experts of their own needs, challenges, and potential solutions,** and need to be recognised as such. Community engagement offers a crucial key to harness the full potential of the expertise of all community members, for the benefit of everyone.

Engaging women in the planning of extractive projects is crucial for sustainable and fair mining practices. Excluding women from consultations can exacerbate existing inequalities and lead to greater hostility and dissatisfaction within communities (The Advocates for Human Rights, 2019). Women tend to prioritise issues like food security and water safety, which can be more effectively addressed through their meaningful participation. Ensuring their inclusion in decision-making processes is not only a matter of justice but also essential for the sustainability and fairness of mining practices.

However, barriers to women's participation in community engagement are numerous and multifaceted. Despite facing increased risks and vulnerabilities in mining communities, women frequently lack a voice in formal consultations (ILO, 2021a). Language barriers, including the dominance of English or other major languages, prevent meaningful participation (The Advocates for Human Rights, 2019). Additionally, technical jargon used in discussions further alienates women who are more likely to lack formal education (AWID, 2019). Caregiving responsibilities and reduced mobility, especially for Indigenous

women with larger families, add to these challenges (Parmenter & Drummond 2023). Additionally social norms and structural barriers further exacerbate the exclusion of women from consultations. Cultural beliefs often dictate that women should not speak out or serve as community spokespersons, assuming men will represent their interests (ibid.; Oxfam America 2019). When companies consult only with heads of families or property owners, women are frequently overlooked (The Advocates for Human Rights 2019). Moreover, consultations held in larger cities away from mining sites compound these issues, as women have limited access to financial resources and face mobility constraints (ibid.).

The intersection of gendered inequalities with racist and capitalist power structures, as well as colonial continuities, compounds the challenges faced by women in mining communities. This is particularly acute for women in Indigenous and tribal communities near large-scale and artisanal mining operations (ILO, 2021a). Corporate interests often dominate land use decisions, rendering community consultations superficial (Klein et al., 2023). Participation in negotiations is frequently manipulated to manufacture consent rather than genuinely seeking community input (AWID, 2017). Corrupt practices within companies and governments further undermine meaningful community consultations, as companies may support pro-mining authorities, communicate only with pro-mining community members, and use misinformation to prevent genuine participation (Altamirano-Jiménez, 2021; ibid.). These challenges highlight the importance of implementing FPIC effectively. FPIC aims to ensure that Indigenous communities, including women, are equitable and respectful consulted and rights and needs of all community members are considered.

Understanding Free, Prior, and Informed Consent

Free, Prior, and Informed Consent (FPIC) is a specific right granted to Indigenous Peoples, recognised in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). The key principles of FPIC are that consent must be given freely, without coercion or manipulation; it must be sought prior to any project implementation, allowing adequate time for consideration; communities must be fully informed about the project, including its potential impacts; and Indigenous communities have the right to give or withhold consent at any stage of the project cycle, including the ability to withdraw consent if circumstances change. FPIC is crucial because it empowers Indigenous Peoples to participate actively in decisions affecting their lands, territories, and resources, ensuring their rights to self-determination and maintaining their cultural and spiritual connections to their lands.

Participation in community consultations or holding positions of power carries significant risks for women, but these risks should not justify their exclusion. The reversal of traditional gender roles can lead to increased domestic violence and intimate partner conflict (Oxfam America, 2019). Women human rights defenders who confront extractive companies often face intimidation, sexual assault, and vilification, with limited recognition and protection even within their communities (AWID, 2017). Despite these risks, it is essential to ensure that women's voices are genuinely heard and valued in consultation processes. Barring women from consultation and decision-making spaces ignores the violence they may already be experiencing and fails to address the structural causes underlying the violence itself (Oxfam America, 2019).

3.4.2 Feminist Approaches

Promoting community engagement, and especially ensuring greater participation of women and marginalised groups in decision-making around raw materials governance, is one of the key ways to foster **greater representation of women and marginalised groups.** Representation ensures that the needs, interests and concerns of everyone are taken into account and thereby benefit society as a whole, accelerating the impact of sustainable development policies (IISD, 2021) and having positive environmental effects (UN Women, 2022). Most of the approaches for encouraging women's representation in community engagement identified in this section are aligned with the **intersectionality principle** of the FDP. **Postcolonial and antiracist approaches** are needed in ensuring a truly feminist application of the proposed measures. Yet the study did not find sufficiently good practice examples that are genuinely postcolonial and antiracist. FPIC, if exercised in good faith and best interests of Indigenous communities in mind could be a potential tool for developing such approaches – however, the literature review showed that, in practice, corporate interests dominate the way land is used and community consultations with Indigenous communities have been rather superficial (Klein et al., 2023). In reality, participation of Indigenous communities is often manipulated to manufacture "consent" (AWID 2017) and support is sought from pro-mining community members (Altamirano-Jiménez 2021). A feminist perspective, aligned with the FDP, would thus require a continuous reflection on of how colonial legacies impact the current power dynamics inherent in community engagement processes and how they can be addressed within the logic of the capitalist logic dominating the extractive sector. While calls for "an intersectional and transformative feminist natural governance agenda" (Sobel, 2020) exist, much remains to be done in the implementation of these imperatives.

One central approach to fostering community engagement is **holding community consultations at every stage of the mine's life cycle – and ensuring they are effective and have influence on the decision-making.** Companies within the LSM sector play a pivotal role in organising these consultation – and it is the role of governments to hold the companies accountable to ensure that those consultations really happen. For this, it is crucial to define and enforce gender-sensitive standards for community consultations that mining companies need to uphold: from the first explorations of the potential mine sites, including gender-responsive Environmental and Social Impact Assessment (ESIA), to the mine closure process and the post-mining transition.

Governments can often leverage the licensing process and setting conditions and requirements for the licenses to be obtained. Some countries' legislation already includes several gender-related conditions for obtaining licences – interview partners reported examples from Uganda, where licences can only be obtained if a gender equality strategy is submitted with the licence application, or West Africa, where working with community groups to develop an action plan about priorities for investing as a community are required of companies. Standards, regarding community consultations – as well as other aspects that foster community engagement (such as regarding human rights, anti-corruption and respecting the right of Indigenous Peoples to FPIC) could also be added as conditions for obtaining licenses.

Besides the local legislation, **global standards and binding international regulations, ensuring gender-responsive due diligence in global supply chain** also have the potential to hold mining companies accountable to support community engagement. Thus, for example, the European Union's Corporate Sustainability Due Diligence framework mandates companies to assess and mitigate human rights and environmental risks across their supply chains and additionally requires companies to meaningfully engage with stakeholders, including affected communities. Germany's Supply Chain Due Diligence Act (Lieferkettensorgfaltspflichtengesetz) also imposes obligations on companies to identify, prevent, and address human rights abuses and environmental harm in their supply chains – this has implications also on the obligations of companies to engage with local communities they affect. They are required to both assess the potential human rights and environmental risks, as well as implement measures to prevent or mitigate identified risks, which includes engaging with local stakeholders and communities. Furthermore, they need to provide accessible grievance mechanisms for individuals and communities affected by their operations, as well as continuously monitor the effectiveness of their due diligence measures and publicly report on their efforts and outcomes, including interactions with local communities.

Besides the legally binding national and international regulations, **voluntary standards developed by industry groups or civil society organisations, can also contribute to more engagement with mining-affected communities.** These voluntary standards encourage companies to go beyond mere compliance with legal requirements, **fostering a culture of continuous improvement and responsible corporate behaviour.** Many of those standards also include specific aspects, related to the company's obligations to engage with communities, affected by mining. The Standards of the Initiative for Responsible Mining Assurance (IRMA, 2023) require companies to engage with affected communities through meaningful consultation and participation. This includes obtaining FPIC for projects affecting Indigenous peoples, conducting social impact assessments with community input, and establishing grievance mechanisms for communities to raise concerns. The Standards of the Global Reporting Initiative (GRI, n.d.) encourage companies to report on their stakeholder engagement processes, including how they involve local communities in decision-making. This involves disclosing the nature and frequency of engagement, significant concerns raised by communities, and how the company has responded to these concerns. CRAFT Code, or the Code of Risk-mitigation for Artisanal and small-scale mining engaging in Formal Trade (Alliance for Responsible Mining, 2021), emphasises the importance of community participation in the formalisation process of ASM operations. It suggests that miners engage with local communities to identify and mitigate risks, ensuring that their operations benefit local stakeholders and respect community rights and needs. The guidelines of the Voluntary Principles on Security and Human Rights (VPSHR, 2024) suggest that companies engage with local communities to understand their security concerns and impacts. This involves regular consultations, integrating community feedback into security arrangements, and ensuring that security measures do not infringe on community rights and safety.

A "safer space" is a concept from social justice movements, designed to offer spaces, where the risk of being exposed to discrimination is lower than in daily realities of people attending the safer space. The concept is related to a "safe space", which emerged in the 1960s and 1970s in feminist and LGBTIQ+ movements, and aims to provide a space marginalised individuals will not face harm from those with identities, that they historically been discriminated against. However, the term "safer space" acknowledges absolute safety which is unrealistic and focuses on continuous improvement and inclusivity, accepting that harm might occur but committing to addressing it. This approach gained prominence in later social justice movements, including intersectional feminism and anti-racist organising.

To enable representation of women and marginalised groups in community consultation processes, however, the **barriers to their participation need to be understand and actively removed.** An understanding of barriers needs to be grounded in an intersectional understanding of marginalisation (see chapter 1.2) and ensure that the multiple diverse experiences and perspective of the mining communities are addressed adequately. It is crucial to avoid one-dimensional approaches to promoting women's participation that may overlook the intersecting identities and issues faced by for Indigenous women, members of the LBGTIQ+ community or persons with disabilities.

Starting from **structural barriers**, the companies need to ensure childcare, reimbursement for travel and translation services wherever needed. Special attention needs to be paid to making sure there are no barriers to bar people with disabilities from participating in the consultations (making sure that both spaces where consultations take place, as well as any adjacent basic facilities, such as toilets, are accessible). There is also a host of **psychological barriers** that need to be addressed. For example, in some contexts, it might be necessary to ensure safer spaces, where only people with particular experience of discrimination could be consulted, without the presence of those groups, from whom they face discrimination (e.g., a space for only Indigenous women). Some cases might also require the presence of trained and properly remunerated community liaison staff or ensure gender sensitive or trauma-informed approaches. And finally, there are **barriers that stem from power asymmetries** inherent in the community consultation processes: patriarchy, capitalism, and above all colonial legacies as well as racist post-colonial mining realities have clearly disempowered communities. To redress the myriad of historical injustices is a much bigger task that cannot be achieved simply through community engagement processes, which in their current form often lead to a lack of trust between mining-affected communities and mining companies. While removing those barriers is not possible in the short term, companies and governments could at least find ways to acknowledge them and try to alleviate their consequences. One such way could be to prepare community consultations in collaboration with CSOs, and especially leaning on the expertise of feminist and Indigenous women's rights groups. They can point out what aspects of the above listed barriers needs to be addressed to ensure participation of their communities. One pitfall to be avoided is tokenism: it needs to be ensured that women, especially Indigenous women, participate meaningfully rather than being merely symbolic representatives.

A crucial precondition to women and marginalised people's participation in community engagement processes is enabling transparent and accessible information campaign and material regarding the plans, realities, consequences and impacts of mining related activities in their communities. The need for clear and transparent information intersects with the measures we have proposed in chapter 3.3, on economic empowerment, as it can be used to inform the communities about ways they can benefit from economic and development opportunities mining provides, but it is especially crucial in ensuring meaningful community engagement. The availability of information regarding what is planned by governments and/or mining companies, what impacts it might have and what opportunities and risks might be associated with it, is a crucial first step for the mining communities to be part of the decision-making process. In some cases, other preconditions need to be met first – for example, information might need to be translated into various local languages, or it might need to be written up or otherwise presented in accessible ways. Sometimes, access to the internet or digital literacy courses might need to be offered to some groups. Here, again, the cooperation with civil society is crucial, as they often have a good entry point and trust required within the communities, to be able to disseminate information materials in a more effective way.

Finally, improving **communication and cooperation** between the different stakeholders (mining companies, governments, local communities, marginalised groups, civil society,, academia) establishes connections and networks that can facilitate both the information flow and decision-making processes. An additional incentive for companies and governments to open space for community engagement should come from a realisation that, when communities are not consulted and their interests get ignored, they organise often very effective resistance to mining projects, making the mining companies' plans more challenging and potentially costly (for an example of a Toolkit for activists organising against extractivism, see CMI! Extractives Working Group, 2021).

Good Practice

The USAID Capacity Building for Responsible Minerals Trade project in the DRC supported the National Network of Women in Mining (RENAFEM), composed of over 300 women-led associations working in mines across country. RENAFEM provides a space for dialogue, innovation, and collaboration among those working on gender-based violence and women's rights in the DRC's mining sector. This platform played a central role in preparing a National Action Plan to empower women in the mining sector. The network has set up monitoring committees at the local, regional, and national levels to monitor a) inclusion of women in mining decisions, b) women's involvement in promoting peace, and c) rates of gender-based violence on mining sites. (USAID, 2021c)

3.4.3 Summary: Fields of action for development cooperation

The approaches outlined above translate into the following strategic areas of focus for development cooperation:

Advocating for binding gender-responsive national and international regulations, as well voluntary standards, ensuring gender-responsive due diligence in global supply chain, including efforts by companies to promote community engagement

Capacity-building and policy advice on leveraging the licensing process at the beginning of the mine's life cycle, to hold mining companies accountable to the communities they impact. Leveraging the licensing process can ensure that mining companies organise community consultations at each stage of the mine's life cycle.

Development of national and international legal frameworks for implementing, monitoring and enforcing existing standards. This can relate to both standards for community consultations, as well as standards regarding respect for human rights, gender equality, anti-corruption and the right to FPIC. These standards often form a basis for effective community consultations.

Fostering communication and partnerships between various stakeholders

Organise multi-stakeholder exchange platforms, bringing together private sector (mining companies and both up- and down-stream private sector), local governments, CSOs, academia and local communities. This enables transparent communication channels between stakeholders, ensuring that information about projects, benefits, risks, and decision-making processes is accessible and understandable to all.

Capacity-building of CSOs (especially feminist, women's rights and Indigenous peoples' organisations)

Ensure access to internet and digital literacy. This removes barriers to participation in formats for community engagement.

Support CSOs providing transparent, clear and understandable information campaigns and awareness raising about the effects of mining (from exploration to mine closures) within their communities. An understanding of the complex realities and manifold consequences of mining is a prerequisite for community engagement.

Organise empowerment workshops (with a feminist, intersectional and postcolonial lens) and introduce measures that remove logistical barriers to participation, such as transportation and child-care considerations. Special attention needs to be paid to barriers for persons with disabilities.

Synergies with the Portfolio Projects

The topic of community engagement has a huge potential to be expanded on within the portfolio, there is also at least one project, namely ReGo West Africa, which empowers mining communities to implement community-based monitoring and use data-supported digital public instruments to collect complaints, and then use the collected data as a basis of multi-stakeholder dialogues (including both state and private sector actors), in which solutions and strategies are proposed. The project also uses gender-transformative approach by collaborating with influential community leaders to boost community engagement and address the information gap among women regarding their rights, thereby fostering more balanced gender representation in community engagement, as well as women's participation in the mining workforce.

The challenge of how to build in mechanisms for ensuring participation of the underrepresented could be addressed by linking feminist/Indigenous organisations with expertise in engaging their communities.

4. Conclusions

The findings, presented in this study, indicate that promising entry points exist within the raw materials portfolio of the German DC, yet also underscore a lot of untapped potential across key thematic priorities to be considered in further developing the portfolio in line with the core action areas and the guiding implementation principles of the FDP.

The portfolio review, exploratory interviews and the focus group discussion with representatives of portfolio projects have shown that two core elements of the feminist development policy have been put into practice across the different portfolio projects – namely, many of the interventions are human-rights based (i.e. aiming to assist both groups and individuals in claiming their rights and live self-determined lives), and they strengthen alliances and cooperation with civil society in mining communities. In addition, a few projects have developed promising best practice examples of activities that could be replicated, or serve as an inspiration, to further align the portfolio with the FDP.

To provide guidance on the direction the portfolio could take, this study has identified four thematic priorities, in line with the 3R approach of the FDP. Insights have been provided into selected key challenges, relating to promoting rights, ensuring access to resources, and enhancing participation of women and marginalised groups in and around mining communities – and approaches as well as good practices to address these challenges have been identified.

Specifically, the study finds a wide variety of approaches and good practices to address especially women's rights, representation and resources in the raw materials sector, which German DC can build upon in its portfolio. It also provides first insights into intersectional, gender-transformative or even post-colonial and anti-racist approaches. These remain rare and need to be expanded in line with the FDP. Further efforts are needed to go beyond women's empowerment approaches and systematically address inequalities in the raw materials sector from an intersectional perspective, transform structural discrimination in the long-term (gender-transformative) and recognise and address racist and colonial power dynamics. To this end, the study has included specific suggestions for relevant fields of action for German DC.

However, it needs to be reiterated that, from a feminist perspective that aims for a post-colonial and anti-racist approach, the measures proposed in this study should be considered as merely an interim solution to challenges within the current economic power structures. In the long term, a more comprehensive transformation of extractive practices and unequal economic relationships in the mining sector is needed, centring the experiences and perspectives of those marginalised groups most affected by mining.

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