

CASE STUDY ON

Enhancing Women's Participation in Extractive Sector Governance

For Women in Mining Ghana

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List of Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
ASM	Artisanal and Small-Scale Mining
AU	African Union
BHP	BHP Group (formerly known as BHP Billiton)
	CEDACentre for Extractives and Development
	Africa CEOs Chief Executive Officers
CSO	Civil Society Organization
CSOs	Civil Society Organizations
CSR	Corporate Social Responsibility
DOVVSU	Domestic Violence and Victims Support Unit
ECOWAS	Economic Community of West African States
EITI	Extractive Industries Transparency Initiative
GDP	Gross Domestic Product
GESI	Gender and Social Inclusion
GHEITI	Ghana Extractive Industry Transparency Initiative
GPI	Gender Parity Index
HTMB	Human Trafficking Management Board
ICAD	Coalition on AIDS and Development
IEA	International Energy Agency
IFC	International Finance Corporation
ILO	International Labour Organization
INCAE	Instituto Centroamericano de Administración de Empresas KIIs Key Informant Interviews
LI	Legislative Instrument
MEM	Ministry of Energy and Mines
MMDAs	Metropolitan, Municipal and District Assemblies
MNE	Multinational Enterprise
MOWAC	Ministry of Women and Children's Affairs
MoGCSP	Ministry of Gender, Children, and Social Protection NEPAD New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
NRGI	Natural Resource Governance Institute
OECD	Organisation for Economic Cooperation and Development OHS Occupational Health and Safety



PDPEA	Problem-Driven Political Economy Analysis
PEPS	Preferential Employment and Procurement Strategy
PIAC	Public Interest and Accountability Committee
PPE	Personal Protective Equipment
PhD	Doctor of Philosophy
S&P	Standard & Poor's
SIGI	Social Institutions and Gender Index
SOPs	Standard Operating Procedures
SPSS	Statistical Package for the Social Sciences
STEM	Science, Technology, Engineering, and Mathematics
SWOT	Strengths, Weaknesses, Opportunities, and Threats
UDHR	Universal Declaration of Human Rights
UN	United Nations
USAID	United States Agency for International Development
WEF	World Economic Forum
WIM	Women in Mining
WRI	World Resources Institute

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Executive Summary

Objective of the Study

Ghana's female workforce remains largely untapped in the extractive sector, with low representation in high-level positions in the government's regulatory institutions and on the boards of various employers in the sector. This limits the nation's potential to achieve equitable economic growth, sustainable development, and social justice in the sector. Women's exclusion from leadership roles and decision-making processes results in missed opportunities for their input and perspectives in policy formulation and implementation, thereby leading to suboptimal outcomes for the nation as a whole.

The barriers identified as impeding women's participation in the sector's governance include lack of access to education and training opportunities, discrimination and stereotypes, cultural and social norms, and inadequate legal frameworks. Women also face safety and security challenges, especially in remote mining areas. These challenges not only limit women's participation but also affect their safety, health, and well-being.

To systematically remove these barriers and integrate skilled and talented women into the sector, a concerted effort is needed from all stakeholders in the industry. This includes the government's mining sector regulation institutions at the national and sub-national levels, state and non-state accountability actors, CSOs, NGOs, other community-based institutions, local community leaders,

trade unions, professional associations, and educational institutions. Although each stakeholder has a unique role to play, multi-stakeholder collaborations are necessary to effectively develop and implement measures that will increase women's participation in extractive sector governance.

WIM Ghana recognizes the importance of engaging in dialogue with these stakeholders, specifically policymakers and civil society, to expand its concerted efforts aimed at enhancing women's participation in the mining sector's value chain. These engagements will highlight the roles of the stakeholders, proffer evidence-based recommendations, and build alliances to enhance women's participation in the mining sector value chain, with an emphasis on extractive sector governance. The next section provides the key findings and recommendations from the study, which will guide WIM's engagements.

Unlocking women's potential in Ghana's extractive sector for equitable growth and sustainable development.

Key Findings

Below are the report's key findings, organised around the following areas.

1. Gender disparities persist in the mining sector, both in overall participation and leadership roles

Despite advancements in various sectors, the mining industry in Ghana remains significantly male-dominated. Women's participation in the sector is disproportionately low, with only 10% representation across mining companies in the country. This underrepresentation extends to leadership positions within mining companies with a notable absence from top management and decision-making roles, further highlighting the existing gender disparities. The disparity is a multifaceted issue that affects women's career growth and hinders their ability to contribute fully to the sector. Addressing these disparities is crucial for leveraging the full potential of the mining sector by tapping into the diverse talents and perspectives that women can bring to the industry. Efforts must be made to create a more inclusive and equitable environment in which women can actively participate and lead in the sector.

2. Historical exclusions have a profound impact on women's participation and societal perceptions in the modern mining sector

Historically, women have played significant roles in mining activities, notably in pre-colonial Africa; however, their involvement declined in the mid-1850s due to regulatory changes like the British Mines and Collieries Act of 1842 and protective conventions introduced by the ILO in 1930 which pushed

women to the margins of the mining sector. In Ghana, the ban on women's participation in the mining sector was introduced in 1928 and not lifted until 2003. The historical antecedent for male domination in the mining sector is instructive for the hurdles to women's involvement today since the exclusion of women has resulted in further legislative and socio-cultural barriers to their full and equal participation. For example, the historical perception of mining as labour-intensive and physically demanding work has deterred women's participation and even though the industry has evolved, these outdated perceptions persist, contributing to gender disparities.

3. The barriers to entry and leadership are multifaceted but in Ghana, these barriers are generally rooted in socio-cultural ideologies

Several barriers, including inadequate specific and clear provisions addressing gender considerations in the regulatory framework of the sector, ineffective statutory safeguards against gender-based discrimination, opaque permitting processes, restricted financial access, and workplace harassment, hinder women's entry into the mining sector. Furthermore, pervasive societal expectations, which disproportionately assign caregiving responsibilities to women, significantly mould the career choices "assigned" to women. These expectations engender the perception that women exhibit lower professional commitment, thereby hampering their prospects for advancement and access to career development initiatives. Within corporate environments, unconscious biases against women persist, manifesting as doubts concerning their

professional competence. These biases are a contributing factor to the pronounced gender disparity in leadership positions and the underrepresentation of women in training programs or pathways to career progression, ultimately affecting leadership representation.

4. Comprehensive maternal support systems and infrastructure should be requisites in the mining industry

The study found that the mining sector frequently falls short in establishing comprehensive support systems for pregnant and nursing women, due to concerns of the financial implications of accommodating their unique requirements. The intrinsic characteristics of the mining industry - characterized by strenuous in remote locations and prolonged work shifts spanning one to two weeks away from home - accentuate the necessity of establishing comprehensive infrastructure to cater to the varied needs and safeguards of all its employees. Acknowledging and recognizing that the demand for flexible work arrangements and on-site childcare facilities and other support utilities, as mandated by pregnancy and breastfeeding, as well as additional protective measures, are not mere luxuries but fundamental biological requisites that should be standard for all genders.

5. Inclusive policies and practices are fostering diversity and equality in the mining industry

A paradigm shift is underway in the mining industry, globally and in Ghana, as a number of forward-thinking companies have recognized the necessity of fostering an inclusive environment. These industry leaders are implementing comprehensive gender-sensitive policies and practices

aimed at addressing historical disparities encompassing a range of forward-looking initiatives that contribute to more equitable workplace conditions and establish quotas established to ensure that women are adequately represented among shortlisted applicants. These collective endeavours exemplify a promising shift towards more gender-balanced and equitable mining industry practices.

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Key Recommendations

Based on the findings, the following preliminary measures are recommended to advance strong and active women's participation in Ghana's mining sector, especially its governance:

A. To Government (Regulatory Advancements)

1. Strengthening the Legal Framework towards Gender Inclusivity

A key outcome of this study was the inadequacy of existing gendered provisions in Ghanaian laws in advancing gender equality in the sector. The 2014 Minerals and Mining Policy, the 2015 Ghana Gender Policy and LL 2431 have all largely proved futile in empowering women in the sector. To advance gender inclusivity in the extractive sector and promote higher female representation in leadership, there is a critical need to strengthen the legal framework to move away from lax and recommendatory provisions when it comes to promoting women's participation. It is recommended to introduce legislation that mandates and enforces gender equality within mining companies. Such legislation will place the responsibility on companies to actively champion gender diversity and inclusion in their businesses and structure their operations accordingly.

Furthermore, legal provisions need to be made to ensure that all CSR programs implemented by mining companies are designed with a gender lens and address the specific needs and concerns of women in mining communities in their development and implementation. This will ensure that a certain percentage of CSR programs involve

programs that promote women's health and safety or that provide training and education opportunities for women.

The study further recommends that governmental institutions and private employers be encouraged to conduct systematic reviews and revisions of their official company paperwork, such as hiring guidelines, vacancy advertisements, and standard operating procedures (SOPs) for technical jobs, in order to remove unintentional barriers to gender inclusion and ensure that they are operating on equitable hiring, retention, and promoting policies. Adequate and appropriate frameworks and methodologies must also be established to guarantee that no unintentional bias influences individual performance and board effectiveness evaluations.

2. Mandatory Sector-Wide Gender Disaggregated Reporting

The proposal to mandate sector-wide gender-disaggregated reporting stems from the critical importance of comprehensive data in addressing gender disparities within Ghana's mining sector. Currently, while gender-disaggregated personnel data is submitted to regulatory bodies, it remains inaccessible to the public. Making this information publicly available would not only foster transparency but also create a competitive environment among companies in prioritizing gender mainstreaming. Furthermore, the existing reporting framework primarily focuses on large-scale mining companies. To ensure a holistic approach to gender mainstreaming, it is recommended to extend this reporting requirement to regulatory institutions operating in the sector. This expansion would encompass the entire spectrum of



entities involved in mining activities, promoting a unified effort towards gender equality.

The government, by mandating and broadening gender-disaggregated reporting, gains a valuable tool for evidence-based policymaking. This information allows for the identification of specific gaps and challenges faced by women in the sector, facilitating targeted interventions. Additionally, the public availability of this data can act as a catalyst for positive competition among companies, encouraging them to proactively enhance women's participation in all facets of the mining industry.

3. Creating Financial and Certification Incentives for Companies with Gender- Responsive Policies

By introducing tax incentives or financial rewards in the form of in-kind grants, wage subsidies or tax credits for companies that successfully adopt and implement gender-responsive policies, the government can leverage economic mechanisms to drive positive change and compensate for the cost implications typically associated with gender-based interventions.

Financial incentives act as powerful motivators for companies to proactively implement gender- responsive policies such as flexible work schedules, mentorship programs, healthy parental (maternity and paternity) leave durations and equal opportunities for career advancement that directly and indirectly target gender equality goals.

Certification incentives, such as the UNDP's Gender Equality Seal¹, can be similarly effective in encouraging companies to improve their commitment to gender equality and indirectly pursue gender equality goals through positive recognition of companies' gender mainstreaming efforts which also in turn encourage other companies to follow suit. Under such schemes, a company's commitment is verified by a regulating agency through an assessment of gender at all levels of an organization – from identifying gaps to developing policies and implementation strategies.

The UNDP certification examines, among others, whether organizations have work-life policies, whether there are safe places for all workers, whether equitable compensation is provided, and whether women are in positions of leadership and award tiered certifications (bronze, silver, gold) based on a company's achievement. Furthermore, when the certificate is granted,

¹United Nations Development Program (2023) Gender Equality Seal. <https://www.undp.org/jordan/gender-equality-seal>

continued monitoring of advancement and development to preserve certification status ensures that efforts will continue.

Incentives allow the government to stimulate a culture of continuous improvement in fostering equal opportunities for both genders approach and align with global trends where socially responsible business practices are increasingly becoming a benchmark for corporate success. Companies that prioritize gender equality often exhibit improved workplace morale, enhanced productivity, and a positive public image. In essence, this recommendation not only positions the government as a promoter of diversity and inclusivity but also aligns with the broader global movement towards responsible and sustainable business practices.

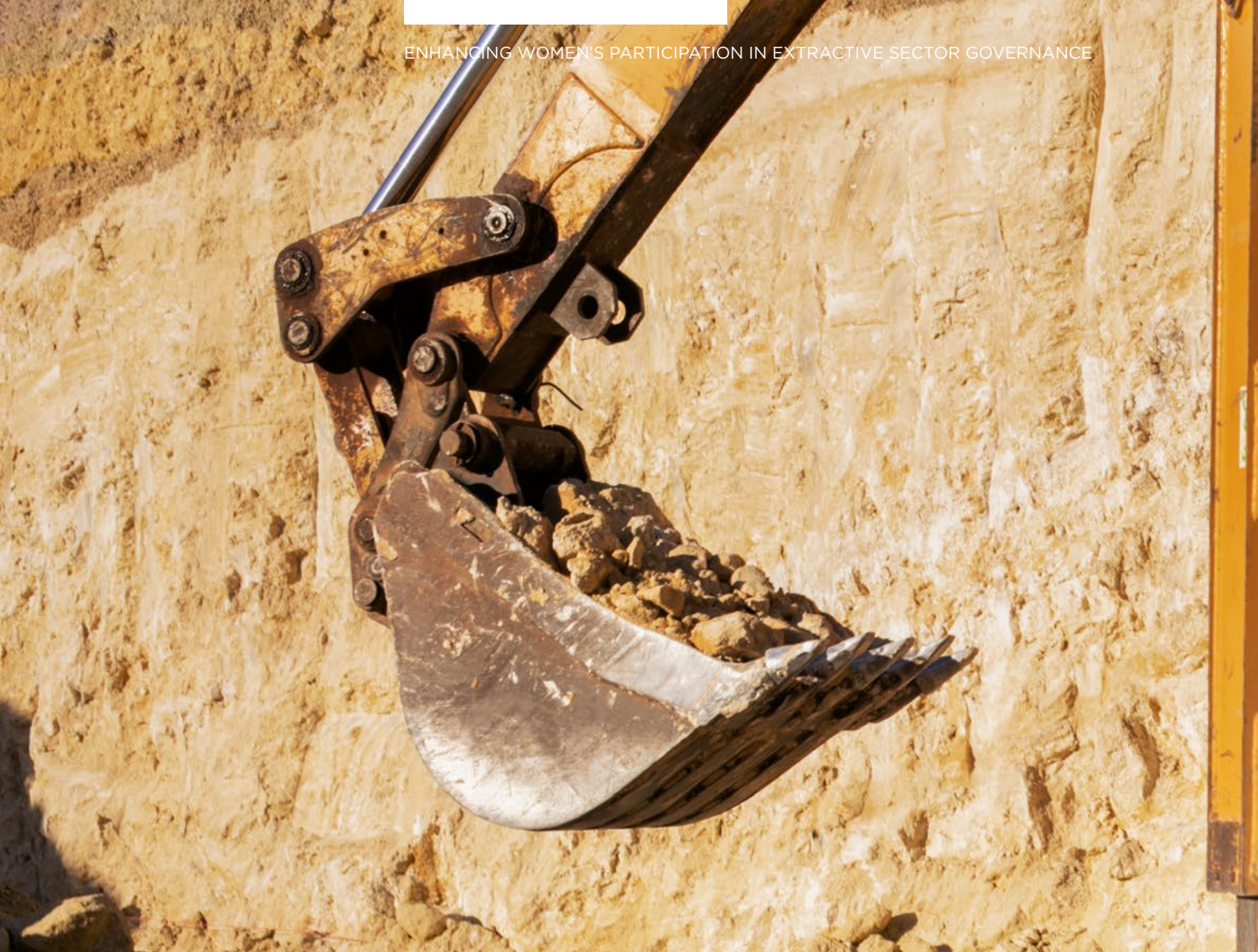
4. Improved Functionality of the Gender Desk of the Minerals Commission

A dedicated task force comprising government officials, industry experts, and gender advocates to monitor and drive gender equality initiatives within the mining sector is essential to provide strategic guidance and ensure sustained efforts in this regard. Currently, measures against discrimination and harassment are largely implemented by individual companies, contributing to reported ineffectiveness due to company politics and favouritism. To address this, the gender desk of the commission can establish an overarching grievance mechanism as part of its gender regulation of the sector. This mechanism would serve to bypass internal company dynamics, providing a neutral platform for reporting incidents and grievances, thereby ensuring a more effective and unbiased resolution process.

Moreover, the gender desk can extend its impact by conducting research on gender-specific health and safety concerns in the mining sector. This research would pave the way for the development of tailored and gender-sensitive mandatory occupational health and safety standards. By focusing on the unique challenges faced by both male and female workers, these standards contribute to a safer and more inclusive working environment.

The strengthened functionality of the Minerals Commission's gender desk is not only about oversight but also about creating a proactive and responsive mechanism. By addressing systemic issues and conducting targeted research, the gender desk becomes a central force in advancing strong and active women's participation in Ghana's mining sector, especially in governance roles.





B. To Industry

5. Addressing Cultural Barriers through Effective Sensitization

Ghana's mining sector is overwhelmingly male dominated, with a culture that is not always welcoming to women. To eliminate this impediment, as well as other systemic and structural biases inadvertently ingrained in Ghanaian society, and improve the sector's inclusion, attitudinal and behavioural changes are necessary within the extractive industry. The study recommends that organizations

establish and promote safe and conducive work environments free of stereotypes through unconscious bias sensitization and awareness building trainings, as well as promoting and deeply instilling values that foster inclusion and deep respect for all genders in the workplace culture. This will lay the groundwork for women to prosper, grow, and realize their full potential in the mining industry.

Effective awareness could be built through mandatory and regular company-wide gender sensitization training programs designed to make employees aware of their potential biases. This training should sensitize

them to the importance of gender diversity, encourage them to identify, call out, and challenge gender biases, and equip them to be cognizant of their actions, inactions, and decisions to identify situations in which they might be perpetuating stereotypical ideas on gender. By fostering inclusive values and providing training on gender biases, the industry can transform its culture, making it more respectful, equitable, and supportive for all genders. This, in turn, will contribute to a more inclusive and diverse workforce where women are encouraged to excel and lead at all levels.

6. Gender-Responsive Policies and Preferential Employment and Procurement Strategy (PEPS)

Deliberate and specifically designed policies are required to improve women's active and meaningful participation in mining sector governance and address the historical, cultural, and institutional barriers that women's groups encounter in Ghana's mining industry. The study found that companies in Ghana that have established strong gender policies with clear initiatives and set targets demonstrated higher representation

of women in management positions. These policies typically include strategies and commitments to increase the number of women in the workforce and create a more inclusive workplace culture. Key components of these gender-responsive policies involve:

- **Gender Parity Roadmaps:** Mining companies should create and document roadmaps outlining strategies to increase women's representation at various organizational levels. These roadmaps may incorporate specific targets and timelines, promoting a balanced gender distribution. For example, striving for a 50/50 gender balance in shortlisting and recruitment processes can be a powerful step toward gender equality.

- **Preferential Employment and Procurement Strategy (PEPS):** To address gender imbalances effectively, it's recommended to adopt a Preferential Employment and Procurement Strategy (quota system). This strategy ensures that women are intentionally targeted and not excluded from economic participation in the mining industry. PEPS

promotes the recruitment and advancement of women into high-level positions and provides preference to women-owned or led enterprises in procurement operations.

• **High Quotas in Pipeline Programs:** To rectify gender imbalances from the ground up, mining companies should establish high quotas in pipeline programs like internships, national service, and graduate traineeships. These programs offer women opportunities to gain vital skills and experience, paving the way for their progression into leadership roles. Setting high quotas for female participation in these programs helps create a talent pipeline, ensuring a more balanced representation at all organizational levels.

7. Enhancing Workplace Well-being and Safety for Women through Work-Life Balance Systems and Gendered Occupational Health and Safety

The mining industry could provide a substantial contribution to women's meaningful engagement and economic empowerment by putting in place measures that improve the well-being and safety of women and mainstream appropriate work-life balance systems and flexible working arrangements that have been previously overlooked owing to the sector's marginalization of women-specific needs.

Mining corporations, for example, can build on-site daycare centres, sanction telecommuting options, and provide other family-related services at mine sites to accommodate their cultural homecare responsibilities to enable women to participate more effectively in the workforce without compromising their family commitments.

The need for gendered occupational health and safety systems is similarly necessary and ranges from gender-appropriate protective

instruments and services such as uniforms, helmets, goggles, secure toilets, and bathrooms, to changing rooms. A frequently overlooked aspect of gendered OHS is the risk assessment of work for pregnant or nursing staff. Given the nature of mining work, some settings can be hazardous to nursing or pregnant women and their born or unborn babies. It is therefore recommended that companies, especially those with extensive field operations conduct thorough risk assessments specific to the individual's job, taking into account the setting and job requirements to identify roles that may pose a risk to the baby's health.

8. Streamlining Training and Assessment Procedures for Gender-Neutral Evaluation

To address the existing challenges of exploitation and the potential for gender-based discrimination within the mining industry, a critical initiative is the implementation of streamlined, gender-neutral personnel assessment processes that minimize human interaction and subjective decision-making. By adopting a streamlined approach based on performance metrics monitored in real-time, the power dynamics that underpin workplace gender-based exploitation and bias can be reduced.

In practice, this means shifting from subjective evaluation methods that may be susceptible to bias and discrimination towards objective, performance-based criteria. These criteria should be transparent and rigorously monitored to ensure fair and equal treatment of all employees, regardless of their gender. By focusing on performance-based criteria, the gender disparity in career advancement can be mitigated, making the industry more equitable and inclusive.

9. Strengthening women's positions and visibility through networks

In order to increase their visibility and dissolve the misconception that women are inadequate and ineffective in the sector's governance, women should be encouraged to form networks and associations within the mining sector to provide a platform for advocacy and collective action.

Women should be encouraged to create networks and organizations within the mining industry to provide a platform for advocacy and collective action to improve their visibility and dispel the myth that women are insufficient and ineffective in sector governance. Women's networks, as well as broader industrial organizations and professional bodies, foster a feeling of community and support among women, allowing them to set high professional objectives and find avenues for advancement through their peers. Through professional networks and business resource groups, updated directories of female expertise in the mining sector can further be developed to help employers easily recognize and access the wealth of female talent available. Increased visibility and accessibility through the formation and mainstreaming of network exposure promotes confidence in the capabilities of women in mining, challenging the misconception of inferiority and scarcity of skilled women professionals in the field.

10. Empowering Women's Entrepreneurship in the Mining Sector

It is essential to encourage and support women to create their own enterprises as suppliers or service providers when it comes to boosting women's entrepreneurship in the mining sector. This will open up

opportunities for women and assist them in starting or expanding their businesses. The study identified, however, that female entrepreneurs in the sector experience difficulties obtaining financing and business facilitation support, which bars their gainful and active participation in the sector. As a result, in addition to encouraging and educating women on how to enter and operate profitably in the sector, the study recommends the establishment of finance and licensing support initiatives that are accessible to women and take into consideration their special requirements and circumstances.

C. Societal Awareness and Advocacy

11. Breaking Stereotypes with Gender-Sensitive Media Coverage

Gender-sensitive media coverage can be essential in raising awareness about the hurdles that women experience in the mining industry. To promote such coverage, it is important to engage media professionals on issues related to gender and the mining industry. Media organizations should also be urged to implement gender-sensitive rules and procedures in order to guarantee that their coverage is factual, balanced, and free of stereotypical portrayals. Furthermore, showcasing the achievements and efforts of women in the mining industry might assist in shifting public opinions and increasing women's visibility in the field.

12. Education, Training and Mentorship

Women's effective engagement in Ghana's mining sector is frequently hampered by a lack of necessary technical and operational skills. Providing them with the necessary

training, through formal education and apprenticeship, to gain industry-relevant knowledge and skills is a critical step toward increasing their employability and eventual participation in the sector. Because female participation in STEM courses was highlighted as a key obstacle to their entry into the industry, the study also suggests intentional initiatives to increase their enrolment in relevant STEM courses at both the secondary and postsecondary levels. This includes outreach campaigns to high schools and other educational institutions to encourage more females to explore STEM programs and occupations, which can contribute to the development of a stronger pipeline of female talent for the future.

The following specific initiatives are also presented:

- Offering scholarships or financial support specifically for women aspiring to pursue STEM courses to help reduce financial barriers;
- Providing female students with mentors or role models already in the industry who can guide and inspire them throughout their academic and professional journey in STEM;
- Creating inclusive and supportive learning environments with flexible learning options that foster collaboration and community building, which can help female students feel more engaged and motivated in their studies.
- Organizing women-led workshops, seminars, and other events that specifically target female students to raise awareness about the opportunities and benefits of pursuing STEM careers.
- Partnering with universities, industry and other stakeholders to offer professional and

managerial courses, industrial internships, co-op programs, and other experiential learning opportunities that can help female students gain practical skills and experience in their chosen field.

- Addressing and mitigating any gender biases or stereotypes in the course descriptions and advertisements that may unconsciously discourage or deter women from pursuing STEM fields through awareness and education campaigns.

Encouraging more females to explore STEM programs and occupations.





Introduction

This section sets out the following:

- Background and introduction to the report.
- Specific objectives and scope of the work.
- The methodology used, limitations and structure of the report.

1.1 Background

Mineral resources have played a key role in promoting sustained socio-economic development globally. In many resource-rich countries, abundant minerals have formed the basis for high living standards and rapid economic growth. The mining sector has been particularly impactful, financing infrastructure projects and boosting employment, leading to the overall stimulation of economies. This trend is evident in Ghana, the largest gold producer in Africa, which is also rich in bauxite, manganese, diamonds, and iron ore. The mining industry has significantly contributed to Ghana's socio-economic development, providing essential raw materials, creating high-paying jobs, and serving as a major source of foreign earnings and domestic tax revenue. The mining sector has also remained an essential direct domestic revenue source for successive governments post-independence. **In 2020, the mining sector was the largest source of domestic tax revenue in the country, contributing GH 4.172 billion** – representing 18.1% of total direct domestic fiscal receipts.

However, the mining sector in Ghana has remained male-dominated and the participation of women in the sector is alarmingly low, especially in extractive sector governance. According to available data from 2013, the percentage of women working in the extractive industry is extremely low, accounting for only 18% of all extractive jobs in 2013.² Women are underrepresented not only in the core mining operations but also in managerial roles across the entire value chain. This lack of gender diversity and representation in the mining industry is not unique to Ghana. In comparison to other industries, the mining sector has the fewest female board members globally, with just four female executive directors among the top

²Interagency Coalition on AIDS and Development (ICAD). (2020). Gender-Based Violence in the Context of COVID- 19 in Ghana. https://www.interias.org.gh/sites/default/files/GrOW_Ghana_WP_1.pdf

100 mining companies and women holding just 8% of all board positions.³ Women in Ghana's mining industry are represented more heavily in the extraction of lower-value industrial minerals and are often engaged in informal mining jobs in the metal extraction sector such as panning, processing, transportation, and related work. In Ghana, women comprise approximately 15% of the legal small-scale metal mining labour force and about 50% of the illegal or 'galamsey' industry.⁴

Women are also largely excluded from decision-making and policy formulation, stemming from a range of barriers not limited to lack of access to finance, limited access to education and training, and societal stereotypes that limit their roles to certain types of work. They face structural and systemic gender inequalities in the mining companies, state regulations, and within the extractive's civil society space. This exclusion, paired with greater barriers for women to access relevant information exacerbates the disproportionate harms they face from mineral extraction and hinders their ability to access its economic benefits and opportunities. The prevailing legal gaps that prevent active women's participation in extractive industry governance are further aggravated by poor enforcement of existing laws. Not only does poor female involvement in the extractive industry perpetuate gender inequality, but it also limits the sector's potential to contribute to the country's inclusive economic growth and development fully. Ensuring equal and fair female participation in extractive sector governance

is therefore essential in addressing these gender inequalities. This is particularly important as recent studies have indicated that addressing gender equality and taking action to increase women's participation in the economic sector leads to considerable increases in global GDP growth.⁵

Active female participation will not only address the gendered needs of impacted communities but also strengthen the voice and agency of women in the extractive governance process. Moreover, promoting female participation will result in more effective management of mineral resources and equitable sharing of benefits. Increasing women's participation in the mining sector in Ghana requires a multi-stakeholder approach involving the government, educational institutions, civil society and community-based organizations, and mining firms. Each stakeholder has a distinct role to play in fostering gender diversity and inclusion in the sector, and their combined efforts are critical for achieving gender parity in Ghana's mining industry. Thus, multi-stakeholder dialogues are needed to translate policies into practices and develop a uniform and committed response to increase women's representation in extractive sector governance.

18%
**of women work
in the extractive
sector**

³Kansake, M., Tsuma, L., Mireku-Gyimah, D., & Kansake, A. (2019). Creating a Gender-Inclusive Mining Industry: Uncovering the Challenges of Female Mining Stakeholders in Ghana. *African Journal of Gender and Women Studies*, 2(1), 1-25. https://genderandsecurity.org/sites/default/files/Kansake_et_al_-_Creating_a_gender-inclusive_mining_industry-_Uncovering_the_challenges_of_female_mining_stakeholders.pdf

⁴Pandey, P. C., & Singh, A. K. (2018). Roles and status of women in extractive industries in India: Making a place for a gender-sensitive mining development. *Extractive Industries and Society*, 5(4), 489-498. <https://delvedatabase.org/uploads/resources/Roles-and-status-of-women-in-extractive-industries-in-India- Making-a-place-for-a-gender-sensitive-mining-development.pdf>

⁵OECD. (2019). Policy framework for gender-sensitive public governance. <https://www.oecd.org/mcm/Policy-Framework-for-Gender-Sensitive-Public-Governance.pdf>

**The mining sector
contributed over**

4billion

**Ghana Cedis as the largest
source of domestic tax in 2020**

1.2 Rationale for the Study

Women in Mining (WIM) Ghana is a coalition of women active in Ghana's mining industry which works to support women's advancement in the mining industry through training, advocacy, and other targeted initiatives. Since its inception, WIM Ghana has undertaken extensive engagements within the industry and promoted women's participation in the mining sector through empowerment programs and training.

Notwithstanding its concerted engagements with industry players aimed at enhancing women's participation in the mining sector value chain, there have been limited engagements with policymakers, and civil society, who lead and influence policymaking and overall governance on gender equality and social inclusion in the sector. To address this gap, WIM Ghana, with support from the Ford Foundation West Africa contracted the Centre for Extractives and Development Africa (CEDA) to undertake a study aimed at enhancing WIM Ghana's engagements with policymakers and accountability actors on gender issues at the national and sub-national levels in Ghana's mining sector.

The study includes a comprehensive review of relevant gender policies and regulations to identify the prevailing legal gaps that inhibit active women's participation in extractive sector governance and a gender barrier assessment to establish the practices and cultural norms that perpetuate unconscious gender bias that inadvertently bar women's advancement in the sector.

As effective action to mainstream gender necessitates the development of effective initiatives essential to achieving gender parity in the governance of Ghana's extractive sector, the study will provide appropriate and actionable

recommendations on measures to promote women's participation and advance inclusivity in the sector, distilled from case studies and global best practices.

Recognizing the need for a concerted effort from all stakeholders to drive gender diversity and inclusivity in the mining industry, the study will further develop a national and sub-national engagement plan to guide WIM Ghana's engagement of key stakeholders at various levels, including the formal and ASM sectors, to deepen their understanding of the repercussions of low female participation in extractive sector governance, establish their roles, and communicate the identified pathways to mitigate gender inequality in the sector.

Empowering women in Ghana's mining sector through strategic partnerships.

1.3 Specific objectives of the assignment

1.3.1 Purpose of the Study

The study's main objective is to improve WIM Ghana's engagements with policymakers and accountability actors on gender issues at the national and sub-national levels in order to promote women's advancement across the entire value chain in Ghana's mining sector. Specifically, the study seeks to:

- Conduct a thorough assessment of applicable gender policies, regulations, and guidelines to identify the legal gaps that prevent active women's participation in extractive industry governance;
- Identify pathways for expanding women's engagement in extractive sector governance based on global best practices, in order to create a suitable model for maximizing women's participation in the mining industry;
- Develop and execute a national and subnational engagement strategy aimed at identifying structural and systemic impediments to women's involvement in extractive industry governance.
- Conduct national and subnational level engagements to increase stakeholders' knowledge of the consequences of poor female involvement in extractive industry governance at the national and sub-national levels, as well as in the formal and ASM sectors.
- Provide recommendations targeted at enhancing the legal framework required for Ghana's extractive industry governance to achieve gender parity.

1.3.2 Scope of the Study

Gender Barrier Assessment

To provide a foundation and conduct a gap analysis of gender mainstreaming, the study conducted a policy review and examined the legislative framework provided by relevant gender-related legislative provisions, government policies, and company practices in Ghana's mining sector. The policy review facilitated a barrier assessment of women's participation in extractive sector governance using the OECD Social Institutions and Gender Index Methodology to identify the socio, cultural, economic, and political barriers inhibiting the active participation of women in extractive sector governance. Importantly, gender mainstreaming practices will also be distilled from engagements with key stakeholders at the national and sub-national levels in the mining sector.

Evidence-Based Recommendations

The study conducted a case study review of global best practices for enhancing women's participation in extractive sector governance, aiming to deepen the understanding of global standards and identify measures for promoting female participation in extractive sector governance in resource-rich countries, including Australia, the United Kingdom, and Peru. In its conclusion, the study provided evidence-based recommendations aimed at advancing women's participation in the governance of Ghana's mining sector.

National and Sub-National Engagements
Stakeholder mapping was used to identify all relevant national and sub-national

government and civil society stakeholders in the mining industry, followed by the development of appropriate engagement and communication strategies, culminating in a national and sub-national engagement plan to support Women in Mining Ghana's stakeholder interaction efforts.

1.4 Methodology and key issues framing

For the conduct of this study, the consultants adopted the following methodology:

1.4.1 Qualitative Analysis

- **Desk Review:**

A thorough research and document analysis encompassing important documents across Ghana's mining industry was completed, with a specific emphasis on gender mainstreaming, gender-related legislative provisions, government policies, and mining company practices. The goal of the literature research was to get an enhanced contextual understanding of the sector's legislative framework. The policy review further facilitated a gap analysis to assess the performance of existing gender-related policies and regulations in Ghana's mining sector, as well as a barrier assessment to identify structural and systemic barriers to women's participation and advancement in the extractive sector's governance. The conducted literature study also included the analysis of available literature on global and national best practices for stimulating greater women's participation in extractive

sector governance and the political and economic drivers of such initiatives.

- **Stakeholder Analysis and Engagement:**

To triangulate and validate the findings of the barrier assessment, key stakeholders in the mining sector, including government institutions, industry players, and civil society organizations, were engaged to discuss gender mainstreaming practices in Ghana's mining sector and the challenges faced by women in participating in the extractive sector governance space.

A key approach to stakeholder engagement is through the conduct of Key Informant Interviews (KIIs) and interviews with thought leaders ('bellwethers') engaged in the mining sector value chain in Ghana. Through the administration of multiple semi-structured interviews, the study solicited the opinions and perspectives of identified sector organizations, including government agencies, employers, CSOs, MMDAs, opinion leaders in mining communities, community-based women and youth groups, and several influential thought leaders on gender mainstreaming in Ghana's mining sector.

Stakeholder analysis also aided in the identification of all relevant government and civil society stakeholders in the mining sector at the national and community levels, including relevant ASM regulating agencies and CSOs that conduct research in the ASM space, in order to develop a final engagement plan for WIM Ghana's stakeholder interaction efforts aimed at addressing and communicating gender mainstreaming issues to support its stakeholder interaction efforts.

1.4.2 Quantitative Analysis

• Data Collection:

Primary data collection was conducted through the administration of questionnaires to collect data on gender mainstreaming practices in Ghana's mining sector. The questionnaires were designed based on the literature review and stakeholder engagements, and will be targeted at the following groups of stakeholders:

- Government institutions responsible for the regulation of the mining sector
- Mining companies operating in Ghana
- CSOs operating in the mining sector
- Women and youth groups in mining communities

• Data Analysis:

The data collected from the questionnaires will be analysed using Statistical Package for the Social Sciences (SPSS) to obtain descriptive and inferential statistics. The data will be analysed based on gender, age, educational level, and occupation to identify trends and patterns in gender mainstreaming practices in Ghana's mining sector.

1.4.3 Political Economy Analysis

Based on the findings of the qualitative and quantitative studies, a Problem-Driven Political Economy Analysis (PDPEA) was carried out in order to identify specific potential intervention areas for increasing women's participation in Ghana's mining sector governance. Data triangulation approaches were used to determine the consistency of conclusions from stakeholder information and to corroborate anecdotal information with accessible empirical data. The Triple-A (Authority, Acceptance, and Ability) criteria were used to stress-test the identified suggestions in order to scientifically verify their resilience based on the study's findings (Error! Reference source not found.). To minimize discrepancies and improve policy coherence, all connected and relevant legal paperwork will be reviewed during the research to guarantee that the policy suggestions are consistent.

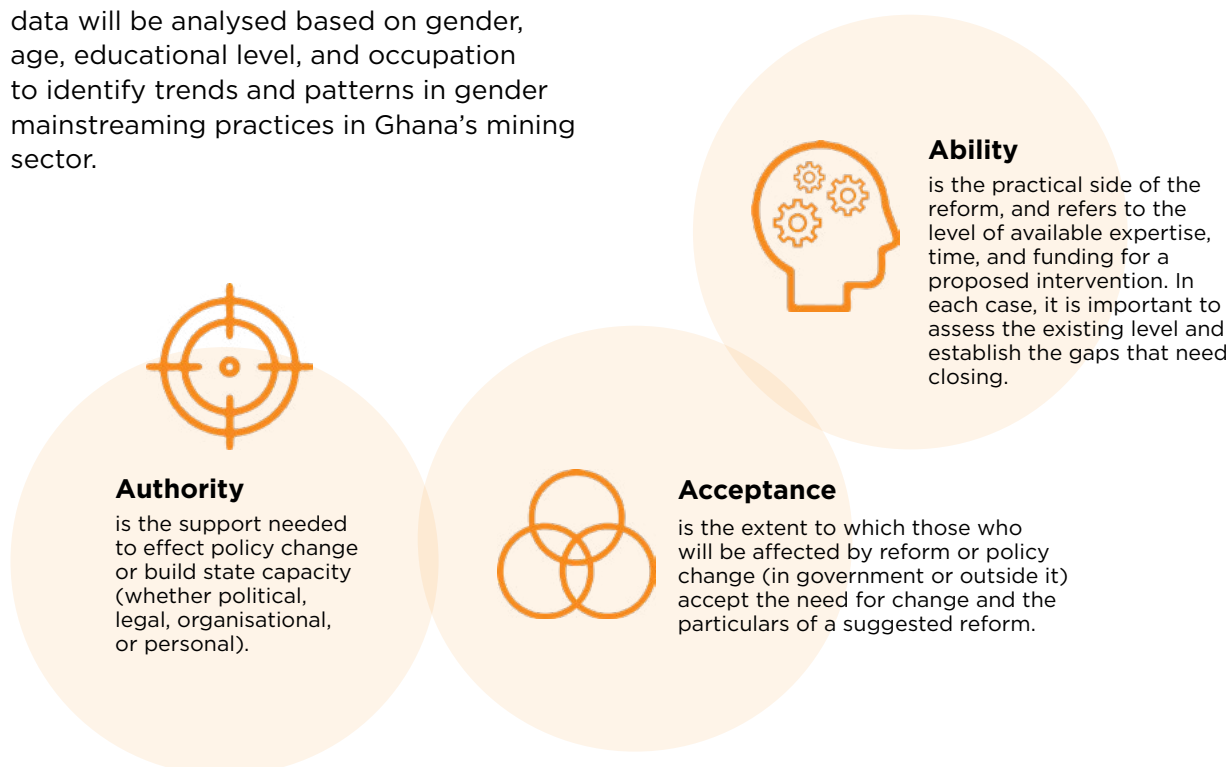


Figure 1: Triple-A' (Authority, Acceptance and Ability) Criteria (Source: PIAC (2022))

1.5. Limitations of the Study

The scheduling and execution of focus group sessions and key informant discussions with stakeholders and key informants had an impact on the project's overall timeline, affecting its timely completion.

1.6. Structure of the report

The remainder of the study report is structured as follows;

- **Section 2** presents an overview of the regulatory and legislative frameworks and provisions relevant to Ghana's mining sector.
- **Section 3** details the identified barriers to female participation in the governance of Ghana's mining sector.
- **Section 4** analyses case studies from various global and national contexts that showcase strategies for improving women's involvement in the mining industry.
- **Section 5** concludes the study with a summary of the findings and policy recommendations on promoting women's participation in extractive sector governance.



Overview of Ghana's Mining Sector: Gender Legislative Provisions and Policies

This section examines

- Overview of mining sector – including key global legislation, institutional and regulatory frameworks
- Overview of Gender Policies in Ghana's Mining Sector
- We also review global legislative best practices on gender mainstreaming in the sector
- Based on the comparative analysis, we will undertake a gap assessment of Ghana's gender laws

2.1 Overview of Gender and Social Inclusion Regulatory and Legislative framework and Policies: Global and National Context

2.1.1 Global Context

Globally, gender equality and women empowerment are strategies for accelerating poverty reduction, bridging income inequality, promoting human rights and improving living standards among men and women. Therefore, achieving gender equality across all facets of society is a critical precondition for sustainable and inclusive development.⁶ **Gender equality and women empowerment are however constrained by archaic legislative provisions.**

⁶Organisation for Economic Co-operation and Development (2021) Policy Framework for Gender-Sensitive Public Governance <https://www.oecd.org/mcm/Policy-Framework-for-Gender-Sensitive-Public-Governance.pdf>

A 2020 World Bank study identified a number of countries with prohibitive legal and legislative frameworks. In Colombia, women are barred from working as industrial painters, while Bangladeshi laws forbid women from working on industrial machines. In the mining sector specifically, women are not allowed to work in underground mines in Sierra Leone, Tunisia and Morocco. In all, the study identified that 90 percent of the 190 surveyed countries have at least one legislative provision impeding gender equality and women's economic empowerment.⁷ Efforts at achieving gender equality have also been derailed by the COVID-19 pandemic, which has brought to the spotlight systemic deeply rooted gender inequities across the globe in education, employment and public life.

To empower women and promote gender equality globally, various conventions and legislative instruments have been adopted to ensure Gender and Social Inclusion (GESI) issues are mainstreamed into national laws and policies. **The United Nations Declaration of Human Rights (UDHR) is a milestone convention for the protection of human rights, and achieving gender equality globally.** Ratified in 1948, UDHR stipulates the freedoms and equality of every human being by enshrining their inherent rights and freedoms as inalienable. The Declaration also enjoins governments, as a core duty, to protect and promote the rights of their citizens devoid of discrimination. A key

Gender equality and women empowerment are constrained by archaic legislative provisions.

feature of the Declaration is the promotion and protection of the economic, political, social and cultural rights of men and women worldwide. The first article of the Declaration states that "all human beings are born free and equal in dignity and rights", while article 2 of the UDHR states that all rights and freedoms of the Declaration are enshrined irrespective of one's sex.⁸ Following the ratification of the United Nations Universal Declaration of Human Rights, a number of conventions, treaties and protocols have been adopted to advance gender equality by safeguarding the rights and freedoms of women across the world. The diagram below highlights a few of them;

⁷World Bank (2021) Using Digital Solutions to Address Barriers to Female Entrepreneurship – A Toolkit <https://digitalforwomen.worldbank.org/legal-and-regulatory-framework>

⁸United Nations (1948) Universal Declaration of Human Rights. <https://www.un.org/en/about-us/universal-declaration-of-human-rights>

“All human beings are born free and equal in dignity and rights”

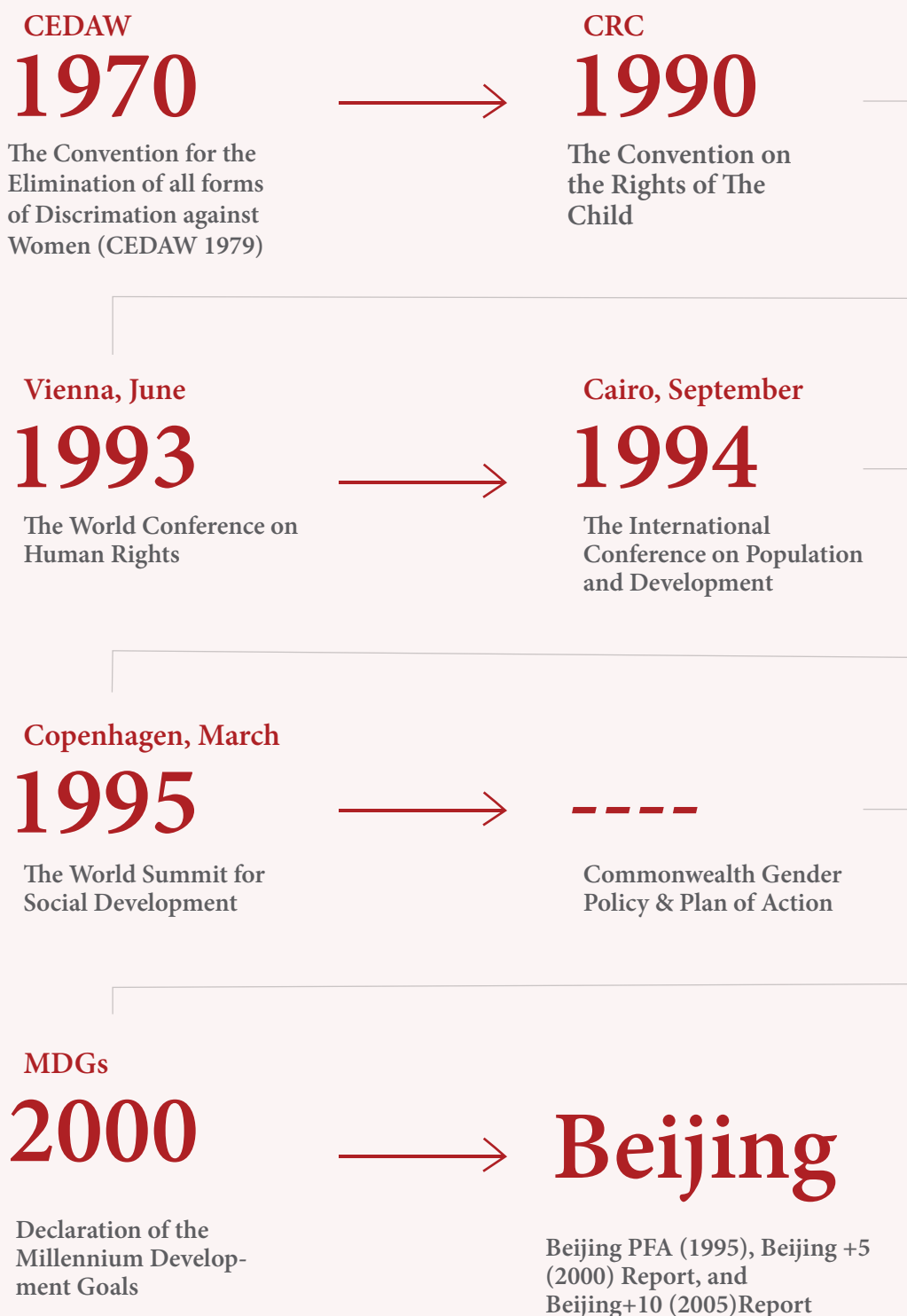


Figure 2: Gender equality international laws and conventions (Source: STAR Ghana (2013))

In the African region, various conventions and protocols have similarly been adopted to safeguard the rights of women and ensure gender equality across the 54 countries. The African Charter on Human and People's Rights, AU - Solemn Declaration on Gender Equality, AU - NEPAD Gender Equality Objective 5 and the ECOWAS Gender Policy are all aimed at ensuring gender equality on the continent.⁹ It is instructive to note that these international, regional and sub-regional conventions heavily influence gender regulatory provisions and policies in Ghana.

2.1.2 National Context

In the last 30 years, Ghana has made significant strides towards consolidating the rule of law and democratic governance. Ghana's choice of adhering to the tenets of democracy demands strict adherence to human rights and recognition of all segments of the population. To ensure active participation of the entire population, Ghana's 1992 Fourth Republican Constitution makes adequate provision for equitable distribution of resources for the benefit of women and girls. The constitution also eliminates bottlenecks impeding their active participation in the governance process, under Article 17, guaranteeing the rights and freedom of women and girls. Article 17 also demands that all Ghanaians shall be treated equally and no one should be discriminated against irrespective of their gender. The article also enjoins the legislature to enact laws to address societal imbalances.

Another significant milestone in ensuring gender equality in Ghana was the establishment of the Ministry of Women and Children's Affairs (MOWAC) as a fully-fledged sector ministry in 2004.

Headed by a minister with the status of a cabinet minister, the ministry was charged with the responsibility of developing and coordinating policies aimed at mainstreaming women's and children's concerns in the development process to improve the cultural, social and economic conditions of Ghanaians, especially women and children. To harmonise welfare and social protection issues alongside issues of women and children, the Ministry of Women and Children Affairs was replaced with the Ministry of Gender, Children and Social Protection (MoGCSP) in 2013 through an Executive Instrument. The new ministry has an expanded mandate of creating an inclusive society and the protection of vulnerable and marginalized Ghanaians.

To consolidate gains made in women empowerment and gender equality, and address prevailing bottlenecks, **Ghana, in 2015, adopted the National Gender Policy dubbed Mainstreaming Gender Equality and Women's Empowerment into Ghana's Development Efforts.** The overriding objective of the policy is to mainstream gendered issues into national development by improving the economic, social and political conditions of Ghanaians, particularly girls, women, children and other marginalized sections of society. Following the adoption of the policy, stakeholders in Ghana were enjoined to take strategic actions within their various organizations as directed by the policy to address barriers to women equality and mainstreaming of gender.

In addition to the above-highlighted legal provisions, the following regulations and policies have been adopted to advance gender equality in Ghana.

⁹STAR-Ghana (2013) Policy Brief - Gender, Social Inclusion and Health in Ghana. STAR-Ghana_GESI Policy Brief_Health Final.pdf



Table 1: *National Gender Equality Laws*

Law	Legislative Provisions	Gender Equality Clause
Constitutional Provisions	Article 17 of the 1992 Constitution of Ghana	Prohibits discrimination of persons on the basis of gender.
Legislative Provisions	The Labour Act, 2003 (Act 651)	The right to equal pay for equal work “without distinction of any kind
	The Domestic Violence Act, 2007 (Act 732)	Criminalises all forms of violence and further establishes the Domestic Violence and Victims Support Unit (DOVVSU) to speedily respond to situations of violence against women
	The Intestate Succession Law of 1985, amended in 1991	Provides a uniform intestate law applicable throughout the country especially when a spouse dies intestate
	Criminal Code Amendment Act, 1998 (Act 554)	Prohibits female circumcision and further makes enforcement more effective.
	Human Trafficking Act, 2006 (Act 694)	The Act addresses trafficking in person matters and establishes the Human Trafficking Management Board (HTMB) which provides technical advice to the Ministry to effectively respond to trafficking in persons cases.
	Repeal of Section 42(g) of the Criminal Offences Act, 1960 (Act 29)	Prohibition of non-consensual sex within marriage.

Gender equality mainstreaming in Ghana is also influenced by ratified protocols and conventions, including;



Figure 3: Key Women International Conventions and Protocols Ratified by Ghana

Source: 2015 Gender Policy

2.2 Gender Equality Frameworks

Globally, it has been widely established that gender imbalances exist in all sectors of society. Gender equality frameworks are therefore tools and approaches used in eliminating systemic and deep-rooted gendered barriers. Advocating for gender equality is primarily about achieving 'equal opportunities' for both men and women across all sectors of society. The remainder of this section highlights three gender equality frameworks and illustrates how such tools can be used to advance gender parity.

2.2.1 Intersectionality Approach

The intersectionality approach to gender mainstreaming emphasizes the various forms – 'intersections' – of women's discrimination and disempowerment. For instance, in the education sector, the intersectionality framework can be used to draw the distinction between equality, parity and equity, and reinforce key educational concepts such as quality, access, relevance, continuity and learning outcomes among boys and girls. The framework is also critical in emphasizing the relationships among educational stakeholders, emphasizing the urgent need to address systemic gendered norms and behaviours. Aside from addressing the social injustices arising from gender bias, gender equality frameworks in the education sector also operate in the larger scheme of affairs to provide opportunities for all children to succeed.¹⁰ The diagram below illustrates how the intersectionality approach can be used to advance gender equality in the education sector;



Parity

- Proportional representation of boys and girls in an education system
- Equal number of boys/girls enrolled in school (proportionate to the population)

Equity

- Strategies and processes that provide fair and equal chances for all to pursue and benefit from educational opportunities
- Teacher training on gender-sensitive pedagogies
- Separate safe laterines for both girls and boy

Equality

- Females and males have equal rights, freedoms, conditions, and opportunities for realizing their full potential in society
- Female and male leaders

Figure 4: Gender equality framework in the educational sector

Source: USAID (2008). *Gender Equality Framework*

2.2.2 Moser Framework

The Moser Framework is a widely used gender equality framework that ensures the integration of gender planning in all aspects of development work to advance equality, equity and empowerment. Developed in the 1980s from the Women Empowerment Approach, the Moser Framework argues that gendered strategies should be at the core of interventions by Development Partners with the overriding objective of emancipating women from their subordination in society. The Moser Framework is demonstrated in Nepal where a more robust and coordinated gender equality framework was needed to enhance gender mainstreaming strategies. Recognizing the limited gender mainstreaming strategies among Development Partners in Nepal, the Gender Equality and Social Inclusion Working Group developed a gender equality framework

to support CSOs and other donor organizations in the country to enable them to adequately integrate gender perspectives into routine programming, based on the following inalienable rights;

- The right to equitable human development
- The right to be represented and participate in decision-making
- The right to recognition of cultural and linguistic diversity.

The multi-sectoral gender equality framework below presents different themes of interventions intended to bring immediate (captured in blue), medium-term (captured in green) and long-term (captured in red) impact in society. These interventions are to be tailored to the specific needs of women and other marginalized groups.¹¹

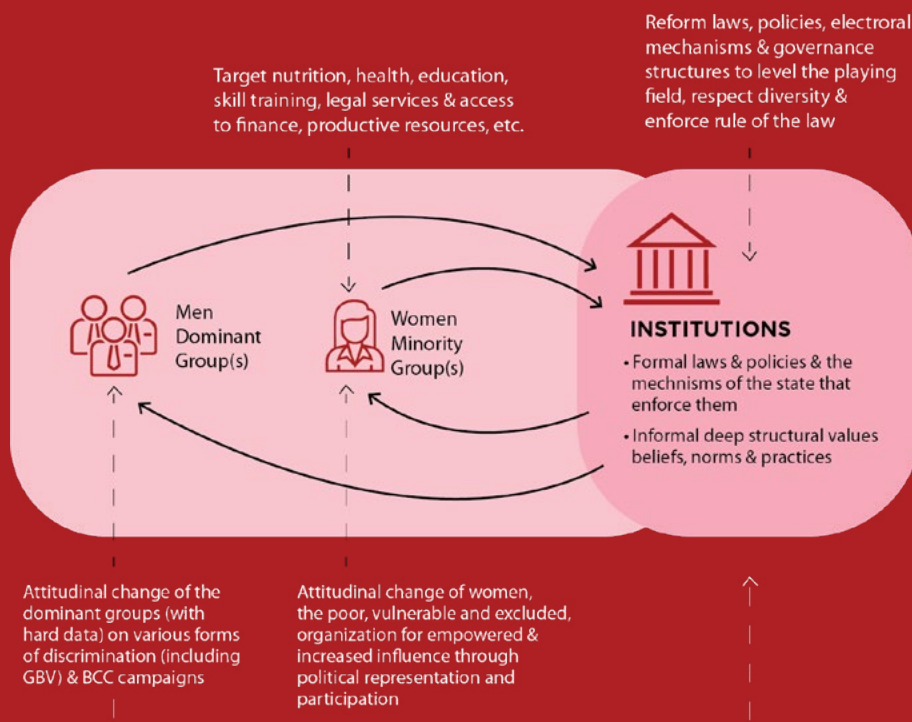


Figure 5: Multi-sectoral Gender equality and Social Inclusion Framework

Source: International Development Partners Group (2017). *A Common Framework for Gender Equality and Social Inclusion. Nepal.*

¹¹International Development Partners Group (2017) A Common Framework for Gender Equality and Social Inclusion. Nepal <https://www.undp.org/nepal/publications/common-framework-gender-equality-and-social-inclusion>

2.2.3 Harvard Analytical Framework – Extractive Sector

The Harvard Analytical Framework, as a gender equality approach, examines the gendered roles by identifying the work and resources of women and men in a community. The framework particularly focuses on an efficiency approach by enhancing the participation of women in the development process, as it demonstrates the business case for allocating community or organizational resources to both men and women. The framework also provides a useful tool for achieving gender equality, as it includes a checklist to enable communities to collect and analyze data on gendered roles and assess the effectiveness of their gender mainstreaming strategies.

The figure below shows the framework's activity profile tool used in collecting community information in a resource-rich community.

Figure 6: Community Activity Profile Tool

Activities	Women/Girls	Men/Boys	Where/When
Productive Activities Fishing Selling Fish Cash Cropping Paid Employment			
Reproductive Activities Care of Children Cooking for Family Collecting Water Subsistence/food Production			
Community Work Community Management Activities Community Politics			

Source: Oxfam Australia (2009). *Women, communities and mining: The gender impacts of mining and the role of gender impact assessment.*

Furthermore, the framework's access and control tool can also be used to track men's and women's access to economic resources, their level of control and the benefits derived from using these economic resources. For instance, in a mining community, the tool is valuable in identifying who has access to and controls mining project benefits

such as compensation, royalties, employment and CSR projects. For instance, if these benefits are not equitably distributed, and benefits only men, women's economic deprivation worsens. Thus, the tool provides an opportunity for equitable distribution of mining sector benefits to enhance gender equality.

Figure 7: Figure 7: Community Access and Control Profile

Activities	Access		Control	
	Women	Men	Women	Men
Resources in the community and/or household Land for subsistence farming Land for cash crops Labour				
Benefits derived from the use of resources Income from sale of cash crops Asset ownership Education oppourtunities				

Source: Oxfam Australia (2009). Women, communities and mining: The gender impacts of mining and the role of gender impact assessment.

2.3 Overview of Gender Provisions in the Mining Sector Globally

It is widely established that the impacts of mining projects negatively impact women more than men. That notwithstanding, governments across the world have failed to enact appropriate mining laws and regulations to mainstream gender equality approaches and strategies that recognize women as active stakeholders in the sector. Instituting adequate and robust legislative frameworks to promote women's participation across the mining sector will not only advance gender equality and ensure equitable distribution of mining benefits – it is also critical in poverty alleviation and the achievement of a just and inclusive society.

This section discusses some of the key legislative frameworks and policies used by countries to enhance gender equality in the sector.

2.3.1 Employment and procurement quotas

To enhance women's active participation in the extractive sector, some countries have explicitly enumerated gendered quotas in national laws. For instance, in South Africa, the 2018 South Africa Mining Charter sought to reverse decades of exclusion of marginalized sections of the population, including women. To increase women's employment and participation in

the mining sector, the Charter introduced quotas for women's employment and the provision of goods and services – presenting a legislative pathway for increased female participation in the sector. The Charter mandates that at least 5% of overall mining procurement be sourced from women or youth-controlled companies. With respect to services, the Charter further mandates that 15% of services in the sector are supplied by female-owned businesses.¹² The 2018 Charter also sought to increase women in leadership positions in companies holding mining rights by stating explicitly the following gender targets;

- 20% of women in board and executive management (from the 50% local content quota)
- 25% of women in senior and middle management (from the 60% local content quota)
- 30% of junior management (from the 70% local content quota)

2.3.2 Women Representation on Governing Boards of Mining Agencies

Women's underrepresentation in leadership and management positions in the mining sector has reinforced the notion of the sector being gender biased. Data from S&P indicates that only 13 percent of women occupy C-suite positions in the sector, while none of the 30 female CEOs from the S&P 500 companies in 2020 was in the mining sector.¹³ To address this inequity, some extractive countries use legislations to reserve positions for women on the governing board of state mining agencies. In Sierra Leone, the Environmental Protection Act reserves one position on the governing

board for women. Similarly, the 2009 Sierra Leonean Mines and Minerals Act – which regulates minerals exploration and development – stipulates that the Minerals Advisory Board should, in addition to representatives of relevant bodies, consist of two experienced and knowledgeable individuals, one of whom should **generally** be a woman.¹⁴ It is worth highlighting that Ghana has similar gender-sensitive laws that prescribe women representation on the board of key state institutions in the sector.

2.3.3 Female-Centred Mining Sector Policies and Regulations

Mining sector policies and regulations have also been used as a tool to advance gender equality in the mining sector. In Peru, a 2019 Ministerial Resolution has enhanced active women's participation in the mining sector by creating an internal commission to coordinate the achievement of gendered targets in the sector. Similarly, the country's 2012 Regulation Law Number 29785, Law of the Right to Prior Consultation of Indigenous or Native Peoples ensures that women in affected areas are consulted, in addition to indigenous people, prior to mineral resource extraction. In Colombia, the 2018 Human Rights Policy for the Energy and Mining Sector admonishes the implementation of strategies to increase women's participation in the extractives sector. The policy further introduces the use of gender-disaggregated data to assess the gender-responsiveness of the internal protocols and procedures of the Ministry of Mines and Energy.¹⁵

2.3.4 Formation of Women Cooperatives in the ASM Subsector

According to the International Labour Organization, Cooperatives can improve the

¹²International Institute for Sustainable Development (2019). Local Content Policies in the Mining Sector: Scaling Up Local Procurement. Canada. <https://www.iisd.org/system/files/publications/local-content-policies-mining.pdf>

¹³Katie Darden and Taylor Kuykendall, "Despite diversification efforts, fewer than 1 in 5 mining leaders are women," S&P Global, June 19, 2020, spglobal.com.

¹⁴Sierra Leone. (2010). The Mines and Minerals Act 2009. Supplement to the Sierra Leone Gazette, 141(3). <http://www.sierra-leone.org/Laws/2009-12.pdf>

¹⁵Natural Resource Governance Institute (NRGI) in partnership with the World Resources Institute (WRI) (2021) Gender and Extractive Governance: Lessons from Existing Legal and Policy Frameworks. https://resourcegovernance.org/sites/default/files/documents/ogg_gender_report_2021_nrgi-wri.pdf

20%



of women in board and
executive management

25%



of women in senior and
middle management

30%



of women in junior
management

economic efficiency and security of women, and are useful tools for enhancing women's agency and economic empowerment. In the mining sector specifically, Cooperatives can improve the living standards of ASM actors and improve their transition into the formal sector.¹⁶ Recognizing this, the Nigerian Ministry of Mines and Steel Development has instituted a micro-finance scheme to support women in the country's ASM subsector aimed at accelerating their formalization. The cooperatives, including the Sokoto Women Miners Association and Irrigwe Women's Cooperatives, were provided with various mining equipment to support their formalization.¹⁷ Similarly, the establishment of cooperatives in Rwanda's small-scale sector enhanced the technical and financial capacities of women miners, increasing benefits to female ASM actors.¹⁸

2.4 Overview of Gender and Social Inclusion Regulatory and Legislative framework and Policies in Ghana's Mining Sector

The Sustainable Development Goal 5, Target 5 obligates countries to undertake reforms aimed at giving women equal rights and access to economic resources, including land and natural resources. To this end, laws in Ghana's mining sector are expected to advance gender equality. This section of the report highlights some essential gendered legislation and policies in Ghana's mining sector.

2.4.1 1992 Constitution

Article 257(6) of the Fourth Republican Constitution bestows minerals in its natural state within the Ghanaian jurisdiction to the Ghanaian state – providing the legal basis for mineral extraction by governments. The constitution further enshrines the rights and freedoms of all Ghanaians irrespective of their gender. Article 17 of the constitution specifically prohibits gender discrimination in any form, and by extension safeguards the economic rights of women to participate in any economic activity, including in the mining sector. Furthermore, article 27 of the constitution also protects women's reproductive and maternal responsibilities – a key enabler for enhancing women's participation in a male-dominated sector.¹⁹ While the study acknowledges that there are no specific constitutional clauses on enshrining gender equality in the mining sector, the gender-related provisions in the constitution paved the way for the enactment of subsequent legislation and policies for advancing gender parity in the sector.

2.4.2 Affirmative Action Bill

Acknowledging the historical disadvantages faced by women, Ghana, having ratified major international conventions - including Commission for the Elimination of all Forms of Discrimination against Women (CEDAW) 1981, the Beijing Platform for Action (1995), the Sustainable Development Goals, the Solemn Declaration on Gender Equality (2004) and the ECOWAS Protocol on Good Governance and Democracy (2002) - recognizes the imperative for targeted measures to redress gender imbalances.

¹⁶International Labour Organization (2019). *Empowering Women in the Rural Economy*.

¹⁷World Bank (2019). [2019 State of the Artisanal and Small-Scale Mining Sector](#).

¹⁸Nwapi (2017). "Addressing the Capacity Building Challenge in the Mining Sector in Rwanda: The Implications of Rwanda's 2014 Mining and Quarry Law". *Journal of African Law* 61 (3): 355-72.

The Affirmative Action Bill was introduced by the Ghanaian government in 2011 in an effort to address the significant systemic discrimination that impedes the socio-political growth of marginalized groups, notably women, as demonstrated by the fact that women make up just 13.8% of its parliament. The drafted Affirmative Action Bill has undergone extensive consultations, revisions, and Cabinet approvals however it remains in the pipelines with reports emphasizing the need for further and more thorough consultations, extensive stakeholder input and comprehensive legislative processes. This legislative initiative, once enacted, will foster democracy, inclusion, and good governance, addressing social and economic imbalances and ensuring equitable gender representation across various sectors.

2.4.3 Minerals and Mining (Local Content and Local Participation) Regulations, 2020 (LI 2431)

The Minerals and Mining (Local Content and Local Participation) Regulations, (LI 2431) was passed in 2020 to consolidate critical local content mining regulations in Ghana and remains the key regulation guiding Ghanaian participation in the sector. The Legislative Instrument is applicable to holders of reconnaissance license, prospecting license or mining lease, export license and individuals registered to provide mine support services. In addition to providing the policy framework for local content implementation in the sector, LI 2431 further makes provision for gender mainstreaming in Ghana's mining sector. Section 5 (5) of the law encourages mineral rights holders in Ghana to have due

consideration for gender inclusion in the employment and training of Ghanaians in the sector – thereby making the law a key gender-responsive legislative in the sector.²⁰ Although the instrument remains lax with adequately specific directives, it provides in Regulation 19 that “comply with the gender inclusive provisions under the Regulations is liable to pay to the Commission an administrative penalty of the Ghana Cedi equivalent of ten thousand United States Dollars or have approvals and permits withheld”.

2.4.4 2015 Ghana Gender Policy

In 2015, Ghana adopted the National Gender Policy, a milestone in women's empowerment and gender equality in the country. The objective of the policy was to strengthen existing gender equality strategies and address existing challenges in gender mainstreaming in the country. Specifically, the policy addresses the systemic gender stereotyping and discrimination, and the inequities between men and women in decision-making at all levels and across all sectors. Again, the study acknowledges that the policy is particularly silent on women's empowerment in the mining sector. That notwithstanding, the core objectives and principles of gender mainstreaming apply to the sector.

2.4.5 2014 Minerals and Mining Policy

Ghana's mining industry, particularly gold extraction, has existed for centuries. Despite its enormous contribution to the Ghanaian economy, the benefits of the sector are yet to be fully realized. Recognizing this gap, Ghana adopted the Minerals and Mining

¹⁹IEA (2010). Gender and the Constitution. Constitutional Review Series 12. Accra.

²⁰Government of Ghana (2020) Minerals and Mining (Local Content and Local Participation) Regulations (LI 2431) <https://www.mincom.gov.gh/wp-content/uploads/2021/06/Minerals-and-Mining-Local-Content-and-Local-Participation-Regulations-2020-LI-2431.pdf>

Policy in 2014 to provide a blueprint for the prudent and sustainable extraction of mineral resources for the benefit of all Ghanaians. Chapter 3 of the policy enumerates twenty principles to guide minerals exploitation in the country and makes provision for empowering women in the sector. Specifically, principle 17 safeguards the human rights of women, and advocates for the removal of bottlenecks to their active participation.²¹

2.4.6 Gender Desk, Minerals Commission

The Minerals Commission in Ghana is responsible for developing and coordinating mineral sector policies. Initially established by the promulgated Minerals Commission Law (PNDCL.154), and given continued legal existence by the Minerals Commission Act, 1993 (Act 450), the Commission is also responsible for the prudent management of Ghana's mineral resources. Recognizing the gendered issues in the sector, the Commission, in 2019, established the Gender Desk to lead in gender mainstreaming in the sector. Though constrained by legislative and policy gaps, the Desk is promoting women's participation in employment and procurement opportunities in the sector through policy review and realignment, and robust sensitization activities.²²

²¹Government of Ghana (2014) Minerals and Mining Policy of Ghana. <https://www.mincom.gov.gh/wp-content/uploads/2021/06/Mineral-and-Mining-Policy-Ghana.pdf>

²²Minerals Commission (2020) 2019 Annual Report. <https://www.mincom.gov.gh/wp-content/uploads/2021/06/2019-MINCOM-ANNUAL-REPORT.pdf>

the impacts
of mining
projects
negatively
impact
women
more than
men.

2.5 Gap Assessment of Gender Policies in Ghana's Mining Sector

The mining industry in Ghana has traditionally remained a male-dominated sector. To change this narrative, Ghana has enacted legislation and adopted policies to advance gender equality in the sector. That notwithstanding, women's participation in the sector remains low across all levels and sub-sectors – partly attributable to legislative and policy gaps, including;

2.5.1 Absence of extractive provisions in the 2015 Gender Policy

The 2015 Ghana Gender Policy primarily was a milestone document in advancing gender equality in the country. While the policy provided strategies for gender mainstreaming across key sectors, the policy was silent on gender mainstreaming in the mining sector. In ensuring equitable use of natural resources, the policy primarily focused on strategies to ensure a coherent and sustainable approach to resolving women's land acquisition and administration concerns – placing little or no emphasis on gendered concerns in minerals extraction in Ghana. As a policy developed in an era of sustained gender activism in Ghana's mining sector, there was an urgent need for the policy, which sets out the government's blueprint for gender mainstreaming in the country, to have had explicit strategies for advancing women in the sector. The study acknowledges this as a critical gap in Ghana's quest to advance inclusivity in the mining sector.

2.5.2 Absence of a gendered quota in relevant Local Content laws in Ghana

LI 2431 was passed to provide a broad framework for advancing Ghanaian

participation in the sector. However, the legislative instrument has been unable to promote gender equality in the sector, largely as a result of its weak gender provisions. The only gendered provision in the law is the encouragement of holders of mineral rights to be gender-sensitive in the employment and training of Ghanaians. It is instructive to note that global best standards in advancing local content implementation in the mining sector prescribe explicit gender targets, as in South Africa – which mandates 5% and 15% spent on goods and services respectively from women or youth-controlled companies.²³

2.5.3 Inadequate Gender Provisions in the 2014 Mineral and Mining Policy of Ghana

Enacted to guide minerals extraction and utilization in Ghana, the policy remains a critical document for stakeholders in Ghana's mineral sector. Similar to LI 2431, the 2014 Mineral and Mining Policy of Ghana has gender mainstreaming challenges, due to its limited focus on gender mainstreaming in the sector. As a policy developed to enhance equitable and sustainable exploitation of Ghana's mineral resources, it is worrying to note that the only gender consideration in the document is the 'safeguarding of rights of women and removal of bottlenecks to

¹⁶International Institute for Sustainable Development (2019). Local Content Policies in the Mining Sector: Scaling Up Local Procurement. Canada.

participation of women. The policy does not explicitly proffer measurable solutions to the already known challenges, as is done in other jurisdictions. It is worth highlighting that in the document, gender appears twice in one single sentence, while the word female was not captured in the entire policy document.

2.6 Conclusion

In the mining sector, gender equality and women empowerment are critical in advancing inclusivity and ensuring that the benefits of mining are equitably spread. To achieve this, laws and policies have been enacted to ensure greater female participation in the sector. However, gender equality and women empowerment in the sector are impeded by numerous factors, including systemic and cultural practices and legislative gaps. The section concludes that, with the right policy and legislative frameworks, mineral-rich countries can achieve gender equal in the sector.

3 Barriers to Female Participation in Ghana's Mining Sector: Contributory Factors

This section provides

- Historical Antecedent of Female Participation in the Sector
- Barrier Assessment of Female Participation in the Mining Sector against global best practices to point out any potential gaps
- Case Studies on the implementation of Ghana's Local Content Policy – SWOT Analysis

3.1 Overview of Female Participation in the Mining Sector

3.1.1 Global Context

Women have historically been involved in mining activities for centuries, most notably in pre-colonial Africa, where they were involved in the major artisanal mining industry, functioning as labourers, crushing and processing ore, and performing other manual tasks; and in Western Europe, where women were considered active prospectors in the American gold rushes. However, in the mid-1850s, this involvement dwindled, pushing women into the margins of the sector with the passage of the British Mines and Collieries Act of 1842 and the ILO's introduction of protectionist conventions in 1930. The Act, which prohibited females from working in the perilous depths of underground mines, was enforced due to apprehensions regarding the dangers associated with the mines and the moral repercussions of mixed-gender labour in poorly lit mining environs. The far-reaching implications of this regulation were profound particularly in British colonies like West Australia, where until 1988, mining firms could face steep fines for permitting female employees to work underground. In like

manner, the ILO's conventions prohibited the participation of women in its member states from underground work, thereby constraining their capacity to engage in nocturnal labour and relegating them to lower status and less remunerative jobs, particularly in member states of the ILO.

While several countries have repealed or amended such laws including Indonesia where the ban was lifted in 2003 and more recently in Colombia who lifted the ban in 2016, the World Bank²⁴, reports that more than 60 countries across the world still uphold laws that limit women's employment in the mining industry. Even though rigorous enforcement is not present in some of these countries, the mere existence of these regulations is indicative of a deficient and inadequate commitment to promoting and embracing gender inclusivity in the sector. These laws are most prevalent in Africa, where one-third of countries prohibit women from working in mines and at night including Morocco, Nigeria, Sierra Leone and Tunisia.

The key factor that drives the inhibition of women from physically dominating sectors across the world has been described by Lahiri-Dutt as a biological essentialist view of women as weak and in need of unique protection from rigorous work that disregards contrasting and extensive social and historical evidence.²⁵ The view has fostered profound imbalances not only within the extractive sector but also in the larger social fabric, contributing to gender-based exclusion and impeding women's comprehensive integration into the labour market. Furthermore, the patriarchal conceptualizations of labour in the extractive industry have resulted in the marginalization of women's work across the entire value chain, leading to inadequate

representation in labour unions, suboptimal organizational structures, and deficient policies and safeguards.

In the 1970s and 1980s, women's participation in mining activities increased, driven in part by the rising demand for mineral resources and the growth of the global mining industry. Women began to take on more technical and managerial roles in the sector with a growing recognition of the importance of gender equality in the mining sector, and precipitating efforts to increase women's participation and promote their empowerment. Countries like Canada, Australia, Sweden and South Africa have been at the forefront of this movement, with policies and programs aimed at promoting women's participation in the sector and addressing the various socio- cultural, economic, and political barriers they face. Notably, in South Africa, the recent mining legislation mandates companies to not only end the exclusion of women but also take proactive steps towards ensuring a diversified workforce. Women have come to be an integral component of the mining labour force worldwide, assuming leadership roles, operating complex machinery, and engaging in arduous artisanal mining methods.

²⁴World Bank (2020). Women, Business and the Law. <https://openknowledge.worldbank.org/server/api/core/bitstreams/6c2b5974-9a3b-5249-995b-2b22e5fd7909/content>

²⁵Lahiri-Dutt, K. (2020). The act that shaped the gender of industrial mining: Unintended impacts of the British mines act of 1842 on women's status in the industry. *The Extractive Industries and Society*, 7(2), 389-397.

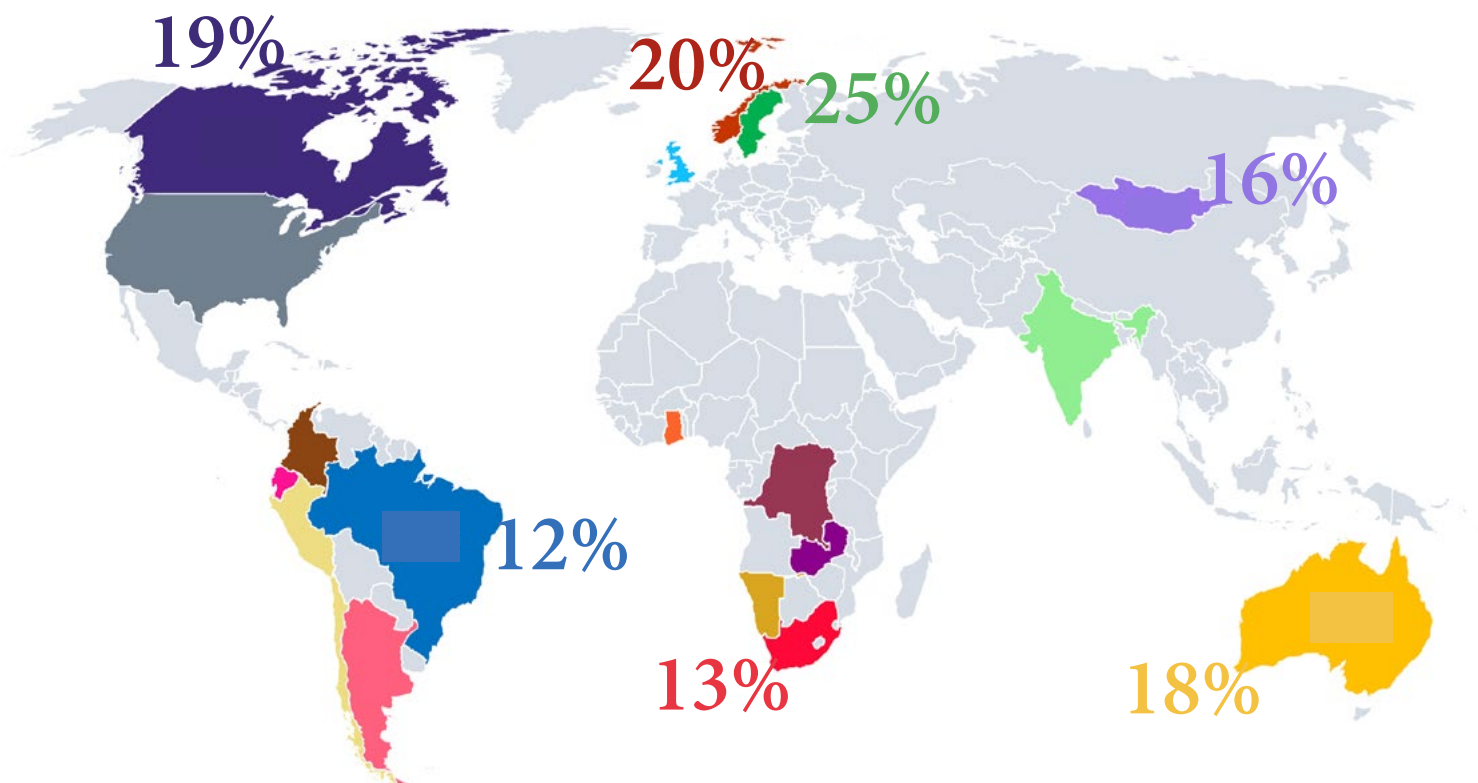


Figure 8: Female Participation in Global Mining Sectors (2015 -2023)

Source: All - IEA 2021²⁶; **EXCEPT** Argentina, Australia, Brazil, Canada, Chile, Colombia, Mongolia, Peru, South Africa, Sweden Zambia - IGF 2023²⁷; India - India Ministry of Labor and Employment²⁸; Norway - IWMI 2015²⁹; Namibia - Biwa (2021)³⁰; Ghana -MinCom 2023³¹



In spite of the efforts and progress made towards gender equality in the mining industry, women's participation continues to be hampered by both existing and emerging barriers. Evidence of women's marginalization to the lower waged side-lines is demonstrated in the prevalence of women in informal artisanal and small-scale

mining.³² As seen in **Error! Reference source not found.9**, women still only make up 14% of the global mining workforce, despite their near equal representation in the overall workforce of the world – signifying the existence of barriers to their participation in the sector.

²⁶International Energy Agency (2021) Share of women in mining sector employment in selected countries and regions, 2021 <https://www.iea.org/data-and-statistics/charts/share-of-women-in-mining-sector-employment-in-selected-countries-and-regions-2021>

²⁷Intergovernmental Forum on Mining, Minerals, Metals and Sustainable Development (IGF) (2023) Women and the Mine of the Future - Global Report <https://www.iisd.org/system/files/2023-04/women-mine-of-the-future-global-report.pdf>

²⁸Guimbeau, Amanda, James Ji, Nidhiya Menon, and Yana van der Meulen Rodgers (2020) Mining and gender gaps in India. IZA Institute of Labor Economics <https://docs.iza.org/dp13881.pdf>

²⁹Haines Lily & Forrest Maura (2015) In Norway's mines, women are a rare resource. International Women in Mining <https://internationalwim.org/in-norways-mines-women-are-a-rare-resource/>

³⁰Biwa, Valerie (2021) African feminisms and co-constructing a collaborative future with men: Namibian women in mining's discourses. Management Communication Quarterly, 35(1), 43-68. <https://journals.sagepub.com/doi/full/10.1177/0893318920973988#:~:text=In%20Namibia%2C%20the%20numbe,r%20of,to%20women%20on%20mining%20sites>

³¹Author's Calculations based on Data from Minerals Commission of Ghana

³²Aubrey Menard (2021) Women in Mining: A History of Legal Invisibility and Exclusion. Natural Resource Governance Institute. <https://resourcegovernance.org/blog/women-mining-history-legal-invisibility-and-exclusion>

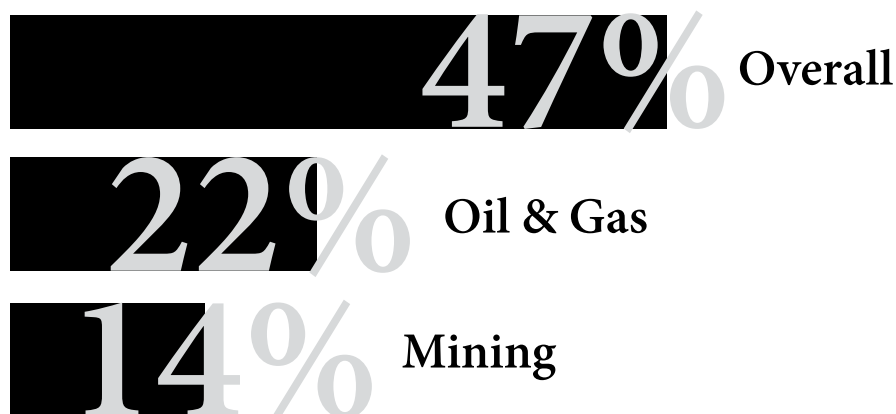


Figure 9: Women's Global Workforce Participation by Sector
Source: Aubrey Menard (2021)

More, these restrictive provisions and their legacies have resulted in women in the sector being overwhelmingly employed in lower-paid functions and heavily under-represented in leadership. Women also make up only 15% of mining companies' executive ranks and 18% of the industry's board positions.

In Africa, 19% of the mining workforce in executive positions are women³³. Women's low participation in the sector's governance in resource-rich Africa could be a defining barrier for larger women's participation in the sector, as a lack of women's voices in decision-making processes, policies, and regulations leads to the absence or reduced consideration for women's needs and interests. Consequently, the lack of female representation in leadership positions on the continent hinders women's capacity to influence and shape the industry's development towards more gender-equitable and sustainable outcomes.

3.1.2 National Context

Female engagement in Ghana's mining sector has historically been low, mirroring the worldwide trend, but endeavours have been initiated in recent years to boost their representation in the sector. As of 2015, women made up 18%³⁴ of the country's entire extractive industry employment, a figure not represented in 4 of the biggest mining firms in the country. Female representation is however progressively improving, with more women entering the sector in various roles. National efforts have been undertaken to address the issue from different angles, including the introduction of policies aimed at fostering gender equality in the mining sector, most notably the national gender policy, and the establishment of women's networks.

19%
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positions
are women

³³Taylor KuykendallKatie Darden (202). S&P Global Intelligence. <https://www.spglobal.com/marketintelligence/en/news-insights/latest-news-headlines/despite-diversification-efforts-fewer-than-1-in-5-mining-leaders-are-women-59101897>

³⁴Baah-Boateng, W., Baffour, P. T., & Akyeampong, E. K. (2013). Gender Differences in the extractives sector: Evidence from Ghana.

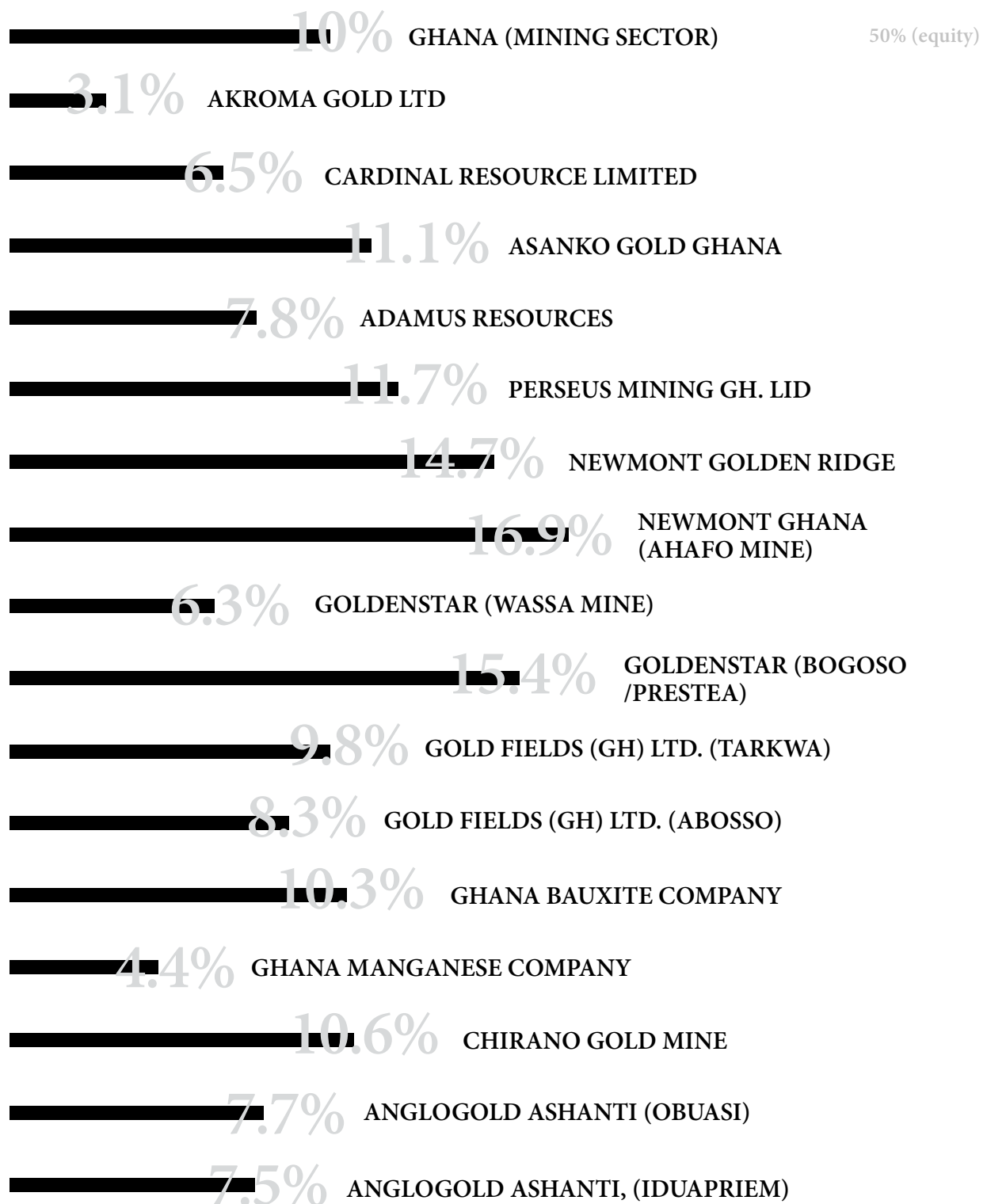


Figure 10: Female Participation in Ghana's Large-Scale Mines

Source: Author's Construct with Data from the Minerals Commission

In the governance of the sector, Ghana is yet to have a female sector minister and a female CEO of the Minerals Commission, while none of the LSM firms have had a female CEO. Women participation is similarly low on the Ghana EITI Multistakeholder Group. Of the 24 MSG members, only 4 are women, while none of the 5 alternative members is a woman.

Whereas Ghana's female participation matches the global average, the proportion of executives and leaders is significantly lower, with women concentrated in lower-paying and less-skilled roles such as food vendors and cleaners. Women participation in the ASM subsector estimated to be as high as 51%³⁵. To strengthen efforts to encourage women's engagement in Ghana's mining industry and achieve greater gender equality and representation, it is critical to identify the barriers that prevent women from entering the sector and those that inhibit their rise to leadership roles.

3.2 Barrier Assessment to Female

Participation in Ghana's Mining Sector
In this section, the study seeks to identify and evaluate the obstacles and challenges that women face in participating fully in Ghana's mining sector to inform the development of targeted interventions that address these barriers and promote greater gender equality. The barrier assessment is the ultimate tool for identifying the socio, cultural, economic, and political barriers inhibiting the active participation of women in extractive sector governance and revealing the underlying systemic and structural barriers facing women in the extractive sector governance space. By identifying the specific areas where gender inequalities precipitate and persist, assessing the impact of gender barriers on development outcomes, and tracking progress over time, stakeholder efforts can prioritize interventions and allocate resources in a way that promotes gender

equality and helps to reduce gender barriers in the long term.

For this barrier assessment, the OECD Social Institutions and Gender Index (SIGI) methodology was used to identify areas where gender inequalities persist and assess the impact of the identified barriers on various outcomes. The SIGI methodology is an index that measures discrimination against women in social institutions in 140 countries, including discriminatory laws, social norms, and practices, that can restrict women's rights and limit their opportunities in different domains, including the labour market. It comprises four dimensions: discrimination in the family, restricted physical integrity, restricted access to productive and financial resources, and restricted civil liberties. Each dimension consists of several variables with scores ranging from 0 to 100, with 0 indicating no discrimination and 100 indicating absolute discrimination against women.

Ghana earned an overall SIGI score of 38.5 reflecting how the nation has made progress in tackling gender inequality, particularly when compared to the African continent as a whole (Error! Reference source not found.). However, the score of 44.3 in the dimension of discrimination in the family suggests that girls and women are undervalued and disempowered within the family. This is especially troubling given that the mining sector has traditionally been male-dominated and mainly operates in areas characterized by gender stereotypes and patriarchal norms. Gender-based

³⁵Solidaridad (2020) Breaking Barriers for Women in Mining <https://www.solidaridadnetwork.org/story/breaking-barriers-for-women-in-mining/#:-:text=In%20Ghana%2C%20women%20contribute%20up,be%20productive%20in%20the%20sector.>

discrimination via disempowerment may be spilling over into the workplace in Ghana, increasing already existent gender discrepancies in employment and job possibilities.

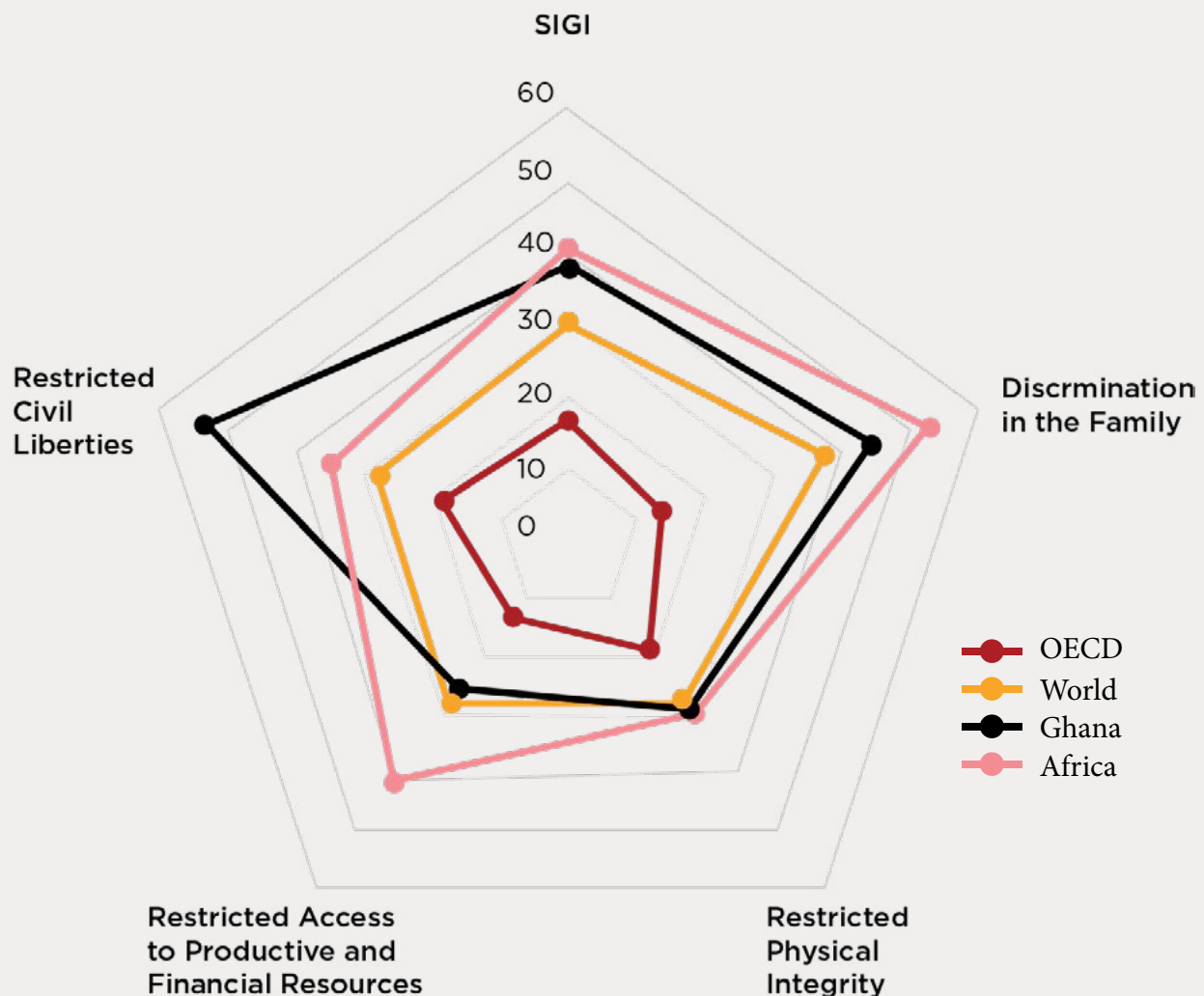


Figure 11: Social Institutions and Gender Index Scores by Social Discrimination Dimensions
Source: Authors construct with data from SIGI

Restricted physical integrity evaluates inequalities in social structures that expose women and girls to violence, as well as a country's legislative and institutional capacity to safeguard against all types of violence, including intimate partner abuse, rape, and sexual harassment. Ghana's score of 28.5 in this dimension is relatively

high, implying that women and girls are vulnerable to various forms of violence and are missing essential routes for rehabilitation, a significant barrier to gender equality in the mining industry, as women's physical safety and health are critical to their participation and advancement in the workplace.

Notwithstanding Ghana's score of 26 in the dimension of **restricted access to productive and financial resources** falling below the world and African averages of 28.2 and 41.2 respectively, the findings emphasize the noteworthy impediments that women encounter in procuring and governing productive and economic resources. This exacerbates their impoverishment by restricting economic prospects and obstructing their potential for complete participation in the mining sector. The score of 52.6 in the **"Restricted civil liberties"** component is disturbingly high, indicating that impediments to women's involvement in the governance of the extractive industry persist across the country.

The study has endeavoured to scrutinize the variables that underpin the aforementioned SIGI scores with a view to discerning the precise factors that impede the equitable participation of women in Ghana's mining sector. These factors are expounded upon in the ensuing subsections, thus providing a comprehensive and nuanced understanding of the manifold barriers that hamper the full and profitable integration of women into mining.

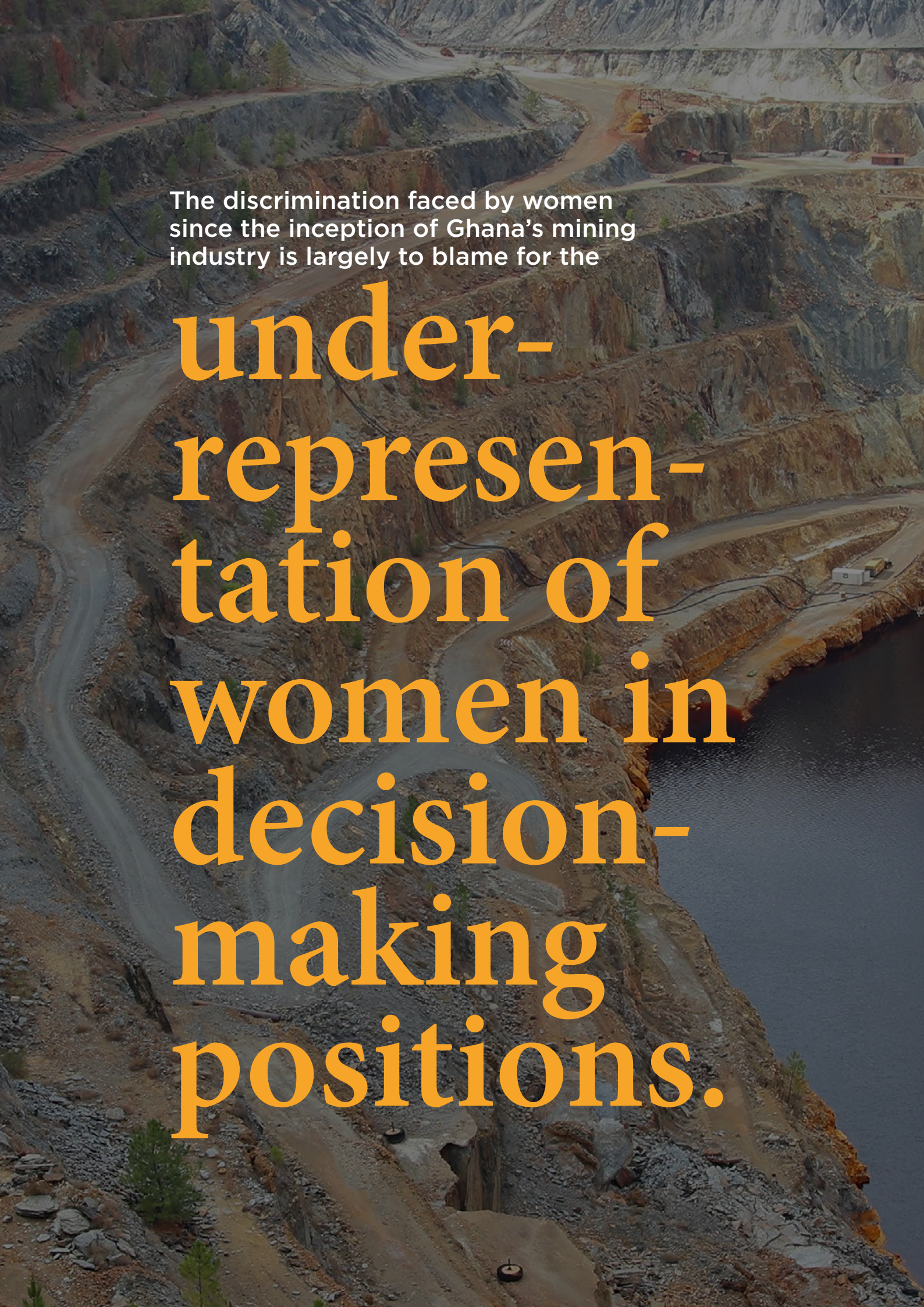
In addition to the systematic analysis facilitated by the SIGI, the assessment draws further depth and perspective from the experiential narratives of women working within the mining sector in Ghana. These perspectives which detail the multifaceted landscape of challenges and opportunities for women in this industry were obtained through a series of meticulously conducted focus group sessions and insightful key informant interviews with approximately 75 women, actively engaged in various roles (technical and administrative/support, permanent and contracted employees) across mining companies in Ghana who shared their personal experiences and shed light on the prevailing gender dynamics. Furthermore, key informant interviews

were conducted with women who are integral parts of regulating institutions, notably the Gender Desk of the Minerals Commission and the Environmental Protection Agency. These rich, qualitative engagements collectively enrich the fabric of this report, ensuring a comprehensive and nuanced understanding of the real barriers that women face in the Ghanaian mining sector and delineating the complex interplay between regulations, socio-cultural dynamics, and lived experiences.

3.2.1 Effects of Historical Exclusions


The historical exclusion of women in the mining sector and its effects are not endemic to only Ghanaian society; they have been observed in similar and varying forms in mining sectors across the world. Globally, the historical precedent for the phenomenon of male dominance in the mining sector is instructive and made up of both statutory and informal limitations. The study consequently explored the key historical factors that contributed to women's exclusion from Ghana's mining sector to highlight their effects in the gender dynamic of the sector today.

Several other historical circumstances have contributed to women's exclusion from Ghana's mining sector. Gender stereotyping in itself is one of the key causes. The strong ingrain of gender-based divisional stereotypes and the societal roles incumbent on women in the Ghanaian context have been evidenced to exclude women through research that shows women have restricted access to independent finances and resources, including land, which is crucial for mining activities. Patriarchal cultural norms prevent women from selling or obtaining land for development, as society prefers them to access or engage in financial activities through husbands or fathers, thereby leading to their exclusion from active engagement and profit from



The discrimination faced by women
since the inception of Ghana's mining
industry is largely to blame for the

under-
represen-
tation of
women in
decision-
making
positions.



mining operations in Ghana. Furthermore, women's engagement in the mining sector is frequently restricted to low-wage, low-skilled tasks like washing and sorting minerals, or indirect employment in the sector like porters, cooks, cleaners, and laundry workers. These are informal jobs that exist in the margins of the industry and are sometimes referred to as "shadow" labour since they are not always legally recognized, and the workers are not often compensated in accordance with industry standards. The perception of male dominance in the sector and the misconception that women are not capable of doing these jobs stems from their historic lack of access to education and training, which limits their ability to acquire the necessary skills and knowledge to advance in the industry.

The discrimination faced by women since the inception of Ghana's mining industry is largely to blame for the underrepresentation of women in decision-making positions in the mining sector, as the female workforce in the sector did not grow and develop in tandem with the expansion and development of Ghana's mining sector. This affects not only women's capacity to influence policies and practices that impact their involvement, but also limits the sector's viewpoint of society, reducing their ability to engender and execute successful initiatives beneficial to society as a whole. The exclusion of women from mining activities

and formal mining employment perpetuate inequality in the sector, with women relegated to low-paying and low-skilled jobs.

The historical absence of women in mining, as well as the industry's skewed gender balance, have produced a hostile atmosphere for the few women who have entered the field. Women are subjected to various forms of harassment and sexual assault by male co-workers, which reinforces their industry marginalization.

Because of the small number of women in the industry, it is difficult for them to speak out against such instances, for fear of losing their employment or being shunned by their peers. The mining industry's widely perceived lack of representation and support for women adds to a cycle of discrimination and violence against women, threatening their safety, well-being, and livelihoods.

In small mining communities, where legal small-scale mining is the major economic activity, mining operations largely extend to include illegal 'galamsey' mining. Still, very few women are engaged, and only in very menial jobs that barely pay, but they are considered better off than the other women left to depend on the men who are engaged in the mining activities. This is well evidenced in Kyebi, a mining town located in the eastern region of Ghana (Box 1).

Box 1: 'Kolikoli' in Kyebi's Illegal Mining Sector

The town of Kyebi, is a hub of gold mining activities and although there are seven major mining corporations in the locale, operations are occasionally leased to 'galamsey' operators, resulting in mining activity encroaching into farmlands, forest reserves, and even schools. The rising dominance of 'galamsey' operations in the town has gradually moved the community's major economic activity from farming to illegal mining. The gender discrepancy evident in larger settings is mirrored in Kyebi, with relatively few women employed in the industry and strictly in 'Kolikoli'. 'Kolikoli,' which means "small small" in the local language, refers to women washing leftover soil in efforts to extract the remaining gold. The practice of 'kolikoli' highlights the marginalization of women in the mining industry.

Kyebi's mining activities are dominated by males, with a well-defined and acknowledged hierarchy of players or classes in the 'galamsey' sector. The 'kolikoli' group, on the other hand, is rarely addressed in the scheme of things, illustrating the obscure status of women in mine operations. Men known as 'gang leaders' often herald and guide the women in all their tasks, including runs for collecting sand into the washing machine and water from nearby bodies.

Although 'kolikoli' activities can be viewed as disempowering since women only participate marginally and put their health at risk, the larger proportion of women who are not employed in the sector are put at equal risk for their health and livelihoods. Young girls are frequently enticed into sexual encounters with males in the mining industry, exposing them to sexually transmitted illnesses and has led to the community's epidemic of adolescent pregnancy. When the local assembly's social welfare department intervenes and mediates, the males occasionally accept responsibility for the kid and pay welfare and maintenance payments accordingly. However, in most cases, males reject responsibility for the pregnancies, leaving women to care for their children on their own, putting financial and societal burdens on them.

Source: Siakwah, 2020

Affirmative action is historically rooted in the pursuit of gender and racial equality and as a response to systemic discrimination against minority groups and women in various aspects of life, including education, employment, and public services. The main goal of its introduction as a policy approach is to redress historical disadvantages and create equal opportunities for underrepresented groups. However, resistance can arise, typically with some male counterparts perceiving

affirmative action as a threat to their own opportunities. They may resist increasing women's participation, attributing women's achievements solely to these policies. Ensuring that merit is recognized and valued, regardless of gender, is a critical step toward achieving gender equality leadership in the mining sector.

3.2.2 Regulatory and Institutional Enablers

Despite the lifting of the ban on women's

“Some male counterparts felt that affirmative action policies were edging them out, leading to resistance against hiring and promoting women. This sometimes resulted in genuine achievements by women being unfairly labelled as mere products of affirmative action.”

participation in mining activities in 2003, gaps and insufficient provisions continue to persist, deterring women's entry and participation in Ghana's mining sector. These regulatory barriers have had a profound impact on women's ability to participate and progress in the mining industry, perpetuating gender disparities and limiting the sector's potential for growth and development. In this section, the regulatory barriers that women face in the Ghanaian mining industry are explored.

Lack of legislative protection against discrimination based on gender

Ghana's constitution and labour laws prohibit discrimination, including gender discrimination, with provisions clearly stated in Part 3 of the Labour Act and presented below. The Act prohibits discrimination in recruitment, employment, promotion, and all other employment-related matters, and while these provisions are consistent with the International Labour Organization's (ILO) conventions and recommendations, particularly the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), there is little enforcement and limited access to justice for women who face discrimination in Ghana's mining sector.

When compared to the African and World averages, Ghana's score of 75 for the SIGI variable “Laws on violence against women” highlights the country's urgent need to strengthen its legal framework to protect women from all forms of violence (Error! Reference source not found.). According to the score, Ghanaian women continue to suffer considerable risks of violence and abuse implying that while the legal



Labour Act, 2003 (Act 651) Part III Section 14

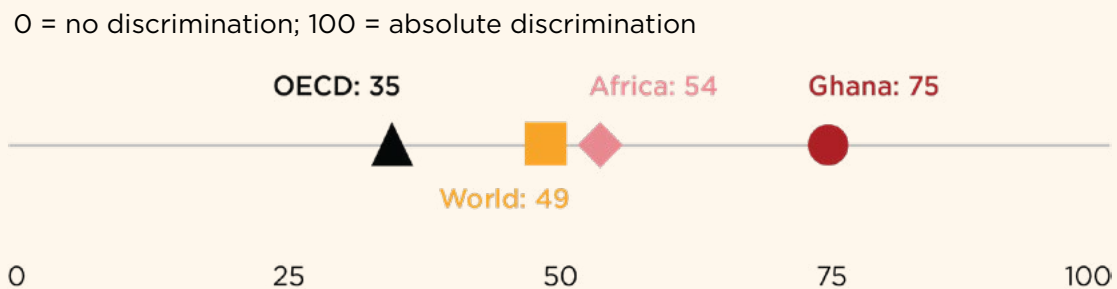
An employer shall not in respect of any person seeking employment, or of persons already in his employment, discriminate against the person on grounds of gender, race, colour, ethnic origin, religion, creed, social or economic status, disability or politics.

framework is in place, the challenge lies in the effective implementation and enforcement of these laws to ensure that women's rights are protected in practice. Women in Ghana's mining sector still face various forms of discrimination,

“Some men, especially those in HR, seem to think they can take advantage. They go as far as directly making inappropriate demands in exchange for selection for training or other desirable opportunities. It's a grim reality in our industry, especially for young women who come in for national service personnel or graduate trainees.”

including unequal pay, sexual harassment, and limited access to opportunities for career advancement, and the mechanisms for reporting and addressing such incursions are unknown or ineffective. As a result, the absence of adequate legal protection exacerbates gender inequality and restricts women's capacity to secure decent employment and succeed in the industry.

Figure 12: *SIGI Variable - Laws on Violence Against Women*



Studies have also found that while equal treatment laws can have a positive effect on reducing gender wage disparities, anti-discrimination statutes that address overt forms of employment conditions may not effectively address subtle forms of discrimination that are not witnessed or are hard to prove in court. Thus, while the current legal frameworks can help eliminate gender discrimination, they may not be sufficient in addressing all the types of prejudice that women face in the industry³⁶.

Licensing and permitting processes for mining operations in Ghana are often opaque and bureaucratic and exclude women from the decisive panels.

The lack of transparency and the bureaucratic nature of licensing

and permitting processes for mining operations in Ghana can have significant implications for women's participation in the mining sector and their career progression. The lack of transparency leaves unconscious bias against women but more likely results in awards based on nepotism, relationships and networks. This creates an undue advantage for men as their significantly higher representation in the industry translates to broader networks and hence more consideration.

Furthermore, the hefty and bureaucratic nature of the licensing and permitting processes may stymie women's advancement in the industry. The procedures can be lengthy and complex, requiring significant resources, prohibitively

³⁶Laband, D. N., & Lentz, B. F. (1998). The effects of sexual harassment on job satisfaction, earnings, and turnover among female lawyers. *ILR Review*, 51(4). <https://journals.sagepub.com/doi/abs/10.1177/001979399805100403?journalCode=ilra>

high fees, and expertise. In such instances, women who often face greater challenges in accessing resources and networks than their male counterparts, may be disadvantaged by these bureaucratic barriers. The difficulty in gaining access to resources extends to obtaining information on available opportunities – as limited information and clarity can make it difficult for women to navigate the system. As a result, they may be less likely to advance in their careers and achieve leadership positions in the industry.

Additionally, the exclusion of women from decisive panels involved in the licensing and permitting processes can further limit their opportunities in the mining sector. This lack of representation can also reinforce gender biases and stereotypes that contribute to the underrepresentation of women in the mining sector.

Limited access to finance and credit for women in Ghana's mining sector.

Another key regulatory barrier to women's engagement in Ghana's mining sector that has been identified is an acute lack of access to credit and financial resources available to women. Due to discriminatory lending practices, a lack of collateral, and other structural impediments, women have restricted access to finance and credit. According to the World Bank,

there is a 10% gender gap in financial inclusion, indicating that women have less access to formal financial services³⁷.

This shows that discriminatory lending practices are pervasive in the country, affecting women's ability to get fair consideration and therefore equal economic opportunities. Consequently, women have limited access to financing, making them uncompetitive in the award of mining contracts.

Access to minable land for women is closely tied to access to finance; SIGI data indicates that within the population of individuals who possess ownership of land, a mere 38% comprises women, revealing a discernible discrepancy in land ownership based on gender. Given that community-level property distribution inherently favours men, the additional lack of transparent procedures for land allocation and acquisition under the legislation creates avenues for corruption and abuse of power, which can further disadvantage women. Likewise, the absence of clear and equitable land rights further reinforces gender inequality in the mining sector, limiting women's capacity to engage in and benefit from mining operations.

Insufficient Protection of Women's Workplace Rights

In SIGI's evaluation of Ghana's laws

³⁷World Bank (2021) The Global Findex Database 2021: Financial Inclusion, Digital Payments, and Resilience in the Age of COVID-19. <https://www.worldbank.org/en/publication/globalfindex>



The persistent
nature of
harassment and
discrimination
in Ghana's
mining sector
represents a



fundamental
obstacle to
women's
engagement,
participation
and growth.

safeguarding women's workplace rights, the country scored 75, which is nearly on par with the distressingly high African average of 76. According to the index, both genders have equal rights to access all professions, work during the same night hours as men, and establish a business or work without any undue restriction. However, despite these provisions, women are not guaranteed non-discriminatory treatment based on their gender in the employment sector, nor are they provided with equitable remuneration for work of equal value. Also, their rights are not sufficiently safeguarded during pregnancy and parental/maternity leave.

Figure 13: SIGI Variable - Laws on Workplace Rights



Per the Ghana Labour Act, female employees are entitled to 12 weeks (equivalent to 84 days) of fully paid maternity leave, with a possibility of a two-week extension in the event of an abnormal delivery or caesarean section. While this maternity leave entitlement aligns with the International Labour Organization's (ILO) Maternity Protection Convention, which recommends at least 14 weeks of fully paid maternity leave, these regulations have proven insufficient in enabling women to effectively manage their work and family responsibilities³⁸. The resultant tension between work and non-work obligations, particularly family responsibilities, may cause undue



Labour Act, 2003 (Act 651) Part VI Section 57

A woman worker, on production of a medical certificate issued by a medical practitioner or a midwife indicating the expected date of her confinement, is entitled to a period of maternity leave of at least twelve weeks in addition to any period of annual leave she is entitled after her period of confinement.

A woman worker on maternity leave is entitled to be paid her full remuneration and other benefits to which she is otherwise entitled.

A nursing mother is entitled to interrupt her work for an hour during her working hours to nurse her baby.

³⁸ILO (2022). Care at work - International Labour Organization. https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_838655.pdf

stress and discourage women from pursuing employment in demanding industries such as mining, leading to a higher incidence of voluntary turnover among professional female employees, or even deter them from pursuing leadership roles with greater responsibilities.

Moreover, in addition to recommending a minimum of 14 weeks of maternity leave with full pay, the ILO suggests extending this leave to at least 18 weeks in countries with high infant mortality rates or where the mother's health is at risk. This is compounded by research indicating that professional working mothers in Ghana face obstacles to exclusive breastfeeding after the maternity leave elapse³⁹. Therefore, it may be necessary to extend the duration of maternity leave to ensure the health and well-being of both mothers and infants to demonstrate the regulatory sector's dedication to catering to women-specific needs. It is instructive to note that Ghana's maternity leave provisions are comparatively short in contrast to some countries such as Norway, and Finland, which offer more than 40 weeks of paid maternity leave, and Canada, which provides up to 18 months of paid leave.

Mining regulations favour large scale mining companies.

Ghana's mining laws and regulations exhibit a marked proclivity for the allocation of mining concessions to large-scale mining corporations,

leading to the dispossession of small-scale miners and local communities reliant on the land for their subsistence. This tendency disproportionately affects women, who are more likely to participate in small-scale mining activities and frequently encounter constraints on access to capital and resources, thereby impairing their capacity to participate and advance in the sector.

The Minerals and Mining Act, 2006 (Act 703) governs the exploration, development, and mining of mineral resources in the nation, and while the legislation allows for both large-scale and small-scale mining operations, certain provisions have come under criticism for an advantage to large-scale miners in accessing mining concessions and securing long-term mining rights. Section 83 of the Act provides for the granting of mining leases to large-scale mining companies for up to three decades, with the possibility of extension. This particular provision endows large-scale miners with a significant edge in securing long-term mining rights over small-scale miners, who often depend on short-term permits and leases. In addition, the legislation stipulates that all mining concessions must receive the approval of the Minister Responsible for Mines, who wields discretionary power to grant or deny mining rights. This discretionary power has been criticised for lacking transparency and accountability

³⁹Dun-Dery, E. J., & Laar, A. K. (2016). Exclusive breastfeeding among city-dwelling professional working mothers in Ghana. *International breastfeeding journal*, 11(1), 1-9.
<https://internationalbreastfeedingjournal.biomedcentral.com>

and for potentially favouring large-scale mining companies with greater financial and political clout.

3.2.3 Company Policies and Practices

Deficient flexible working arrangements and family-friendly work policies

The additional family responsibilities, such as caring for children and the elderly, that are handled by women may present difficulties for working full-time or traditional 40-hour weeks. However, mining companies in Ghana often have rigid work schedules and rarely offer alternative work arrangements, such as job sharing or telecommuting, that could enable women to balance their work and family obligations. These flexible arrangements become an indispensable utility, especially for nursing mothers. A female Ghanaian miner pointed out that the peculiarities of the mining sector - the remoteness of mining sites and the extended periods of shifts - make it uniquely situated for such arrangements to be mandatorily provided.

"The sector lacks consideration for the additional support needed for nursing mothers, as no one wants to bear the associated costs. This additional support, like on site nurseries, are needed in the mining sector more than any other because we are required to be on site for weeks at a time"

The corresponding lack of flexibility in work schedules amplifies the difficulty and tension between women's work and family responsibilities and exudes the impression that a choice between their professions and families is a necessity. Beyond that, family-friendly policies such as parental leave are not representative of Ghana's corporate climate, and they elicit subtle scorn and hostility in male-dominated industries due to the perceived instability and unreliability associated with women employment.

"In the mine, if you need some flexibility to handle personal matters, people assume you're slacking off due to 'women's issues.' It's like they've never heard of a work-life balance."

These hostilities which may be subtle or direct were expressed by several of the engaged female miners and proliferate the unhealthy expectation that women should prioritize work over personal responsibilities, which can hinder their career progression and interest. Women who return to work after maternity leave are frequently met with prejudice and a lack of support, thereby impeding their professional development and success.

Paternity leave, contrastingly, is not well established or appropriately provided for, but similarly reinforces conventional gender roles and

inhibits men's participation in caregiving and family obligations. Paid maternity leave, on-site childcare facilities, and flexible working arrangements are critical to accommodating the strain on women and facilitating their career advancement in the sector.

Gender Insensitive Recruitment Practices

While Ghana's labour and mining regulations do not explicitly discriminate against women in recruitment and employment, the provisions are vague with regard to gender recruitment provisions. Gendered language in job advertisements that implicitly or explicitly exclude women, particularly words like "strong," "assertive," or "dominant," which are traditionally associated with male characteristics, inadvertently fosters feelings of inadequacy in female applicants and impedes their entry into the sector. Similarly, unconscious biases or outright assumptions that favour male candidates in the recruitment process, such as the assumption that men are more capable of performing physically demanding tasks or that women are less committed to their careers due to family responsibilities, are commonplace.

Equally, a lack of diversity on selection committees perpetuates the male-dominated culture, which is also characterized by reliance

on traditionally male-centred networks and referrals, such as alumni associations, professional organizations, or industry groups, and limits the pool of candidates, making it more difficult for women to participate in or succeed in the recruitment process. Gender-sensitive recruiting methods that value skills and expertise over gender and prioritize diversity and inclusion are essential to realizing gender parity in Ghana's mining sector by attracting and retaining more women in the sector.

Gender-Based Harassment and Discrimination

The persistent nature of harassment and discrimination in Ghana's mining sector represents a fundamental obstacle to women's engagement, sustaining a hostile work climate that inhibits their participation and growth. A recent study⁴⁰ of women in mining industries in Ghana, the United States, Ireland, and Canada found that 53% of women experienced gender discrimination, while 37% suffered sexual harassment. More, 17% of the women reported being subjected to sexual demands and advances from administrators during their recruitment process. The widespread ignorance of these concerns maintains the dearth of regulations against harassment and discrimination, as well as, in certain situations, apathy and a shortage

⁴⁰Kansake, B. A., Sakyi-Addo, G. B., & Dumakor-Dupey, N. K. (2021). Creating a gender-inclusive mining industry: Uncovering the challenges of female mining stakeholders. *Resources Policy*, 70, 101962.

“The sector lacks consideration for the additional support needed for nursing mothers, as no one wants to bear the associated costs. This additional support, like on site nurseries, are needed in the mining sector more than any other because we are required to be on site for weeks at a time”

of awareness, recognition, and understanding of the issue.

Gender-based discrimination is equally pervasive in mining companies, manifesting in pay disparity and institutional exclusion from decision-making positions. The 2021 World Economic Forum's Global Gender Gap Report⁴¹ discloses that women in Ghana earn only 71% of what men earn for the same work, highlighting significant pay discrepancies that extend to and are magnified in the mining sector, where women hold lower-paying jobs and face barriers to promotion. The absence of structures that mandate the periodic monitoring and audits of pay and company policies to detect and remedy pay, hiring, and promotion disparities and provide training and education on gender appropriateness and the relevance of

pay equity heightens the exclusion of women from Ghana's mining sector and its governance.

Lack of Professional Support and Sufficient Role Models

Women in the mining sector generally confront isolation and a paucity of support from peers and superiors, owing to a low number of female role models in high positions as well as a lack of mentorship and networking possibilities. According to women's accounts, although their rise within their respective organisations is not impeded by official rules or laid down regulations, there is a prejudiced outlook within the industry, where women are pre-emptively labelled as underachievers. The mining sector in Ghana exhibits the lowest fraction of women in

“They don't even ask us about certification exams anymore; they assume we'll fail just because we're women. It's like they've already decided our fate.”

managerial roles, with only 5% of senior management posts held by women⁴². This low female representation at higher levels of organizations in the sector causes, and at the same time, reinforces

³⁹Dun-Dery, E. J., & Laar, A. K. (2016). Exclusive breastfeeding among city-dwelling professional working mothers in Ghana. *International breastfeeding journal*, 11(1), 1-9. <https://internationalbreastfeedingjournal.biomedcentral.com>

⁴⁰Ghana Chamber of Mines. (2018). Women in mining: A study of women in boards, senior management, and operational roles in the mining sector of Ghana. <https://ghanachamberofmines.org/wp-content/uploads/2018/12/Report-Women-in-Mining-in-Ghana-Study-of-Women-in-Boards-Senior-Management-and-Operational-Roles-in-the-Mining-Sector-of-Ghana.pdf>

gender stereotypes of mediocrity and biases, making it challenging for more women to advance, and sustain their sense of belonging in the sector. This unfair bias denies women opportunities for professional growth.

The establishment of expansive and comprehensive networks and mentorship programs is paramount, as they offer access to seasoned professionals who provide guidance and facilitate greater exposure within the industry, thereby influencing career progression and, subsequently, upward mobility within the sector. Mentorship initiatives, in particular, serve to assist women in recognizing their latent potential and overcoming any impediments to their professional advancement.

Inadequacy of equipment and facilities in accommodating women's unique needs

It's noteworthy that several mines in Ghana have seamlessly integrated women into their full operations, demonstrating their commitment to fostering inclusivity. They have taken significant steps to provide comprehensive facilities tailored to women's needs, such as the provision of uniforms designed to suit women's distinct body types, with special consideration for pregnant employees. However, despite these commendable efforts, the study reveals that certain women working in Ghana's mining industry

continue to operate in environments where essential accommodations have not been adequately addressed. Failing to consider the specific and unique needs of women in the provision of facilities raises privacy, safety and hygiene concerns. The inadequacy of equipment and

“The equipment and facilities are often not designed with women's unique needs in mind. Sharing restrooms with men and wearing one-piece uniforms creates discomfort.”

facilities not only affects the physical comfort of female employees, but can also hinder their overall job satisfaction and potentially impact their health and safety. For instance, ill-fitting or one-size-fits-all uniforms can create discomfort, restrict movement, lead to adverse health effects over long periods, fail to protect from existing hazards and even go as far as creating new hazards for the wearer⁴³. To promote gender equality and create an inclusive working environment, it is essential to address these infrastructure-related barriers and ensure that women's needs are fully considered in the design of mining facilities and equipment. All persons working in the mining industry deserve access to facilities that are tailored to their specific requirements, ensuring that their basic needs are met, and they can

⁴³Mine Safety Institute (2019) Women & PPE. <https://minesafetyinstitute.org/women-and-ppe/>

work in an environment that respects their dignity.

Women's contributions and potential for growth are influenced by different criteria

In general, while age and years of experience are key in shaping the roles and opportunities of male artisanal and small-scale miners, education, the number of years lived in the community, and/or relationships with other miners or leaders are more important for female artisanal and small-scale miners⁴⁴. The gender disparity in career advancement where women are held to higher educational standards compared to their male counterparts makes it more challenging for them to progress within the sector or access resources and support that could help them improve their mining practices and economic well-being.

"Climbing the career ladder feels like a steep climb. The educational expectations are set higher; you need to have a PhD or plenty school certificates before they even start looking at you or comparing you to your male counterparts who don't have this"

Furthermore, women in the large-scale mining sector present accounts that reflect that they face reduced opportunities for skill development, advancement, or leadership roles due to the existence of a 'boys club'

culture that excludes women from decision-making and networking opportunities.

"The 'boys-boys' culture and the off-hours social gatherings create an exclusive club that operates outside of typical work settings. This fosters certain relationships among men in the industry."

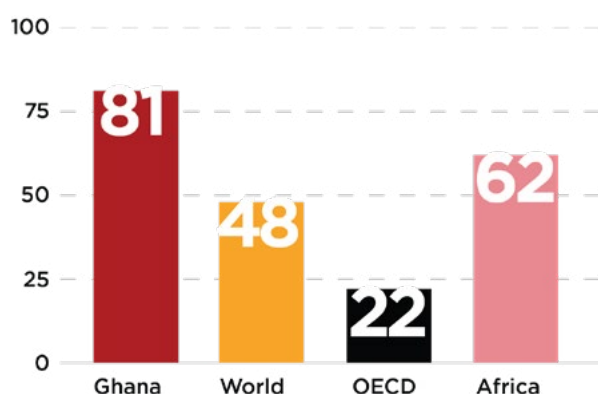
3.2.4 Socio-cultural and Economic Factors

Despite widespread criticism of structural adjustment in regulatory and organizational policies for promoting women's exclusion and limiting their advancement in the mining sector globally, these policies have been identified as key contributors to exclusion within Ghana's subsistence economy. Specifically, they have fuelled the uncontrolled growth of informality in poverty-driven artisanal gold mining and marginalized impoverished participants, particularly women. Furthermore, structural adjustment policies have perpetuated women's exclusion in large-scale mining and corporate spaces by failing to address the socio-cultural and economic burdens imposed on women by society. The socio-cultural and economic factors that have been identified as barriers to women's entry, participation, and advancement in Ghana's mining sector are discussed in this section to highlight the socially driven

factors that require structural adjustment action.

Ghana's SIGI score of 81 on the variable "Men make better leaders than women do" suggests that the perception that men are better leaders is deeply ingrained in the Ghanaian culture, a view that has contributed to the historical exclusion of women from leadership positions, with traditional gender roles dictating that men should be the primary decision-makers. This cultural bias has resulted in a lack of gender diversity in leadership roles across Ghana, perpetuating gender inequality in the mining sector. Per the SIGI, only 15% of firms in Ghana have women occupying top management positions, with a similarly notable disparity in general management positions, as males hold 66% of such positions while women hold only 34%. The comparison of Ghana's score to the world, OECD, and African averages highlights that the perception that men are better leaders is a pervasive

Percentage of the population agreeing or strongly agreeing that "men make better political leaders than women do"



issue globally, but more prevalent in Africa.

Prevailing cultural and societal beliefs

The mining industry in Ghana have strong perceptions about gender roles and norms, which may not align with the goals of gender equality and women's empowerment. The mindset of both male and female employees and leadership plays a pivotal role in fostering an inclusive work environment and the presence of outdated mindsets that resist gender diversity can hinder the sector's progress towards achieving equal representation and opportunities for women. While policies can provide a framework, it's the collective mindset and attitudes of stakeholders that need to shift to create a more inclusive and equitable environment for women in mining.

"I was shocked when I got here and witnessed the sudden shift in how gender is perceived in the mining sector. It's not just about lacking the right policies; it's also about having the wrong mindset."

Similarly, prevailing societal beliefs heavily influence perceptions about the nature of work in the mining sector even now when contemporary mining practices have evolved beyond the historical stereotypes. The obsolete image of mining as a labour-intensive, physically demanding, and "dirty" industry, has played a crucial role in discouraging

women's participation. Traditionally, the manual and arduous nature of mining work made it unattractive for women to consider it as a viable career option. Moreover, the societal perspective on these roles, reflected in the sentiment by a female Health and Safety operational in one of Ghana's mining companies underscores the stereotypes that have long persisted in the sector and their enduring influence perceptions today.

"Mining used to be highly labour-intensive, because a lot of it was manual and dirty which made it unattractive to women themselves and their families. You wouldn't want your daughter or wife digging with shovels or crushing ore with hammers or even operating those hydraulic manual trucks from the olden days that required so much strength. Although that is not the case anymore, very few people know this."

Despite significant advancements in mining technology and a shift towards more mechanized, automated and significantly less physically demanding processes, there remains a lack of awareness about these changes. This lack of awareness deters women from considering careers in mining and

contributes to the broader gender gap in the industry. Beyond the traditional gender roles and stereotypes that have cemented the perception that mining is a male-dominated field, cultural misconceptions and beliefs, including menstruation is associated with bad luck and prevents the discovery of

"There's a weird misconception that women operating the large trucks may face difficulties conceiving, so they will try to keep you away from those roles, under the misguided notion that they are protecting you."

more gold, reinforce the sector's male-dominated perception. These ideas limit the range of operations accessible to women and frequently extend to exclude women from mining-related training and education programs entirely. Disparities in Educational Access and Factors Affecting Course Selection Although parity has been achieved in enrolment in primary and secondary education in Ghana, enrolment in tertiary institutions is still less accessible to women⁴⁵. Women's restricted access to high-skill education and training compounds the already low literacy rates, widens the gender gap in education levels and has a direct influence on women's capacity to attain the necessary tools and skills to work in a skill-intensive industry such as

⁴⁵World Bank (2022) School enrollment, tertiary (gross), gender parity index (GPI) - Ghana
<https://data.worldbank.org/indicator/SE.ENR.TERT.FM.ZS?locations=GH>



extractives. The gender discrepancy within Ghana's educational framework is exacerbated by an educational bias where girls are

"Even when we are young and are choosing courses for high school and university, girls are not pushed toward STEM courses. They push us to do social sciences and art and then we miss out on the opportunities we didn't even know existed in mining or extractives as a whole."

discouraged from pursuing STEM disciplines early in their education and, instead, are directed toward the fields of Arts and Humanities.

Limited financial independence to undertake high-return economic ventures

Ghana received a score of 30 on the laws on non-land assets variable, indicating that while both men and women have equal legal rights to own and use non-land assets, the presence of informal customary, traditional, or religious ordinances results in differences in abilities regarding the use and ownership of these assets. This limited access to self-development resources and opportunities is intimately tied to Ghanaian women's limited financial independence, resulting in pervasive poverty and a lack of economic prospects that perpetuates a cycle.

Burden of caregiving and household responsibilities

Finally, women's caregiving responsibilities often limit their ability to participate in mining activities, as the long hours and physical demands of mining work make it challenging to balance work and family obligations. Paired with the generally accepted expectation that women should primarily be responsible for caregiving, this reinforces gender stereotypes that make it difficult for women to participate in the mining sector. The expectation of the extreme burden of care being placed on women festers unconscious biases that stem from the perception that caregiving responsibilities diminish women's dedication to their professional roles and subsequently impair their productivity. Consequently, women often find themselves excluded from opportunities for career advancement due to preconceived notions about their familial commitments.

"Women have faced biases based on the perception that family responsibilities might hinder their commitment to work, thus hindering their professional growth."

3.3 Conclusion

In conclusion, this chapter has provided a comprehensive analysis of the historical antecedents and current barriers to female participation in the mining sector. Through a comparison of global best practices, potential gaps in Ghana's efforts to promote gender equity in the mining sector were identified.

Additionally, the chapter utilized the Social Institutions and Gender Index (SIGI) as a tool to assess the barriers faced by women in the mining sector in Ghana. The SIGI enabled a more nuanced understanding of the institutional, legal, and social factors that shape gender inequality in the mining sector. Through this assessment, it was evident that despite existing legal provisions and efforts to promote gender equity, women still face significant barriers to full participation in the sector. This underscores the importance of continuing to use evidence-based tools like the SIGI to identify and address gender-based barriers in the mining sector and beyond.

By prioritizing the empowerment of women and adopting effective tools and implementing more inclusive policies and practices, the mining sector in Ghana can create a more equitable and sustainable future for all stakeholders and through further examining global best practices, insights can be distilled into recommendations that can guide policymakers and stakeholders in their efforts to make the mining sector more inclusive and equitable for women.

4

Case Studies of Enhancing Female Participation in the Mining Sector: Global, Regional and National Context

This section examines

- Global best practices in advancing women's participation in the mining sector
- Regional case studies in promoting women participation in the mining sector
- National Scenarios of ensuring active female participation in the mining sector

4.1 Global case studies of enhancing women participation in the mining sector

Scenarios from around the world show that promoting women's participation in the mining sector is not solely the responsibility of any of the individual players within the industry. Rather, it requires a concerted effort from various stakeholders, including governmental institutions responsible for regulating the sector, educational bodies, civil society and community-based organizations, as well as mining corporations. Each of these stakeholders has a unique role to play in driving gender diversity and inclusion in the mining sector. This section will examine the role of stakeholders in promoting

women's participation in the extractives sector, citing real-world examples of policies, strategies, and initiatives implemented in countries around the world, while assessing their impact and identifying the political and economic factors that drive their implementation and ensure their sustainability.

The Norwegian government has been a global leader in promoting gender equality in the workplace, particularly with the implementation of its quota system in 2003, which established a minimum limit

for female representation on the boards of directors of all publicly traded firms (Error! Reference source not found.). This was a pioneering policy initiative that was successful in fostering gender equality in the workplace and has been replicated in other European countries, notably Germany. The policy's practical features, specific activities, and initiatives, as well as the social, political, and economic considerations driving its implementation, have been critical in boosting the number of women in leadership positions in the country.

Box 2: *The Norwegian Quota System: Achieving Gender Equality in Corporate Leadership*

Norway's Boardroom Quota Policy is a significant component of Norway's attempts to achieve gender equality in the workplace. Along with the legal requirement for publicly traded companies to have at least 40% female representation on their boards of directors, the policy is supplemented by initiatives to increase the pool of qualified women available for board positions by providing training, mentoring, and networking opportunities for women seeking board positions, as well as establishing multiple data bases for women to register and for companies to search for talents. One notable example is the Norwegian employers' association's construction of a Female Future Training Program in which enterprises can participate and send their employees.

The country went through an intensive political debate leading up to the parliament's vote, with advocates and opponents of the quota putting forward arguments about equality, discrimination, diversity, and corporate independence. However, after its implementation, the government teamed up and continuously works closely with organizations to guarantee policy compliance, offering direction and support to businesses in the process of diversifying their boards.

The quota system in Norway has had a considerable impact, with an increase in the number of women holding board posts. Women's representation on Norwegian boards of directors climbed from 6% in 2001 to 40% in 2009, proving the policy's success in achieving gender equality. The use of fines to enforce the policy has also been important to the quota's successful implementation, as firms who did not meet this criterion after a four-year adjustment period risked losing their operating licenses in the country.

Source: Storvik, A., & Teigen, M. (2010). *The Norwegian Experience*. Friedrich-Ebert-Stiftung. <https://library.fes.de/pdf-files/id/ipa/07309.pdf>

The quota system in Norway and similar initiatives across the world have not been implemented without controversy, with some claiming that it undermines meritocracy⁴⁶. However, quota policies and targets, especially in technical and senior positions where employers are more likely to unconsciously deem males as more competent, have been successful in breaking down barriers that hinder women from advancing to positions of leadership, resulting in more diverse and inclusive workplaces. Notwithstanding the fact that 40% of Norway's board members were women in 2009, it is important to note that several facts have not changed: the majority of boards are still chaired by men, and only 2% of CEOs of businesses listed on the Oslo stock exchange are women⁴⁷.

Governments' roles in promoting women's participation in the employment sector are pivotal, including but not limited to providing decent work for all women and men through policies and legislations. Over the years and across the globe, state actors have played a critical part in ensuring that organizations continue to generate opportunities for both men and women through a combination of local procurement policies and well-designed gender-inclusive policies that are consistent with national goals and capacities. These local content policies are vital for maximizing the mining

industry's potential for national development by creating business opportunities for local businesses and generating more jobs along the supply chain. Through policies such as mandated percentages of local sourcing of goods and services from domestic businesses or technology transfer requirements and offering financial support and tax rebates as incentives, governments have achieved goals they set for their employment sector and also used this to improve women's participation.

In 2008, the South African government instituted its Mining Charter⁴⁸ along with implementation guidelines to promote local content and advance inclusivity in the sector. The charter states that mining rights holders are responsible for ensuring that the terms and conditions supplied to women-owned and -controlled firms, or youth-owned firms, are not less favourable than those offered to other suppliers. It further sets out a requirement for at least 70% of the total procurement spend by mining corporations on mining materials and implements to be spent on locally made items. To further promote female participation, the charter requires that 5% of that sum be spent on items manufactured by enterprises owned and managed by women or youth. Similarly, a minimum of 80% of total service spending must be derived from South African-based enterprises, 15%

⁴⁵https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/briefingnote/wcms_410200.pdf

⁴⁷<https://library.fes.de/pdf-files/id/ipa/07309.pdf>

⁴⁸https://www.gov.za/sites/default/files/gcis_document/201809/41934gon1002.pdf

of which must be spent on services provided by women-owned and managed businesses.

In addition to implementing comprehensive policies that aim to rebalance the structural gender inequalities, governments can provide resources, and training programs, and establish partnerships with other organizations to support and empower women and marginalized groups and help bridge the gender gap in traditionally male-dominated industries. **The government of**

Canada provided funding through its Sectoral Initiatives Program and the Department of Status of Women to support the development and implementation of the Gender Equity in Mining Works program, which aims to eliminate unintentional barriers to women's participation in the sector. The case study (Box 3) demonstrates how this government effort has increased female representation in managerial roles in numerous Canadian mining businesses through the provision of resources to mining companies and the development of training tools.

Box 3: *Canada's Gender Equity in Mining Works (GEM Works) Program*

The Equity in Mining Works (GEM Works) program is a comprehensive training program designed to minimize the inadvertent barriers to gender inclusion found in obsolete mining industry regulations, procedures, and practices. The Mining Industry Human Resources Council of Canada (MiHR) developed the initiative, which was financed by the Government of Canada's Sectoral Initiatives Program, with the goal of providing mining firms with real tools and training to boost women's engagement in the sector.

The program was verified through industry-leading labour market research, with further financing from the Government of Canada's Department of Status of Women in 2015, enabling the provision of financial support for select firms to apply the program to undertake gender diversity efforts. Since then, GEM Works has been adopted by a number of large, small, and medium-sized mining and service companies in Canada's mining industry, including Agnico Eagle, Hatch Canada, and Taseko Mines Limited, and has seen significant success, with participating companies reporting increased female representation in management positions.

The GEM Works suite contains an eLearning suite, an executive development session, and written materials designed to assist mining businesses in constructing more gender-inclusive workplaces. The GEM Works toolbox also contains step-by-step guidance for companies to remove accidental barriers to gender inclusion in their policies and other official company paperwork, such as vacancy advertisements and the Standard Operating Procedures (SOPs) for technical jobs. This ensures, for example, that terminology and verbiage do not inadvertently dissuade women from pursuing particular positions.

Source: Mining Industry Human Resources Council. <https://mihr.ca/inclusion-diversity/gender-equity-in-mining-works-gem-works/>



Globally, governments' adoption of a gender equality vision is motivated by the awareness that balanced gender perspectives aid governments in making better decisions, including policy and economic decisions. The quality of government choices is determined by the inputs, processes, and evidence employed in making them. Strong and balanced gender expertise can assist policymakers in identifying policy trade-offs, improvements, and deficiencies and making more informed judgments. By emphasizing gender disparities and effectively using gender mainstreaming, the responsiveness and fairness of policy execution and outcomes may be improved. These are crucial government abilities and principles that contribute to public trust.

Economic considerations have also played an important role in propelling these endeavours. There has been a movement in nations where extractives make a large contribution to the national economy. The regulation of these extractive sectors comes under heightened scrutiny due to the non-transparent social, economic, and political environment to maximize the sector's benefits for the general population. Governments have recognized that not only

does barring women from the extractives industry perpetuate gender disparities, but it also inhibits the sector's economic potential and therefore aims to enhance productivity and support long-term economic prosperity by increasing gender diversity.

On the other hand, mining firms globally are realizing the need for increased gender inclusion in their working populations and are tightening efforts to promote the recruitment, retention, and promotion of women in order to meet global standards^{49 50}. Large mining companies are therefore addressing discrimination and seeking to include more women in their operations and supply chains, not only because they believe that greater diversity and inclusion of women are beneficial to business productivity and the sustainability of their corporations, but also to reduce public scrutiny of the impact of their social and environmental practices. Undertaking gender mainstreaming in an organization is to foster equal opportunities by applying a gender perspective to all policies and practices, thus influencing decisions and traditional structures of organizations with a grassroots approach. Increased women's participation and high-level representation are insufficient if

⁴⁹These standards include the expected conduct set out in the 2011 UN Guiding Principles on Business and Human Rights, the ILO Declaration on Fundamental Principles and Rights at Work, the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration), the OECD Guidelines for Multinational Enterprises, the IFC Performance Standards on Environmental and Social Sustainability, the Women's Empowerment Principles by UN Women and the UN Global Compact

⁵⁰https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---sector/documents/publication/wcms_821061.pdf

systems that address disparities and unfair treatment based on gender are not in place. Growth in the proportion of women in mining companies' workforces is primarily linked to the companies' undertaking of comprehensive efforts that integrate gender equality into their corporate culture and incorporate targeted initiatives into their overarching business strategies

and frameworks. Companies such as Anglo American (Box 4) have made efforts to increase women's participation and advancement in the mining industry by implementing strategies premised on the recognition that inclusion and diversity are the collective responsibility of all mining industry actors, and by setting goals to align and increase activity in this area.

Box 4: *Anglo American's Comprehensive Approach to Women's Inclusion in Mining*

Anglo American Plc, a global mining corporation headquartered in England, and the world's greatest producer of platinum, accounting for around 40% of global output, as well as a significant producer of diamonds, copper, nickel, iron ore, and coal.

After restructuring its perspective to recognize the promotion of women's participation in the mining sector as the collective responsibility of all actors in the mining industry, Anglo American adopted a strategy to align and increase action in inclusion and diversity, ensuring that these become part of the corporation's mainstream business initiatives.

The scheme, which facilitates apprenticeship and mentorship programs to give internal and external possibilities to women with potential, provides leadership training and guidance, and features an inclusive approach to obtaining and growing diverse talent with the buy-in of male employees, is credited with increasing the company's female representation in senior management from 15% in 2016 to 27% in 2020.

The strategy is also built on policies that serve to deter the habits of female bullying and harassment and create frameworks of support for women by protecting both the entire workforce through partnerships with health authorities and charities and providing comprehensive training on recognising and tackling victimisation at the workplace.

Anglo American's focus on areas such as talent acquisition and development and active strife to foster flexible and fair work environments that promote networking and collaboration are key to ensuring that women not only get into the sector but that female representation continues to increase across the corporation's total management population.

Source: Anglo American. (2023). *Inclusion and Diversity*. <https://www.angloamerican.com/sustainable-mining-plan/our-critical-foundations/inclusion-and-diversity>

Setting voluntary targets or quotas, adopting gender-inclusive networks, and providing or sponsoring career development, mentorship, and training programs to build internal capacity and advance their female workforce are typical initiatives introduced by mining corporations seeking to retain more females in their company, especially senior management positions. **Vale, a Brazilian metal and mining company, increased the percentage of women in their corporation from 13.5% to 18.7% between 2019 and 2021 by implementing a global diversity strategy that specifically targeted skilled female labour in Engineering and Geology, as well as ensuring that 50% of trainee vacancies were preferably allocated to women.** By taking an active part in training and developing the careers of their female staff, the company also increased the number of women in senior leadership roles by 80%.⁵¹

The demands between women's jobs and gender roles defined by society have been identified to contribute to the difficulties that career women face, particularly in male-dominated industries. Some employers in the mining industry, including South32 Limited and Goldfields Australia, have implemented initiatives to create mining environments that are appealing to both genders by implementing work-life balance

systems and flexible working arrangements, such as job sharing and telecommuting to accommodate women's needs and increase female retention in the mining industry.⁵²

⁵³ The traditional arguments for a male-dominated industry being "unsuitable" and "too demanding" for women are further becoming antiquated as mining gets more automated. Women are being more widely recognized as an underutilized and highly qualified resource capable of filling the ever-changing high-skilled mining positions of the future.

Global mining companies have also developed robust accountability frameworks for their operations and supply chains by thoroughly evaluating their own operations and decision-making processes to determine biases and prejudices that may prevent women from entering the field. The internal assessments simultaneously enable the identification of obstacles that will be met during the adoption and implementation of gender policies, allowing for proactive mitigation. BHP Billiton, the Australian mining giant, emphasizes the impact of this strategy by using it to implement its initiatives to achieve a 12% increase in female employee representation (Box 5).

⁵²<https://www.vale.com/w/episode-about-women-who-are-leaders-ends-the-second-season-of-mining-by-women-1>

⁵²<https://www.goldfields.com/pdf/investors/shareholder-information/gfa-reports/2021/gold-fields-australia-workplace-gender-report-2020-21.pdf>

⁵³https://www.south32.net/docs/default-source/all-financial-results/all-financial-results-reports-and-presentations/workplace-gender-equity-agency-public-report.pdf?sfvrsn=3741cdc5_4

Box 5: BHP Billiton's 50/50 Vision: Closing the Gender Gap in Mining

BHP Billiton set an audacious target of having 50% of its employees be female by 2025. Its overall goal is to improve the firm's performance and accountability by enhancing gender diversity, which emphasizes the significance of building an inclusive and diverse work environment.

The multinational has implemented specific initiatives to achieve its gender equality goal, key among which is the initiative to link the bonuses of its most senior staff to the number of female employees each year. This is a drastic and unique strategy intended to urge all employees to work towards increasing women's participation in the sector, and anticipated to result in a 3% rise in the female workforce annually.

The company's leadership emphasizes the challenges of achieving this goal, such as concerns among some employees about inclusion and diversity, particularly those who believe women are uninterested in the mining industry, and concerns among some male employees that they may be discriminated against or overlooked for promotion in undue favor of their female colleagues. Nonetheless, the corporation underlines that a more inclusive and diverse workplace is critical to the company's growth, and that unconscious bias persists in the industry that disadvantages women.

To combat these barriers, the organization has taken an additional approach that demands it question and recognize its own bias when making decisions, establish more dynamic workplaces, and challenge outdated "masculinity" preconceptions about occupations in the resources industry.

BHP Billiton's gender diversity and inclusion strategy has increased female representation to 29.8% in 2021, up from 17.6% when the policy was implemented in 2016. The benefit of women's inclusion is also highlighted in the company's report, which shows that its most inclusive and diverse sites performed 15% better.

Source: BHP. (2023). *Inclusion & Diversity*. <https://www.bhp.com/careers/inclusion-diversity>

Although each stakeholder has a unique role to play, recent gender inclusion projects in the mining sector highlight the benefits of partnerships and collaborations between government, industry or professional organizations, employers, and, notably, civil society

organisations and educational institutions.

Civil society organizations play a vital role in increasing women's participation in the mining industry by advocating for policies and programs that address the barriers

to full participation, conducting research to identify best practices and gaps in current efforts, and collaborating with government agencies, mining companies, and other stakeholders to implement effective interventions. CSOs and other community-based organizations foster discussion and collaboration by serving as a bridge between communities and decision-makers, ensuring that the perspectives and needs of women and other disadvantaged groups are heard and taken into consideration. CSO actions are motivated by the acknowledgement that industrial development is critical but requires effective management and impartial advocacy to avoid negative impacts on individuals, communities, and the environment. CSOs have a greater say in how mining developments are carried out by engaging with these employers and state actors in the sector, ensuring that companies consider the impact on the environment, employment opportunities for local communities, and community development processes. This enables CSOs to leverage these possibilities to generate beneficial social and economic outcomes for communities while also facilitating women's integration into the industry by lobbying for policies and programs that promote gender equality and women's empowerment in the mining sector.

By collaborating with educational institutions, government, private sector institutions, and mining companies deliberately position

themselves to attract and recruit emerging Science, Technology, Engineering and Mathematics (STEM) talent, competing with many other industries that place value on highly qualified individuals with these backgrounds. It also allows governments and employers to provide training and career development programs through courses with recognized accreditation to women currently working in the extractive industry to equip them with the skills, knowledge, and support needed to flourish in the extractive sector.

In 2019, the Peruvian Ministry of Energy and Mines (MEM) partnered with INCAE Business School to improve gender equality in the extractive industry by enhancing the leadership and managerial skills of women in middle management roles and promoting increased female involvement in high-level decision-making (Box 6). This program is credited for significantly reducing the gender gap in Peru's extractives sector and addressing women's underrepresentation in high positions.

Box 6: *Emerging Women Leaders of the Extractive Sector in Peru*

The Ministry of Energy and Mines (MEM), the National Society of Mining, Petroleum, and Energy (SNMPE), the Inter-American Development Bank (IDB), and the INCAE Business School developed the Program for Emerging Women Leaders in the Extractive Sector in Peru under leadership that aimed to highlight the need of promoting gender equality in the economic sector, notably that having women in decision-making positions leads to better public policies in government.

The initiative lasted six months, with 30 Peruvian women who worked in MEM or private enterprises associated with the field. INCAE developed a curriculum comprised of in-person and online modules that provided the women with skills in leadership, negotiation, conflict resolution, and strategic decision-making, all of which are required for advancement into high-level roles in the industry.

By improving the abilities and knowledge of women in middle management positions and giving them the resources they needed to move to higher-level decision-making roles, the program motivated more women to engage in decision-making positions and reduced biases and unfavorable stereotypes. The initiative helped to establish more gender-sensitive policies and practices in Peru's extractive sector by boosting the representation of women in decision-making positions and enhancing diversity, inclusion, and representation in the industry by promoting gender equality, therefore contributing to the construction of more equitable and sustainable communities.

Source: *Living in Peru. (2019). Peru Launches Program to Empower Women in the Mining Sector. LIP.*
<https://www.livinginperu.com/peru-launches-program-to-empower-women-in-the-mining-sector/>

Education has been shown to be an effective instrument for enhancing women's employability and mobility. Educational institutions assist women in overcoming some of the barriers to entry into the mining sector, such as a lack of prior experience or networks, by providing training and skill development opportunities. Furthermore, education can provide new chances for women in the sector, allowing them to advance to higher-level positions and assume leadership roles.

Educational institutions also contribute to changing the culture and views of the mining industry, which can be a substantial obstacle to women's participation. Mining businesses may create a culture of inclusivity and diversity by showcasing the value that women contribute to the industry, and the benefits that increased gender diversity can offer by collaborating with educational institutions. As a result, the sector can become a more friendly and supportive workplace for women.

Collaboration with educational institutions can also assist in addressing broader social and economic reasons that may be contributing to women's underrepresentation in the mining industry. Many women, for example, may encounter major cultural or societal impediments to pursuing professions in the field, such as limited access to education or discriminatory social norms. Mining corporations can help solve some of these underlying causes by boosting education and women's empowerment more generally by collaborating with educational institutions.

4.2 National best practices in promoting the active participation of women in Ghana's mining sector

Ghana, like many other countries, is undergoing substantial social and economic changes, which are reflected in the country's efforts to promote development and achieve sustainable growth in a variety of industries, including extractives. As a result, Ghana is mirroring global achievements as the government strives to foster an inclusive society. The country has recently become a focal point for a number of projects aiming at fostering gender equality, empowering women, and social inclusion in the mining sector.

Despite the fact that the industry has been dominated by men for generations, women in Ghana are breaking down barriers and making tremendous gains toward gender equality and representation.

The case studies discussed in this section will highlight the progress and challenges of establishing gender equality in Ghana's mining sector and explore the techniques used by different stakeholders to increase women's participation, such as advocacy, education, and legislative changes. Through these examples, the study will provide insight into the current state of gender equality in the mining industry in Ghana and the potential for further progress.

The Ghanaian government's recognition that gender equality and women's empowerment are critical to achieving sustainable national development has led to the establishment of structures to align the country toward mainstreaming women's issues across government and the private sector in areas such as education, politics, and, most notably, the extractive sector. The government implemented a National Gender Policy and adopted a gender strategy titled 'Mainstreaming Gender Equality and Women's Empowerment into Ghana's Development Efforts' in 2015, with the goal of mainstreaming gender, women's empowerment, and social protection concerns into national development processes for equitable

livelihoods for men and women, boys and girls. The National Gender Policy (Box 7) has been instrumental in promoting women's participation in the sector. The policy's commitment to maximizing economic possibilities for women, as well as women's

leadership and accountable governance, has prompted the emergence of a number of actions targeted at promoting women's involvement within the mining industry.

Box 7: *The National Gender Policy*

The National Gender Policy of Ghana serves as a guide to promote gender equality and women's empowerment in the country by addressing key areas, including women's leadership, economic opportunities, and gender roles and relations. These commitments serve as a framework for achieving the policy's overall goal of investing in people for better social and economic growth. The policy recognizes that gender equality is crucial for sustainable development and human rights, and it adopts a gender perspective to ensure that all members of society, including the vulnerable and marginalized, have a voice in governance processes. Gender equality and women's empowerment are considered strategies for reducing poverty, social injustices, and improving health standards, as well as increasing the efficiency of public and private sector investments in Ghana.

According to initial studies⁵⁴, women's engagement in the extractive sector, as well as the quality of this participation in terms of employment status and remuneration relative to their male counterparts, is limited, and they face employment status and earnings discrimination. This resulted in the Ghanaian government enacting laws to encourage women's engagement in the extractive sector, such as the

Local Content and Participation Policies for the petroleum and mining sectors and the Ghana Extractives Industry Transparency Initiative (GHEITI). Ghana's EITI membership was a significant step toward national gender equality, as the EITI Standard includes gender standards for all nations that have acceded to the initiative (Box 8).

⁵⁴https://www.interias.org.gh/sites/default/files/GrOW_Ghana_WP_1.pdf

Box 8: Gender Equality Strategizing and Capacity Building at GHEITI

GHEITI took steps toward meeting the EITI Standard gender requirements by collaborating with the West Africa Governance and Economic Sustainability in Extractive Areas to develop a gender equality strategy and capacity building for members of the Ghana Extractive Industries Transparency Initiative (GHEITI) as part of the project's efforts to facilitate gender mainstreaming in Ghana's natural resource sector. Under the EITI Standards, Multi- Stakeholder Groups (MSG) must consider gender balance in their representation and provide employment data by company, gender, and occupational level. The guidelines also require MSGs to demonstrate how they have taken gender issues and inclusion into account when disseminating EITI data.

GHEITI developed a gender strategy and gender mainstreaming action plan that could be implemented to achieve full gender integration in all GHEITI activities, as well as guidelines and training for the integration of gender and youth in the planning and implementation of all GHEITI activities. Furthermore, the project included training for the GHEITI Multi- Stakeholder Group and the Secretariat on the GHEITI gender strategy, policy, and gender mainstreaming road map.

Source: Extractive Industries Transparency Initiative. (2016). *EITI Standard 2016*. eiti.org/sites/default/files/2022-06/EN%20GN_Gender.pdf

This initiative is noteworthy as its effectiveness is assured by guaranteeing that the leaders and representatives in multistakeholder groups have a balanced gender representation and then equips them with gender equality mainstreaming tools for use in their respective positions, representing an upward one-to-many learning trend for promoting women's participation in the sector.

Similarly, employers in Ghana's mining sector are launching several ambitious gender equality regulations and guidelines within their organizations. As mining corporations have more

streamlined operational processes with stockholders who are very competitive and have vast consumer bases, they can make decisions quickly compared to governments, the community, and stakeholders on the ground, where practices and behavioural adjustments can take a long time. **AngloGold Ashanti Ltd. (Box 9), Goldfields Ghana and Golden Star Resources Ltd introduced gender-related policies and measures, such as wage mapping systems, gender awareness training, and intensified efforts to hire female executives.**

Box 9: *AngloGold Ashanti Limited's Gender Diversity Policy*

Anglo Gold Ashanti Limited's gender diversity policy was designed to serve as a tool for improving gender equality in the workplace and to enable the company to integrate gender into important organizational processes. Further, it proposes the development of particular interventions to address women's practical and strategic needs in order to secure women's empowerment as a step toward gender equality.

With its policy, the company formalized its commitment to gender equality and developed a comprehensive strategy to promote women's empowerment within the company by putting interventions in place to create an enabling environment, guaranteeing that women and men have equal opportunity to develop and progress within the organization. Human resource policies were evaluated and modified to enhance gender equity, including targeted interventions like mentorships, coaching, and cross-skilling. Discrimination was also addressed in the areas of recruiting specifications, advertising, selection, remuneration, grading, promotion and advancement, training and development, and family -friendly procedures. Anglo Gold Ashanti Ltd. has provided gender sensitivity and awareness courses to all of its workers, as well as suitable leave and benefit options for both men and women to balance family and professional duties.

Other key initiatives formulated and implemented by the policy include the development of indicators and targets to identify and address the distinct practical and strategic gender needs of both men and women, the use of gender indicators to track and manage the performance and progress of women in business, periodic monitoring and auditing policies and procedures to ensure continued and consistent gender appropriateness and ensuring equal pay for work of equal value.

Source: *AngloGold Ashanti. (2015). Gender Equality and Empowerment of Women Policy. <https://www.anglogoldashanti.com/media/8700/gender-equality-and-empowerment-of-women->*

Other initiatives by mining employers followed international examples in providing resources to women and facilitating training programs to build capacity and facilitate their partaking in the sector. Ladybird Logistics is a prime example of initiatives that empower women by teaching and

providing them with skills valuable to the mining sector and providing them with gainful employment (Box 10). However, the initiative has not received adequate support from other stakeholders in the mining sector. Although the pioneering initiative was determined to result



in fewer losses as opposed to hauls made by male oil truckers, there was still a preconception of incompetence attached to the female-only logistic company.

Box 10: *Ladybird Logistics: The First Female-Only Oil Transportation Company*

Ladybird Logistics, a cutting-edge logistics firm with entirely female drivers, was founded in October 2018 with the goal of creating a difference in an ecosystem where gasoline transportation is a male-dominated industrial logistics profession that is seen as too onerous for women. What began with 11 women has grown into a profitable business with over 50 women driving 47,000-liter tankers that supply fuel to western Ghana's gold mines.

Despite the fact that transportation is one of the largest sectors, with linkages to nearly every other industrial sector, trucking is primarily regarded as a "man's job." Ladybird Logistics aims to empower, equip, and inspire women all along the mining value chain to thrive in male-dominated areas. The women who completed a four-month training program that included discipline training at an army base, large vehicle driving and maintenance, and long trip route organization and management had previously been either inexperienced or public bus drivers, and they graduated as international standard fuel truckers.

According to the founders, the biggest challenge to the company's launch was a lack of interested women to take on the role. Nonetheless, since its founding, the organization has garnered international acclaim and awards as the first of its type, inspiring women in and outside of Ghana to challenge preconceived notions about what a woman can and cannot do.

4.3 Conclusion

In conclusion, the case studies presented in this study have underlined the necessity of encouraging women's participation in the mining sector, as well as the role of many stakeholders in accomplishing this aim. While Ghana is making progress toward gender equality in the extractives industry, much more work remains to be done.

The initiatives and tactics being implemented around the world and adapted to Ghana detailed in this paper are optimistic, but they only represent the beginning of a long and continuous process. To sustain and make further progress in the process, all players in Ghana's mining sector must work together toward a common objective of

gender equality and inclusion. The government, educational institutions, civil society groups, and sector employers are all represented. It also demands a knowledge that promoting gender diversity is not just moral, but also beneficial to business, since it enhances productivity and creativity, resulting in more sustainable growth. To maintain the gains made thus far and make further progress, it is critical that all stakeholders in Ghana's mining sector collaborate toward a single goal of gender equality and inclusion. This includes the government, educational institutions, civil society organizations, and employers in the sector who must all understand that fostering gender diversity is not only the moral thing to do but also good for business, as it increases productivity and innovation and leads to more sustainable growth. Going forward, there are numerous areas where Ghana's mining sector may focus on enhancing gender equality. These include encouraging women to participate in decision-making processes, expanding access to education and training, fostering safe and inclusive workplaces that make efforts to identify and mitigate unconscious bias, and tackling cultural prejudices and stereotypes that limit women's engagement in the industry. By resolving these issues, Ghana may build on its previous successes and become a global leader in promoting gender equality in the mining industry. Overall, the case studies presented

in this section show that developing gender diversity and inclusion in the mining sector demands a multi-stakeholder strategy and a long-term commitment. Ghana's actions and plans have laid a solid basis for success, and the country can make even greater steps toward achieving gender parity in its mining sector with consistent commitment and collaboration.



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Conclusions & Way Forward

This section covers

- Summary of the report
- Recommendations and key areas for reforms

5.1 Key findings

1. Gender disparities persist in the mining sector, both in overall participation and leadership roles

Despite advancements in various sectors, the mining industry in Ghana remains significantly male-dominated. Women's participation in the sector is disproportionately low, with only 10% representation across mining companies in the country. This underrepresentation extends to leadership positions within mining companies with a notable absence from top management and decision-making roles, further highlighting the existing gender disparities. This disparity is a multifaceted issue that affects women's career growth and hinders their ability to contribute fully to the sector. Addressing these disparities is crucial for leveraging the full potential of the mining sector by tapping into the diverse talents and perspectives that women can bring to the industry. Efforts must be made to create a more inclusive and equitable environment in which women can actively participate and lead in the sector.

2. Historical exclusions have a profound impact on women's participation and societal perceptions in the modern mining sector

Historically, women have played significant roles in mining activities, notably in pre-colonial Africa; however, their involvement declined in the mid-1850s due to regulatory changes like the British Mines and Collieries Act of 1842 and protective conventions introduced by the ILO in 1930 which pushed women to the margins

of the mining sector. In Ghana, the ban on women's participation in the mining sector was introduced in 1928 and not lifted until 2003. The historical antecedent for male domination in the mining sector is instructive for the hurdles to women's involvement today since the exclusion of women has resulted in further legislative and socio- cultural barriers to their full and equal participation. For example, the historical perception of mining as labour-intensive and physically demanding work has deterred women's participation and even though the industry has evolved, these outdated perceptions persist, contributing to gender disparities.

3. The barriers to entry and leadership are multifaceted but in Ghana, these barriers are generally rooted in socio-cultural ideologies

Several barriers, including inadequate specific and clear provisions addressing gender considerations in the regulatory framework of the sector, ineffective statutory safeguards against gender-based discrimination, opaque permitting processes, restricted financial access, and workplace harassment, hinder women's entry into the mining sector. Furthermore, pervasive societal expectations, which disproportionately assign caregiving responsibilities to women, significantly mould the career choices "assigned" to women. These expectations engender the perception that women exhibit lower professional commitment, thereby hampering their prospects for advancement and access to career development initiatives. Within corporate environments, unconscious biases against women persist, manifesting as doubts concerning their professional competence. These biases are a contributing factor to the pronounced gender disparity in leadership positions and the underrepresentation of women in training programs or pathways to career

progression, ultimately affecting leadership representation.

4. Comprehensive maternal support systems and infrastructure should be requisites in the mining industry

The study found that the mining sector frequently falls short in establishing comprehensive support systems for pregnant and nursing women, due to concerns of the financial implications of accommodating their unique requirements. The intrinsic characteristics of the mining industry - characterized by strenuous in remote locations and prolonged work shifts spanning one to two weeks away from home - accentuate the necessity of establishing comprehensive infrastructure to cater to the varied needs and safeguards of all its employees. Acknowledging and recognizing that the demand for flexible work arrangements and on-site childcare facilities and other support utilities, as mandated by pregnancy and breastfeeding, as well as additional protective measures, are not mere luxuries but fundamental biological requisites that should be standard for all genders.

5. Inclusive policies and practices are fostering diversity and equality in the mining industry

A paradigm shift is underway in the mining industry, globally and in Ghana, as a number of forward-thinking companies have recognized the necessity of fostering an inclusive environment. These industry leaders are implementing comprehensive gender-sensitive policies and practices aimed at addressing historical disparities encompassing a range of forward-looking initiatives that contribute to more equitable workplace conditions and establish quotas established to ensure that women are adequately represented among shortlisted applicants. These collective endeavours

exemplify a promising shift towards more gender-balanced and equitable mining industry practices.

5.2 Recommendations for advancing active participation of women in Ghana's mining sector

Based on the findings, the following preliminary measures are recommended to advance strong and active women's participation in Ghana's mining sector, especially its governance:

A. To Government (Regulatory Advancements)

1. Strengthening the Legal Framework towards Gender Inclusivity

A key outcome of this study was the inadequacy of existing gendered provisions in Ghanaian laws in advancing gender equality in the sector. The 2014 Minerals and Mining Policy, the 2015 Ghana Gender Policy and LL 2431 have all largely proved futile in empowering women in the sector. To advance gender inclusivity in the extractive sector and promote higher female representation in leadership, there is a critical need to strengthen the legal framework to move away from lax and recommendatory provisions when it comes to promoting women's participation. It is recommended to introduce legislation that mandates and enforces gender equality within mining companies. Such legislation will place the responsibility on companies to actively champion gender diversity and inclusion in their businesses and structure their operations accordingly.

Furthermore, legal provisions need to be

made to ensure that all CSR programs implemented by mining companies are designed with a gender lens and address the specific needs and concerns of women in mining communities in their development and implementation. This will ensure that a certain percentage of CSR programs involve programs that promote women's health and safety or that provide training and education opportunities for women.

The study further recommends that governmental institutions and private employers be encouraged to conduct systematic reviews and revisions of their official company paperwork, such as hiring guidelines, vacancy advertisements, and standard operating procedures (SOPs) for technical jobs, in order to remove unintentional barriers to gender inclusion and ensure that they are operating on equitable hiring, retention, and promoting policies. Adequate and appropriate frameworks and methodologies must also be established to guarantee that no unintentional bias influences individual performance and board effectiveness evaluations.

2. Mandatory Sector-Wide Gender Disaggregated Reporting

The proposal to mandate sector-wide gender-disaggregated reporting stems from the critical importance of comprehensive data in addressing gender disparities within Ghana's mining sector. Currently, while gender-disaggregated personnel data is submitted to regulatory bodies, it remains inaccessible to the public. Making this information publicly available would not only foster transparency but also create a competitive environment among companies in prioritizing gender mainstreaming.

Furthermore, the existing reporting framework primarily focuses on large-scale

mining companies. To ensure a holistic approach to gender mainstreaming, it is recommended to extend this reporting requirement to regulatory institutions operating in the sector. This expansion would encompass the entire spectrum of entities involved in mining activities, promoting a unified effort towards gender equality.

The government, by mandating and broadening gender-disaggregated reporting, gains a valuable tool for evidence-based policymaking. This information allows for the identification of specific gaps and challenges faced by women in the sector, facilitating targeted interventions. Additionally, the public availability of this data can act as a catalyst for positive competition among companies, encouraging them to proactively enhance women's participation in all facets of the mining industry.

3. Creating Financial and Certification Incentives for Companies with Gender-Responsive Policies

By introducing tax incentives or financial rewards in the form of in-kind grants, wage subsidies or tax credits for companies that successfully adopt and implement gender-responsive policies, the government can leverage economic mechanisms to drive positive change and compensate for the cost implications typically associated with gender-based interventions. Financial incentives act as powerful motivators for companies to proactively implement gender-responsive policies such as flexible work schedules, mentorship programs, healthy parental (maternity and paternity) leave durations and equal opportunities for career advancement that directly and indirectly target gender equality goals.

Certification incentives, such as the UNDP's Gender Equality Seal⁵⁵, can be similarly effective in encouraging companies to improve their commitment to gender equality and indirectly pursue gender equality goals through positive recognition of companies' gender mainstreaming efforts which also in turn encourage other companies to follow suit. Under such schemes, a company's commitment is verified by a regulating agency through an assessment of gender at all levels of an organization – from identifying gaps to developing policies and implementation strategies.

The UNDP certification examines, among others, whether organizations have work-life policies, whether there are safe places for all workers, whether equitable compensation is provided, and whether women are in positions of leadership and award tiered certifications (bronze, silver, gold) based on a company's achievement. Furthermore, when the certificate is granted, continued monitoring of advancement and development to preserve certification status ensures that efforts will continue.

Incentives allow the government to stimulate a culture of continuous improvement in fostering equal opportunities for both genders approach and align with global trends where socially responsible business practices are increasingly becoming a benchmark for corporate success. Companies that prioritize gender equality often exhibit improved workplace morale, enhanced productivity, and a positive public image. In essence, this recommendation not only positions the government as a promoter of diversity and inclusivity but also aligns with the broader global movement towards responsible and sustainable business practices.

⁵⁵United Nations Development Program (2023) Gender Equality Seal. <https://www.undp.org/jordan/gender-equality-seal>

4. Improved Functionality of the Gender Desk of the Minerals Commission

A dedicated task force comprising government officials, industry experts, and gender advocates to monitor and drive gender equality initiatives within the mining sector is essential to provide strategic guidance and ensure sustained efforts in this regard. Currently, measures against discrimination and harassment are largely implemented by individual companies, contributing to reported ineffectiveness due to company politics and favouritism. To address this, the gender desk of the commission can establish an overarching grievance mechanism as part of its gender regulation of the sector. This mechanism would serve to bypass internal company dynamics, providing a neutral platform for reporting incidents and grievances, thereby ensuring a more effective and unbiased resolution process.

Moreover, the gender desk can extend its impact by conducting research on gender-specific health and safety concerns in the mining sector. This research would pave the way for the development of tailored and gender-sensitive mandatory occupational health and safety standards. By focusing on the unique challenges faced by both male and female workers, these standards contribute to a safer and more inclusive working environment.

The strengthened functionality of the Minerals Commission's gender desk is not only about oversight but also about creating a proactive and responsive mechanism. By addressing systemic issues and conducting targeted research, the gender desk becomes a central force in advancing strong and active women's participation in Ghana's mining sector, especially in governance roles.

B. To Industry

5. Addressing Cultural Barriers through Effective Sensitization

Ghana's mining sector is overwhelmingly male dominated, with a culture that is not always welcoming to women. To eliminate this impediment, as well as other systemic and structural biases inadvertently ingrained in Ghanaian society, and improve the sector's inclusion, attitudinal and behavioural changes are necessary within the extractive industry. The study recommends that organizations establish and promote safe and conducive work environments free of stereotypes through unconscious bias sensitization and awareness building trainings, as well as promoting and deeply instilling values that foster inclusion and deep respect for all genders in the workplace culture. This will lay the groundwork for women to prosper, grow, and realize their full potential in the mining industry.

Effective awareness could be built through mandatory and regular company-wide gender sensitization training programs designed to make employees aware of their potential biases. This training should sensitize them to the importance of gender diversity, encourage them to identify, call out, and challenge gender biases, and equip them to be cognizant of their actions, inactions, and decisions to identify situations in which they might be perpetuating stereotypical ideas on gender. By fostering inclusive values and providing training on gender biases, the industry can transform its culture, making it more respectful, equitable, and supportive for all genders. This, in turn, will contribute to a more inclusive and diverse workforce where women are encouraged to excel and lead at all levels.

6. Gender-Responsive Policies and Preferential Employment and Procurement Strategy (PEPS)

Deliberate and specifically designed policies are required to improve women's active and meaningful participation in mining sector governance and address the historical, cultural, and institutional barriers that women's groups encounter in Ghana's mining industry. The study found that companies in Ghana that have established strong gender policies with clear initiatives and set targets demonstrated higher representation of women in management positions. These policies typically include strategies and commitments to increase the number of women in the workforce and create a more inclusive workplace culture.

Key components of these gender-responsive policies involve:

- **Gender Parity Roadmaps:** Mining companies should create and document roadmaps outlining strategies to increase women's representation at various organizational levels. These roadmaps may incorporate specific targets and timelines, promoting a balanced gender distribution. For example, striving for a 50/50 gender balance in shortlisting and recruitment processes can be a powerful step toward gender equality.
- **Preferential Employment and Procurement Strategy (PEPS):** To address gender imbalances effectively, it's recommended to adopt a Preferential Employment and Procurement Strategy (quota system). This strategy ensures that women are intentionally targeted and not excluded from economic participation in the mining industry. PEPS promotes the recruitment and advancement of women into high-level positions and provides preference to women-owned or led enterprises in procurement operations.
- **High Quotas in Pipeline Programs:** To rectify gender imbalances from the ground up, mining companies should establish high

quotas in pipeline programs like internships, national service, and graduate traineeships. These programs offer women opportunities to gain vital skills and experience, paving the way for their progression into leadership roles. Setting high quotas for female participation in these programs helps create a talent pipeline, ensuring a more balanced representation at all organizational levels.

7. Enhancing Workplace Well-being and Safety for Women through Work-Life Balance Systems and Gendered Occupational Health and Safety

The mining industry could provide a substantial contribution to women's meaningful engagement and economic empowerment by putting in place measures that improve the well-being and safety of women and mainstream appropriate work-life balance systems and flexible working arrangements that have been previously overlooked owing to the sector's marginalization of women-specific needs. Mining corporations, for example, can build on-site daycare centres, sanction telecommuting options, and provide other family-related services at mine sites to accommodate their cultural homemaker responsibilities to enable women to participate more effectively in the workforce without compromising their family commitments.

The need for gendered occupational health and safety systems is similarly necessary and ranges from gender-appropriate protective instruments and services such as uniforms, helmets, goggles, secure toilets, and bathrooms, to changing rooms. A frequently overlooked aspect of gendered OHS is the risk assessment of work for pregnant or nursing staff. Given the nature of mining work, some settings can be hazardous to nursing or pregnant women and their born or unborn babies. It is therefore recommended that companies, especially

those with extensive field operations conduct thorough risk assessments specific to the individual's job, taking into account the setting and job requirements to identify roles that may pose a risk to the baby's health.

8. Streamlining Training and Assessment Procedures for Gender-Neutral Evaluation

To address the existing challenges of exploitation and the potential for gender -based discrimination within the mining industry, a critical initiative is the implementation of streamlined, gender-neutral personnel assessment processes that minimize human interaction and subjective decision-making. By adopting a streamlined approach based on performance metrics monitored in real-time, the power dynamics that underpin workplace gender-based exploitation and bias can be reduced.

In practice, this means shifting from subjective evaluation methods that may be susceptible to bias and discrimination towards objective, performance-based criteria. These criteria should be transparent and rigorously monitored to ensure fair and equal treatment of all employees, regardless of their gender. By focusing on performance-based criteria, the gender disparity in career advancement can be mitigated, making the industry more equitable and inclusive.

9. Strengthening Women's Positions and Visibility Through Networks

In order to increase their visibility and dissolve the misconception that women are inadequate and ineffective in the sector's governance, women should be encouraged to form networks and associations within the mining sector to provide a platform for advocacy and collective action. Women should be encouraged to create networks and organizations within the

mining industry to provide a platform for advocacy and collective action to improve their visibility and dispel the myth that women are insufficient and ineffective in sector governance. Women's networks, as well as broader industrial organizations and professional bodies, foster a feeling of community and support among women, allowing them to set high professional objectives and find avenues for advancement through their peers.

Through professional networks and business resource groups, updated directories of female expertise in the mining sector can further be developed to help employers easily recognize and access the wealth of female talent available. Increased visibility and accessibility through the formation and mainstreaming of network exposure promotes confidence in the capabilities of women in mining, challenging the misconception of inferiority and scarcity of skilled women professionals in the field.

10. Empowering Women's Entrepreneurship in the Mining Sector

It is essential to encourage and support women to create their own enterprises as suppliers or service providers when it comes to boosting women's entrepreneurship in the mining sector. This will open up opportunities for women and assist them in starting or expanding their businesses. The study identified, however, that female entrepreneurs in the sector experience difficulties obtaining financing and business facilitation support, which bars their gainful and active participation in the sector. As a result, in addition to encouraging and educating women on how to enter and operate profitably in the sector, the study recommends the establishment of finance and licensing support initiatives that are accessible to women and take into consideration their special requirements and circumstances.

C. Societal Awareness and Advocacy

11. Breaking Stereotypes with Gender-Sensitive Media Coverage

Gender-sensitive media coverage can be essential in raising awareness about the hurdles that women experience in the mining industry. To promote such coverage, it is important to engage media professionals on issues related to gender and the mining industry. Media organizations should also be urged to implement gender-sensitive rules and procedures in order to guarantee that their coverage is factual, balanced, and free of stereotypical portrayals. Furthermore, showcasing the achievements and efforts of women in the mining industry might assist in shifting public opinions and increasing women's visibility in the field.

12. Education, Training and Mentorship

Women's effective engagement in Ghana's mining sector is frequently hampered by a lack of necessary technical and operational skills. Providing them with the necessary training, through formal education and apprenticeship, to gain industry-relevant knowledge and skills is a critical step toward increasing their employability and eventual participation in the sector. Because female participation in STEM courses was highlighted as a key obstacle to their entry into the industry, the study also suggests intentional initiatives to increase their enrolment in relevant STEM courses at both the secondary and postsecondary levels. This includes outreach campaigns to high schools and other educational institutions to encourage more females to explore STEM programs and occupations, which can contribute to the development of a stronger pipeline of female talent for the future. The following specific initiatives are also presented:

- Offering scholarships or financial support specifically for women aspiring to pursue STEM courses to help reduce financial barriers;
- Providing female students with mentors or role models already in the industry who can guide and inspire them throughout their academic and professional journey in STEM;
- creating inclusive and supportive learning environments with flexible learning options that foster collaboration and community building, which can help female students feel more engaged and motivated in their studies.
- Organizing women-led workshops, seminars, and other events that specifically target female students to raise awareness about the opportunities and benefits of pursuing STEM careers.
- Partnering with universities, industry and other stakeholders to offer professional and managerial courses, industrial internships, co-op programs, and other experiential learning opportunities that can help female students gain practical skills and experience in their chosen field.
- Addressing and mitigating any gender biases or stereotypes in the course descriptions and advertisements that may unconsciously discourage or deter women from pursuing STEM fields through awareness and education campaigns.



5.3 Conclusion

Ghana's female workforce remains largely untapped in the extractive sector, with low representation in high-level positions in the government's regulatory institutions and on the boards of various employers in the sector. This limits the nation's potential to achieve equitable economic growth, sustainable development, and social justice in the sector. Women's exclusion from leadership roles and decision-making processes results in missed opportunities for their input and perspectives in policy formulation and implementation, thereby leading to suboptimal outcomes for the nation as a whole.

The barriers identified as impeding women's participation in the sector's governance include lack of access to education and training opportunities, discrimination and stereotypes, cultural and social norms, and inadequate legal frameworks. Women also face safety and security challenges, especially in remote mining areas. These challenges not only limit women's participation but also affect their safety, health, and well-being.

To systematically remove these barriers and integrate skilled and talented women into the sector, a concerted effort is needed from all stakeholders in the industry. This includes the government's mining sector regulation institutions at the national and sub-national levels, state and non-state accountability

actors, CSOs, NGOs, other community-based institutions, local community leaders, trade unions, professional associations, and educational institutions. Although each stakeholder has a unique role to play, multi-stakeholder collaborations are necessary to effectively develop and implement measures that will increase women's participation in extractive sector governance.

WIM Ghana recognizes the importance of engaging in dialogue with these stakeholders, specifically policymakers and civil society, to expand its concerted efforts aimed at enhancing women's participation in the mining sector's value chain. These engagements will highlight the roles of the stakeholders, proffer evidence-based recommendations, and build alliances to enhance women's participation in the mining sector value chain, with an emphasis on extractive sector governance.

Annexures

Key stakeholder institutions consulted






Government	Industry
Minerals Commission	Goldfields Damang Mines
Environmental Protection Agency	Chirano Gold Mines
Ministry of Finance (Ghana EITI)	AngloGold Ashanti Obuasi
	Ghana Manganese Company
	FGR Bogoso Prestea Mine
	Newmont Ghana Limited (Akyem)
	Perseus Mining
	Anglo Gold Ashanti Iduapriem



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