

REPUBLIC OF RWANDA



RWANDA MINES, PETROLEUM AND GAS BOARD (RMB)

GENDER STRATEGY FOR THE MINING SECTOR IN RWANDA

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## FOREWORD

Rwanda's mining sector, which also includes quarrying operations, employs 57,379 workers, of whom only 11.4% are women, while the vast majority (88.6%) are men, according to figures published in March 2021 by the National Institute of Statistics of Rwanda (NISR). As far as women ownership of mining and quarrying companies and cooperatives is concerned in all 30 districts of Rwanda, RMB (Rwanda Mines, Petroleum and Gas Board) records show that there are only 22 women owners, representing 16%, against 116 men, representing 84%. Earnings from mining and quarrying operations go beyond workers and investors and reach their families and the national economy, given that the sector comes second, just after tourism and hospitality, in generating foreign currencies to the country.

It is well known that Rwanda is one of the most gender-sensitive countries in the world and Rwanda's constitutional, legal and institutional framework is gender-mainstreamed. However, as the above figures indicate, gender equality in the mining sector has yet to record similar achievements and appears to be lagging behind given the notable male dominance in the sector. To tackle this issue, RMB partnered with its stakeholders to develop a gender strategy for the mining sector. The journey started with a baseline study which confirmed the male dominance in the sector and defined the tasks to be performed, including the development of the current gender strategy.

This strategy serves as a guide for all gender, mining and economic stakeholders to play their specific coordinated roles in the promotion of gender equality in mining. The strategy suggests various interventions to end gender stereotypes that hinder women's participation in mining, to ensure the gender-mainstreaming of mining and quarrying companies and cooperatives, to build women's capacities, recruit and retain them, to avail a gender-sensitive workplace environment and to ensure women's socio-economic empowerment. The strategy covers a five-year period (2022 - 2026) and we believe that once all relevant implementers perform their responsibilities, women and men will be legitimately and fairly represented in the mining sector, their rights shall be guaranteed, and they will contribute more towards the socio-economic development of their families and communities.

RMB would like to thank all stakeholders for their respective contributions to this analysis of the gender status of the mining industry, and the development and adoption of this strategy, including: GIZ Rwanda, BDO LLP, the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Finance and Economic Planning (MINECOFIN), the Gender Monitoring Office (GMO), the National Women Council (NWC), PACT World Rwanda, the Rwanda Mining Association (RMA), the Rwanda Quarry Association (RQA), the Rwanda Women In & And Mining Organization (WIAMO) and the Rwanda Extractive Industry Workers Union (REWU).

Amb. Yamina KARITANYI  
CEO, Rwanda Mines, Petroleum and Gas Board

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**Table 1: List of abbreviations and acronyms**

<b>Abbreviations</b>	
3TGs	Tin (Cassiterite), Tantalum (Coltan), Tungsten (wolfram) and Gold
AIDS	Acquired Immunodeficiency Syndrome
AMV	Africa Mining Vision
ASM Ltd	Africa Service Gems Ltd
ASM	Artisanal and Small-Scale Mining
AU	African Union
BGR	Germany Federal Institute for Geosciences and Natural Resources
CDMC	Carrière des Mille Collines Ltd
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
COMIKAGI	Cooperative Minière Kababara-Gikingo
CSOs	Civil Society Organizations
CSR	Corporate Social Responsibility
DPs	Development Partners
ECD	Early Child Development
EDPRS	Economic Development and Poverty Reduction Strategy
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
ESIA	Environmental and Social Impact Assessment
FCDO	UK's Foreign, Commonwealth and Development Office
FFRP	Rwanda Women Parliamentary Forum
GBS	Gender Budget Statements
GBV	Gender-Based Violence
GES	Gender Seal Certificate
GI	Governmental Institutions
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i> / German Agency for International Cooperation
GMDC	Generation Mining Development Company Ltd
GMO	Gender Monitoring Office
HIV	Human immunodeficiency virus infection
ICGLR	International Conference on Great Lakes Region
iTSCi	Tin Supply Chain Initiative
IMC	Inter-African Corporation
IPRC	Integrated Polytechnic Regional Centre
LG	Local Government
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and Evaluation
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government

## Abbreviations

MINECOFIN	Ministry of Finance and Economic Planning
MINICOM	Ministry of Trade and Industry
MININFRA	Ministry of Infrastructure
MINISANTE	Ministry of Health
MoE	Ministry of Environment
NBM	New Bugarama Mining
NGO	Non - Governmental Organizations
NISR	National institute of statistics of Rwanda
NST1	National Strategy for Transformation, phase one
NWC	National Women's Council
PAC	Partnership Africa Canada
PPEs	Personal Protective Equipment
PS	Private Sector
PSF	Private Sector Federation
RAB	Rwanda Agriculture Board
RBC	Rwanda Biomedical Centre
RDB	Rwanda Development Board
REMA	Rwanda Environmental Management Authority
RETC	Rubavu Exploitation and Trading Company Ltd
REWU	Rwanda Extractive Industry Workers Union
RGB	Rwanda Governance Board
RMA	Rwanda Mining Association
RMB	Rwanda Mines, Petroleum and Gas Board
RMIF	Rwanda Mining Investment Forum
RP	Rwanda Polytechnic
RQA	Rwanda Quarry Association
RWIMA	Rwanda Women In Mining Association
SDF	Skills Development Fund
SDGs	Sustainable Development Goals (SDGs)
SDMR	Sustainable Development of Mining in Rwanda
SGBV	Sexual and Gender Based Violence
SMG	School of Mining and Geology
SPIU	Single Project implementation Unit
STD	Sexually Transmissible Diseases
TBD	To Be Determined
TSL	Trading Services Logistics Ltd
TWG	Thematic Working Group
UK	United Kingdom
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Emergency Fund
UN-WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

## *Abbreviations*

UR	University of Rwanda
WIAMO	Rwanda Women In & And Mining Organization
WIM	Women in mining
WMP	Wolfram Mining and Processing

## EXECUTIVE SUMMARY

The gender strategy for the Rwanda's mining sector includes measures to promote the advancement of women in the mining and quarry workforce, and in the ownership of the same businesses. This strategy starts by illustrating the contextual analysis, placing mining in the wider national development strategy, the national gender policy, the legal and institutional framework, and the rationale for the development of a specific gender strategy for the mining sector. After presenting the methodology applied to obtain a baseline and to draft the strategy, this strategy describes gender gaps and challenges, and the opportunities that will serve to reach the gender equality goals in Rwanda's mining sector. This is followed by the strategic framework which embodies mission, vision and strategic objectives, strategic pillars and related interventions, as well as the strategy's logical framework. The implementation of the strategy is discussed, before the strategy concludes by showcasing its M&E framework.

As far as the contextual analysis is concerned, the strategy sourced out its objectives in the place of mining and gender in Rwanda. Mining is classified among the key sectors with great potential for growth and employment and has always been treated as an integral part of Rwanda's national visions and strategies including the National Strategy for Transformation (NST 1), the Vision 2020 and the Vision 2050, and the 2008 - 2017 Economic Development and Poverty Reduction Strategy I & II (EDPRS). Mining is also Rwanda's second-largest export revenue earner, after tourism. This strategy shows how Rwanda is currently among the top gender-sensitive countries, with different gender advancements in different sectors, however these advances have not translated to the mining sector.

In order to set strategies to fight gender imbalances in the mining sector, the methodology applied engaged gender and mining stakeholders, including governmental institutions, business partners and civil society organisations. In a collaboration with the stakeholders, before drafting the strategy, a gender sectorial analysis for the mining sector was conducted, which helped to detect areas giving rise to gender issues, namely historical male-dominance and gender stereotypes, skills and division of labour, internal policies, rules and regulations, the physical environment and the socio-economic environment. The analysis also helped in collecting views from stakeholders and actors from selected mining and quarrying companies and cooperatives, on solutions to be adopted in a bid to increase the participation of women in the mining and quarrying sector.

From the above areas of gender gaps and challenges, the strategy adopted strategic pillars and associated detailed interventions to ensure gender equality in the mining and quarrying sector. The pillars include ending gender stereotypes, misconceptions and unfamiliarity of women's employability in mining and quarrying sector, the gender-mainstreaming of companies and cooperatives' internal policies, rules and regulations, women's capacity building and career development, having the gender-sensitive physical environment in the workplace and women's socio-economic empowerment. The strategy identified risks

associated with the implementation of strategic interventions and set mitigation mechanisms. An action plan for the strategy's implementation was projected besides determining the roles to be played by every stakeholder from all sectors, governmental, private sector and the civil society under the coordination of the Rwanda Mines, Petroleum and Gas Board (RMB), through the existing mining Thematic Working Group (TWG).

This strategy ends by illustrating a suggested M&E framework, consisting of measurable indicators to enable the strategy implementers to safeguard the strategy objectives, mission and vision to regularly report on the level of the strategy implementation and carry out regular compliance assessments. The M&E section also indicates how implementers can refer to best practices to achieve the strategy's goals while considering time evolution and new challenges and solutions. The M&E further indicates when, how and why the strategy can be revised to meet new trends with the same purpose to ensure gender equality in Rwanda's mining and quarrying sector.

# 1. CONTEXTUAL ANALYSIS

## 1.1. Mining in the national development targets and strategies

From Rwanda's National Strategy for Transformation (NST 1), a 7-year (2017 - 2024) Government Programme to the Vision 2050, through the 2030 agenda of the UN's Sustainable Development Goals (SDGs) that Rwanda also implements, mining has been classified among the key sectors with great potential for growth and employment. This has also been the case with prior development targets and strategies, including Vision 2020 and the 2008 - 2017 Economic Development and Poverty Reduction Strategy I & II (EDPRS), as indicated by different reports where mining has positioned itself as Rwanda's second-largest export revenue earner, after tourism.

Mining activities in Rwanda are carried out on metallic minerals such as tin (Cassiterite), tantalum (Coltan), tungsten (wolfram) and gold (3TGs) as well as gemstones and on industrial minerals such as granite, quartzite, clay, sand, gravel, kaolin, limestone and aggregates (crushed stones). As far as the workforce is concerned, there are currently over 3,000 mining sites across the country. In 2019 before the Covid-19 outbreak, the mining sector employed approximately 71,205 workers, representing an increase of 49.2% compared to the 47,727 workers employed in 2017. However, due to the slowdown in the mining sector and mining processing operations resulting from the pandemic, the number of employees fell by 19% to 57,379. As the government helps the sector to recover from the Covid-19 effects, it was expected that the number of jobs in the mining and extractive sector could increase to 100,000 jobs in 2021. However, there has been no confirmation of these figures from the National Institute of Statistics of Rwanda at the date of this report.

The mining sector is not only considered as an industry that yields foreign currency to the country, but also as a huge contributor to the construction sector, given the nation's aspirations to modernise urbanisation in Kigali City and six secondary cities, namely: Huye, Muhanga, Musanze, Nyagatare, Rubavu and Rusizi. From foundation stones to roof tiles and other materials used for structural works such as sand, gravel, aggregates and cement, and from tiles to paints that are used for finishing works, these are all generated from mining under the quarrying sub-sector. As a result, the mining sector is viewed as one of the key pillars of the national economy.

## 1.2. National Gender Policy, legal and institutional framework

Rwanda is currently among one of the top gender-sensitive countries. Although this initiative had already started after ratifying several international protocols, remarkable results only started to be achieved in 1999, with the enactment of the matrimonial regime, donation and succession law. This giant step was made following the 1995 Beijing Conference and the Beijing Declaration and Platform for Action on the promotion of gender equality. Rwanda had previously ratified the Convention on the Elimination of all Forms of

Discrimination Against Women (CEDAW) in 1981 and the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women in June 1999.

Apart from the above worldwide endeavours, Rwanda as a member of the African Union, is also concerned with the Africa Mining Vision (AMV). Established in 2009, the AMV aims at promoting equitable, broad-based development through the prudent utilisation of the continent’s natural wealth. As far as gender equality is concerned, AMV also recognises women’s rights and gender justice as part of tools to promote the local economic development. Regionally, Rwanda is also concerned with domesticating the International Conference on Great Lakes Region (ICGLR)’s 2012 guidelines on mainstreaming gender in the minerals sector. Rwanda has achieved several gender related milestones, including the Vision 2020 which puts gender equality among other cross-cutting pillars to contribute towards the achievement of the vision’s goals. This included updating and adapting laws on gender, supporting education for all, eradicating all forms of discrimination, fighting against poverty and practising a positive discrimination policy in favour of women. The Constitution of 2003 as revised in 2015 emphasised these efforts starting from its preamble which expressed the commitment of Rwandans to ensure equal rights between women and men without prejudice to the principles of gender equality and complementarity in national development, as also captured in its articles 54, 77, 176, 185 and 187. The constitution also established the Gender Monitoring Office (GMO) and the National Women Council (NWC), to ensure the implementation of the Constitutional principles on gender equality. The 2003 constitution paved the road for women’s participation in decision-making organisations, by setting a minimum quota of 30%.

In addition to the 2003 Constitution as revised in 2015, several legal and regulatory instruments were adopted to ensure the implementation of gender equality principles, including those fully dedicated to gender equality. They include the Law on prevention and punishment of gender-based violence (GBV), enacted in 2008 and gazetted in 2009. More importantly, in 2010, a national gender policy was adopted, which was revised in 2021. The policy sets out the main guidelines to integrate gender issues in the social, cultural, economic and political planning and programmes of the country. This policy has been crucially contributing to Rwanda’s journey towards a remarkable state of gender equality, as witnessed by success stories which have been told across the world. Study trips have been organised for researchers, policymakers and other stakeholders to visit Rwanda to learn how the country became one of the first countries in the world to ensure gender equality.

The current national legal policy and regulatory gender frameworks currently in force include:

- ✚ Provisions of the Constitution of the Republic of Rwanda of 2003 as revised in 2015, including its article 16 which stipulates that “All Rwandans are born and remain equal in rights and freedom”, while article 10 confirms the 30% quota of women in decision-making organs, amongst others;
- ✚ The Organic Budget Law No 12/2013, instituting Gender-responsive budgeting;

- ✚ Provisions of the Law N° 27/2021 of 10/06/2021 governing land in Rwanda, including article 5 which guarantees equal rights to land and article 55 which makes it a legal obligation to take into account gender considerations in the land use and development programmes;
- ✚ Law N° 27/2016 of 08/07/2016 governing matrimonial regimes, donations and successions, which confirms steps made in 1999 in recognising equal rights between men and women, with regards to family properties management and disposal;
- ✚ Law N° 32/2016 of 28/08/2016 governing Persons and Family as amended, with provisions guaranteeing women's rights including provisions with regards to marriage and parenthood;
- ✚ Law N° 003/2016 of 30/03/2016 which prescribes “Maternity Leave benefits Scheme” and some provisions of Law N° 66/2018 of 30/08/2018 which regulates labour in Rwanda, including article 9, which prohibits discrimination at workplace, articles 56 - 58 cover maternity leave while article 63 governs the working conditions for pregnant and breastfeeding women;
- ✚ Law N° 59/2008 of 10/09/2008 on the prevention and punishment of Gender Based Violence (GBV) and Prime Minister's Order N° 001/03 of 11/01/2012 which sets out the Government Institutions responsible for the prevention of and response to GBV, including the GBV cases reporting system;
- ✚ The National Strategy for transformation (NST1, 2017-2024) which has set the goal to be achieved with regards to gender mainstreaming, family promotion and women empowerment through a number of interventions including access to finance, mainstreaming gender in employment and job creation strategies, strengthening capacities of gender machinery and use of gender mainstreaming tools and disaggregated data to inform policy formulation and resource allocation, scaling up Early Child Development Centres (ECDs) services at village level and continuing awareness and fight against gender based violence (GBV) and human trafficking; and
- ✚ The Revised National Gender Policy (February 2021) itself.

The assurance of gender equality is a general mandate for all governmental institutions and their stakeholders. However, as far as the institutional framework is concerned, the Rwanda Gender Machinery institutions hold a special mandate on gender equality policies and their implementation. They include the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women Council (NWC) and the Rwandan Forum for Women Parliamentarians (FFRP).

MIGEPROF is the Central Government Agency mandated to ensure strategic formulation and coordination of policies with regards to gender, family, women's empowerment and children's issues. Whereas GMO plays the role of monitoring gender mainstreaming in all sectors, NWC is a forum whose mission is to build women's capacity and ensure their participation in national development through advocacy and social mobilisation. FFRP lobbies and advocates gender responsive legislations and commitments to gender equality principles within the parliament and other government institutions as well as the promotion and protection of human rights including those specific to women and children. Additionally, different government agencies including

decentralised entities which have acknowledged gender equality in order to ensure that gender equality related legislations and policies are implemented at all levels.

### **1.3. Rationale for the gender mainstreaming strategy in the Rwanda's mining sector**

Mining is classified among blue-collar jobs that have historically been characterised by hard manual labour. In the current era however, with technological advancements, the use of machinery and skills has increased and therefore makes these jobs less hard. Blue-colour jobs have historically been male-dominated, across the world, Africa included. This was, however, paralleled with gender inequality. It is with initiatives to gender equality promotion that women were not only allowed to work, but also to join the blue-collar employment, mining included.

Rwanda is currently amongst the top countries which have achieved goals with regards to gender equality. Some evidencing facts include women's majority representation in Rwanda's parliament, with 61.3% of the seats. UN Women recognises that 91.7% of Rwanda's legal frameworks that promote, enforce and monitor gender equality under the Sustainable Development Goals (SDG) are gender sensitive. As far as gender parity regarding land ownership between men and women is concerned, 59.9% of registered lands are owned by married couples, 24.6%, owned by women and only 14.27% is owned by men.

As it is the case for mining, agriculture is also mainly carried out in rural areas and without advanced skills, though both sectors have undergone significant changes towards their transformation and formalisation, which consequently requires formal skills. However, according to Rwanda's National Institute of Statistics of (NISR) labour survey of 2020 published in March 2021, the mining and quarrying sector employs 57,379 workers, of whom, only 11.4% are women. The agricultural sector employs approximately 1.4 million, where the women's participation is estimated to be 53.5% even though part of them are engaged in subsistence agriculture as opposed to paid employment.

Tourism and hospitality is the only sector to exceed mining in generating foreign currencies for the country. It employs 91,495 workers of whom 50.8% are women. Other sectors where women numbers are more represented than men include health and social work activities with 55.7% of women from a total of 55,984 employees, and wholesale and retail trade which accommodates 54.4% women, from a population of 466,568 employees and entrepreneurs. In the education sector, women represent 48.7% of the 107,624 employees, whereas in the financial and insurance sector, women represent only 42.6% of the 35,728 employees.

From the above statistics, it appears that Rwanda is still lagging behind when it comes to the participation of women in the mining sector. RMB's data for the year 2021 also shows that the ownership of mining and quarrying companies and cooperatives in all 30 districts of Rwanda is limited to only 22 women, representing 16%, against 116 men, who represent the vast majority (84%).

Studies show that besides women's "skills gaps" in the mining fields and the historical domination of men in the sector, women's poor participation in mining is also due to the community's perception of mining as a man's job, the lack of alternative placements for pregnant and breastfeeding women, lack of changing rooms and washrooms specific to women, the remoteness of mining and quarrying sites in relation to the location of mine workers residences, as well as the lack of specific strategies have led to a failure in promoting gender equality in the mining sector.

To ensure Rwanda's success in the mining sector in terms of gender equality, the Rwanda Mines, Petroleum and Gas Board (RMB), with support from the German Agency for International Cooperation (GIZ) and other stakeholders, joined efforts to develop a gender strategy for Rwanda's mining sector. The methodology set out below illustrates the methodological process leading to the formulation of this gender strategy.

## 2. METHODOLOGY

### 2.1. Stakeholders' engagement

The stakeholders who have been involved in both the development and validation of this strategy include the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Finance and Economic Planning (MINECOFIN), the Gender Monitoring Office (GMO), PACT World Rwanda, the Rwanda Mining Association (RMA), the Rwanda Quarrying Association (RQA), the Rwanda Extractive Industries Workforce Union (REWU) and the Rwanda Women In & And Mining Organization (WIAMO).

**Governmental institutions:** MIGEPROF, as a Ministry is a policy level institution which promotes gender across all sectors (mining included), in its attributions. It has held a guiding role in this study and in the development of the gender strategy. MINECOFIN not only collects and allocates funds to implement government projects, but also gives guidance on factoring gender in the project budgets.

GMO is a governmental institution whose responsibilities include:

- the monitoring the compliance of gender-related commitments across public, private, non-governmental and religious institutions;
- ensuring regional and international gender related commitments are ratified;
- monitoring the quality of services offered to GBV victims and effectiveness of GBV prevention and response mechanisms;
- carrying out research based on statistics with regards to specific issues in the framework of mainstreaming while adhering to gender principles; and
- acting as a point of reference for information and documentation on gender equality and to advocate the respect of gender equality across all levels.

**Business partners:** PACT World Rwanda implements the minerals supply chain due diligence project in Rwanda under a joint initiative of the International Tin Association and the Tantalum-Niobium International Study Centre (TIC), known as the Tin Supply Chain Initiative (iTSCi). This ensures that issues surrounding the link between minerals and conflict are properly addressed.

RMA is an association of mining companies, cooperatives and mining investors, including foreign investors represented by the Rwanda Mining Investment Forum (RMIF), local mining companies and the Federation of mining Cooperatives known as FECOMIRWA. RMA, as an umbrella of employers of the mining industry has been the key implementer of the gender strategy in mining.

RQA is an association that brings together industrial and commercial quarrying companies and cooperatives. They include producers of different products such as tiles, cement, paints, modern and artisanal clay products, as well as modern and artisanal stone aggregates and other construction materials.

**Civil society:** REWU and WIAMO represent the civil society sphere in promoting decent working conditions and gender equality in mining. REWU is a trade union, whereas WIAMO is a local NGO promoting gender equality and social inclusion in the mining industry. Since 2014, both institutions have been playing advocacy and awareness raising roles towards increasing women’s participation in mining and quarrying, while at the same time guaranteeing their rights. They also contributed to different studies about women in Rwanda’s mining sector for relevant stakeholders to take informed decisions.

## 2.2. Gender sectorial analysis for Rwanda’s mining sector

Before drafting the gender strategy for Rwanda’s mining sector, a gender sectorial analysis was carried out, to serve as a baseline to this strategy. The gender sectorial analysis considered both the desk review and an analysis of primary data to complement studies that have previously been carried out in the field of gender and mining, in addition to the national gender and mining legal, regulatory and policy framework.

We set out below the key secondary data that have been reviewed:

- ✚ The 2018 mining law and its 2019 implementing orders and regulations;
- ✚ The 2021 revised gender policy;
- ✚ The 2009 mining policy;
- ✚ The 2010 German Federal Institute for Geosciences and Natural Resources (BGR)’s study, through Johanna Carstens, on the “Development of a policy and guidelines on gender equality for Rwandan mining enterprises”;
- ✚ The 2016 ICGLR’s “Assessment Study on Gender Mainstreaming in the Mining Sector, opportunities and challenges in promoting Gender Equality with focus on Artisanal Small-Scale Mining in The Central Africa Republic and the Republic of Rwanda”;
- ✚ The 2017 Partnership Africa Canada (PAC, currently IMPACT)’s research report on “Women in Artisanal and Small-Scale mining in Central and East Africa: Empowerment Challenges and Possibilities”;
- ✚ The 2018 Sustainable Development of Mining in Rwanda (SDMR) Programme’s baseline report on the “Assessment of gender and social inclusion in the Rwanda’s mining sector”; and
- ✚ The 2020 publication, Canadian Journal of African Studies, of the article “Promoting gender equality in the Rwandan ASM: efforts and obstacles”.

The status of gender equality in mining through the above reviewed documentations was complemented by primary data. The latter did not only include information from mining and quarrying companies and cooperatives, but also considered experience, views and plans shared by stakeholders: MIGEPROF, MINECOFIN, GMO, Pact World Rwanda, RMA, RQA, REWU and WIAMO.

In order to collect primary data from workers and the management of mining and quarrying companies and cooperatives, the situational analysis exercise considered the location of employees in each province, the minerals being mined and processed, and whether or not the employees had any knowledge of gender equality promotion.

**Table 2: Mining and quarrying companies and cooperatives selected for the gender sectorial analysis**

S/N	Company / Cooperative	Location	Product	Licence	Size	Selection motive
1	Generation Mining Development Company Ltd (GMDC)	Kigali City, Nyarugenge District	3TS / Wolfram	Mining	Small	A company fully owned by a woman
2	LuNa Smelter	Kigali City, Gasabo District	3Ts / Cassiterite	Processing (smelting)	N/A	To assess the features of women's representation in technological advancements
3	Rubavu Exploitation and Trading Company (RETC) Ltd	Western Province, Rutsiro District	All 3TS / wolfram, cassiterite and coltan	Mining and processing	Medium	To assess the features of women's representation in technological advancements
4	Wolfram Mining and Processing (WMP) Gifurwe	Northern province, Burera District	3TS / Wolfram	Mining	Large	The only mining company to host the "UNDP & GMO's gender seal certificate"
5	New Bugarama Mining (NBM)	Northern Province, Burera District	3TS / Wolfram	Mining and processing	Large	The company has an ECD centre (which is being expanded), to facilitate breastfeeding women.
6	Inter-African Mining Corporation (IMC)	Southern Province, Muhanga District	3Ts / cassiterite and coltan (mixed)	Mining	Medium	The company hosted the launch of Covid19 regulations in mining and served to assess how gender equality is guaranteed within the pandemic's related circumstances
7	Piran Resources	Eastern province, Rwamagana District	3Ts / Cassiterite	Mining	Medium	In 2019, the company experienced a mining accident resulting in 14 fatalities, including 7 women who were in the mine shaft.

S/N	Company / Cooperative	Location	Product	Licence	Size	Selection motive
8	COMIKAGI	Northern province, Gakenke District	3Ts / cassiterite and coltan (mixed)	Mining	Medium	The cooperative is known to have female cooperative members and to have mainstreamed gender women who are involved in extraction, washing and support services
9	Trading Services Logistics Ltd (TSL)	Kigali City, Gasabo District	3Ts	Trading	N/A	Owned by locals and considered as one of the good performing mineral trading companies, to inform on women's employability in minerals trading
10	African Panther Resources Ltd	Kigali City, Gasabo District	3TS	Trading	N/A	Owned by foreigners, the company informs on how foreign investors perceive the efforts of Rwanda in promoting gender equality
11	ALTM Industrial Development	Southern Province, Muhanga District	Gemstones (Amethyst)	Processing (lapidary)	N/A	Women are said to dominate in numbers and are safer in lapidary projects.
12	Africa Service Gems Ltd (ASM)	Southern Province, Ruhango District	Gemstones (Amethyst)	Mining	Small	To find out the relationship between the portrait of women in lapidary projects and women in gemstones mining
13	Carrière des Mille Collines Ltd (CDMC)	Kigali City, Gasabo District	Construction Aggregates	Mechanized commercial quarry	Medium	To assess the features of women's representation in technological advancements in quarrying operations
14	RUCEKELI Intermixte Ltd	Northern Province, Gicumbi District	Construction aggregates	Commercial quarry	Small	To assess the place of women in an artisanal stone quarry
15	KKI Ltd	Southern Province, Kamonyi District	Clay (artisanal bricks and roofing tiles)	Commercial quarry	Small	Women involved in extraction of clay along riverbanks and valleys and packing in trucks
16	Ruliba Clays Ltd	Kigali City, Nyarugenge District	Mechanised bricks and roofing tiles	Industrial quarry	Large	To assess the features of women's representation in technological advancements in quarrying operations

Source: Primary data, August - November 2021.

As the above table illustrates, the gender sectorial analysis reached out to participants from 10 Tin / cassiterite, Tantalum / coltan and Tungsten / wolframite (3Ts), two (2) gemstones and four (4) quarrying companies and cooperatives, located in Kigali City, and the Eastern, Northern, Western and Southern Provinces. Of the 10 mineral license holders, seven (7) hold 3Ts mining licenses, two (2) hold 3Ts trading licenses, whereas one smelts tin (cassiterite), Luna Smelter. The two gemstone companies include one with a mining license and another with gemstones processing license. Of the four (4) quarrying companies, one holds an industrial clay license, another a small-scale commercial clay license (non-mechanised), the third holds a large-scale commercial stone quarrying license (mechanised), while the last holds a small-scale commercial stone quarrying license (non-mechanised).

**Table 3: Workers of mining and quarrying companies and cooperatives who participated in the gender sectorial analysis**

S/N	Occupied posts	Women	%	Men	%	Total	Tot (%)
1	Field technicians performing advisory and supervisory assignments	14	40.0	21	60.0	35	100.0
2	Site workers performing exploitation assignments	0	0.0	20	100.0	20	100.0
3	Processing workers	50	70.4	21	29.6	71	100.0
4	Transporters of water, sand, ores, clay, bricks, roofing tiles, and other raw or finished materials, etc.	41	57.7	30	42.3	71	100.0
5	Drivers: excavators and similar machines, trucks, normal vehicles, etc.	0	0.0	4	100.0	4	100.0
6	Administration (including sites team leaders and site registrars), finance and logistics staff, etc.	10	41.7	14	58.3	24	100.0
7	Security staff	2	18.2	9	81.8	11	100.0
8	Other support services: cleaners, cooks, etc.	9	81.8	2	18.2	11	100.0
Grand total		126	51.0	121	49.0	247	100

Source: Primary data, August - November 2021

The above table shows that all positions were represented in the primary data collection from senior management to the support staff, as well as field technicians with formal education, tunnel technical workers, processing workers, drivers and other transporters. More female participants were among the

processing workers (50 out of 71, representing 70.4% of processing workers), comprising sluicing, panning, drying, grinding, processing plant workers (performing processing jobs), crushing of stones (in quarries), clay manipulation, etc. There were also more women as transporters of water, sand, ores, clay, bricks, roofing tiles, and other raw or finished materials, etc. (41 out of 71, representing 57.7% of processing workers). Of the 35 field technicians who perform advisory and supervisory assignments 14 were females, representing 40.0% of this category. These include geologists, mining engineers and environmental officers.

Overall, 247 participants took part in the study split between 126 women (51%) and 121 men (49%). For the purpose of this study, it was deemed appropriate to target women and men in equal numbers, in order to obtain fair and balanced data. The information provided by the participants complemented with information provided by the study's gender and mining stakeholders from the government, the private sector and civil society organisations, that deal regularly with gender-related issues in the mining sector. The study also acquired information from the desk review of documentations on gender and the mining sector.

The key findings of the sectorial analysis are summarised below:

- Women represent 11.4% of the mining workforce as per the 2020 NISR's labour survey, published in March 2021;
- There are 22 women who own mining and quarrying businesses as company shareholders and cooperative members, represent 16% out of a total of 138 companies and cooperatives;
- There are 61 environmental officers working in mining and quarrying companies and cooperatives across the country, of whom, 20 are women (32.8%);
- Of the 92 mining engineers and geologists - mainly graduates of SMG/UR, 23 are women, representing 25% of employees within this category;
- Of the 153 field technicians - mostly graduates of IPRC Kigali, holding advanced diplomas in mining and mineral processing, there are 43 female technicians representing 28.1%, against 110 male technicians, representing 71.9%;
- Rwanda possesses gender sensitive mining laws, orders, regulations, agreements signed between mineral and quarrying license holders and the Government as well as the mining and gender policies;
- The Government of Rwanda, mining and gender stakeholders have started conjugating efforts to pave the way towards effective gender equality promotion in mining, including helping mining companies to have internal gender mainstreaming policies and implement them, as it is the case for the gender seal certification programme in WMP/Gifurwe;
- Some mining companies have made remarkable efforts in employing women with good examples of GMDC and NBM, where the latter has even childcare facilities such as an ECD centre, to enable breastfeeding women to keep performing their jobs;

- There are persisting obstacles to the promotion of gender equality in mining, including (1) the gender stereotypes associated with the unfamiliarity with women's participation in the mining for both some companies and community members, (2) limited recruitment opportunities vis-à-vis the historical male-dominance of the mining industry, (3) remoteness of mining areas and the travelling of long-distances to reach the workplace, (4) unappealing physical environments for some mine sites and processing plants, (5) challenges associated with weddings, pregnancies, birth and breastfeeding, (6) women-unfriendly processing methods for some types of minerals, and (7) the lack of government and stakeholders' overall strategies to promote gender equality in the mining sector.

The participants to the study suggested solutions to the gender equality promotion obstacles, which include (1) facilitating female mining investors to have access to finance, together with the issuance of long-term mineral licenses for bankable and sustainable mining businesses, (2) capacity building initiatives for the employability of women in mining and other capacity building endeavours to all gender equality promotion role players, for mining and quarrying companies and surrounding communities, (3) having in place a friendly physical environment at mining and quarrying sites as well as at processing plants, (4) special treatment for married, pregnant and breastfeeding women, (5) gender considerations during the mines and quarry licensing and inspections (gender sensitive business and recruitment plans and mines inspection tools), (6) promotion of gemstones mining and processing investments, as gemstones mining and processing was proved to be the most gender-sensitive, (7) have a gender intervention in the RMB's thematic working group, and (8) adopting a national level gender mainstreaming strategy specific to the mining sector.

The above findings from the sectorial analysis helped to identify gaps, challenges and opportunities in Rwanda's mining sector as discussed in Section 3 of this report. It also allowed us to understand the aspirations of gender and mining stakeholders, which in turn served in the drafting of this gender strategy.

### **2.3. Drafting the strategy**

In drafting this gender strategy, the following have been taken into consideration:

- ✚ Detection of areas giving rise to gender issues:
  - historical male-dominance and gender stereotypes;
  - skills and division of labour;
  - internal policies, rules and regulations;
  - physical environment; and
  - the socio-economic environment.
  
- ✚ Identification of strategic pillars:
  - ending gender stereotypes, misconceptions and unfamiliarity of women's employability in the mining and quarrying sector;

- the gender-mainstreaming of internal policies, rules and regulations;
- women’s capacity building and career development;
- availing a gender-sensitive physical environment; and
- women’s socio-economic empowerment.

✚ Proposition of the strategy’s interventions:

- **ending of gender stereotypes, misconceptions and unfamiliarity of women’s employability in mining and quarry:** proposed inputs included raising the awareness of the community, mining business owners and male co-workers about the employability of women and their contribution to business performance;
- **gender-mainstreaming of internal policies, rules and regulations:** consider the adoption of internal instruments that are gender-sensitive and the integration of women in all decision-making organs, as well as setting up a gender mainstreaming outstanding committee. At the same time, there will be restoration of potential gender imbalances in representation on Board of Directors and Management Committees in Mining Bodies, both governmental and private institutions, licensed companies and cooperatives included;
- **women’s capacity building and career development:** increase the number of women in academic, vocational and technical learning programmes relating to the mining jobs and their increased recruitment and retention, as well as the regular upgrading of skills for women who have already integrated mining and quarrying;
- **gender-sensitive physical environment:** avail accessible mine sites and mine shafts with adequate safety measures and environmental standards, separate changing rooms and bathrooms, the introduction of a woman’s health room with women’s period sanitary facilities, Early Childhood Development (ECD) centres and the development of affordable settlements in the neighbourhood of mine sites, with education and health facilities; and
- **women’s socio-economic empowerment:** consider alternative placements for pregnant women, the award of written contracts and recognition of maternity leaves, policies and committees to tackle Sexual and Gender Based Violence (SGBV) issues, the creation and strengthening of company-level Women in Mining (WIM)’s associations and capacity building in areas of family planning and economic diversification and financial literacy. Proposed interventions also include the strengthening of national level WIM association for female owners of mining and quarrying businesses, as well as facilitating them with access to finance to fund their businesses, as part of affirmative actions that boost women’s empowerment.

✚ Projections on expected outcomes:

- Mining stakeholders, the community at large, male mine workers and owners of mining and quarrying businesses will be made aware of the employability of women in the sector, and will not oppose women's participation in the mining and quarrying sector;
- More women will acquire the skills needed to integrate the mining sector, so that more women can be recruited with a view to pursuing a career in the mining and quarrying sector;
- Owners of mining and quarrying businesses will adopt gender-sensitive internal policies, rules and regulations, to enable more women integrate the sector, and to protect their rights against discrimination, SGBVs, etc;
- Gender-sensitive physical environment will be made available in mines, which will attract more women to consider a career in the mining sector;
- Women will work safely in the mining sector and will be in control of their income generated from their employment in the sector to provide for their families; and
- Female ownership over mining and quarrying businesses will also increase and could become more successful.

✚ Identifying key success factors:

- the political will and previous success stories in other sectors;
- existing structures including the presence of gender officers and NWC's members at all levels, including decentralised entities, to contribute to the promotion of gender equality in mining and at all levels;
- RMB's powers and mandate to issue regulations to mining and quarrying companies and cooperatives;
- existing budget projections with Gender Budget Statements (GBS);
- company-level matrixed plans for the implementation of the gender strategy;
- meetings and training workshops on the implementation of the gender strategy;
- regular inspections, by RMB and stakeholders, on the implementation of the strategy;
- regular reports, by companies and cooperatives, on the implementation of the strategy;
- awarding prizes to best performers with regards to the implementation of the strategy; and
- adoption of accompanying measures for poor performers.

✚ Institutional arrangements:

- Governmental institutions, mainly RMB and the Gender Machinery (MIGEPFOF, GMO, NWC and FFRP) will issue guidelines and will coordinate the implementation of the gender strategy and review the implementation process based on the M&E framework. RMB will also include a gender intervention among others, through the "mining thematic working group" which comprises representatives from the mining stakeholders as well as development partners;

- Business partners will be responsible for the implementation of the gender strategy as per specific identified interventions and their respective success factors; and
- Civil society groups will assist in the strategy implementation, by raising awareness of all parties involved on gender equality, advocating for women's rights in mining sector. They would also run other capacity building initiatives and could carry out regular studies for relevant organs to take informed decisions.

# 3. GENDER GAPS, CHALLENGES AND OPPORTUNITIES IN RWANDA'S MINING SECTOR

## 3.1. Historical male-dominance and gender stereotypes

### Gender gaps and challenges:

- ✚ When mining activities started in Rwanda in the 1930s, there were no efforts to promote gender equality and only men were allowed to work in the sector, which led to this historical male dominance.
- ✚ Mining was also classified among blue-collar jobs, historically characterised by hard manual labour and was therefore generally deemed to be suitable to men only.
- ✚ There were also stereotypes among which some still exist to date, as found in some areas during the gender situational analysis. The gender stereotypes in mining are part of cultural norms, taboos, myths, mind-sets and misconceptions according to which, for instance:
  - women are physically inapt to perform mining activities and women who respect themselves do not work in mines;
  - women in menstruation bring bad luck to the site and reduce the mineral production;
  - no woman can wear overalls in forms of trousers which have historically been for men whereas a woman wearing a skirt cannot enter the mine or quarrying site;
  - a woman who enters the mine or quarrying site has no family education, she is branded a prostitute and cannot get married to any man;
  - women working in quarries and mines, especially in the tunnels, lack good manners and take drugs;
  - women working in mines and quarrying operations are women who became pregnant outside of wedlock and disobey their parents, or married women in constant disputes with their husbands, or are widows unable to control themselves;
  - women who behave well, with good character cannot be seen working in the mining sector but should rather engage in more socially respectable economic activities such as farming and trade; and
  - women who respect their families, husbands included, engage more in household activities including home chores, caring for children and their husbands, attending to food production, and working for income earning, instead of working in mines and quarrying operations.
- ✚ Some men do not allow their wives to go back to work in mining and quarrying sites immediately after marriage, fearing both exposing them to SGBV and because there would be no one to look after the households otherwise.

- ✚ In some communities in the southern and western provinces where there have been no prior mining activities, communities are not yet familiar with having women working in mines. As a result, the residents believe more in gender stereotypes and therefore view mining as a man's job.
- ✚ Some mining and quarrying companies and cooperatives that are ready to integrate more women within their workforce in areas where the community is not familiar with women working in mining, face more gender stereotypes and misconceptions challenges and do not manage to recruit and retain women.

**Opportunities:**

- ✚ There is a political will to promote gender equality across all sectors, including the mining sector, which requires breaking gender stereotypes.
- ✚ The new mining law includes provisions which impose mining and quarrying companies as well as cooperatives to promote gender equality within their businesses.
- ✚ There are some companies, cooperatives and communities that are familiar with the employability of women in mining and quarrying. These can serve as references for communities which are still under the misconception that mining and quarrying jobs are only for men.
- ✚ Skilled women who have graduated from the University of Rwanda and IPRC Kigali and who are currently working in the mining sector, include 20 of the 61 environmental officers (32.8%) and 23 of the 92 geologists and mining engineers (25%). They will contribute to the breaking down of gender stereotypes and misconceptions in the sector.
- ✚ Some companies which are either entirely or partly owned by women can play exemplary roles in encouraging more women to invest in mining and quarrying businesses.

### **3.2. Internal policies, rules and regulations**

**Gender gaps and challenges:**

With regards to internal policies, rules and regulations, the readiness to integrate more women in the mining and quarrying sector and protect their rights is also hindered by:

- ✚ the lack of written internal policies, rules and regulations for some companies and cooperatives;
- ✚ non-gender sensitive internal policies, rules and regulations for companies and cooperatives that have already adopted the aforementioned tools; and
- ✚ the lack of policies specific to encouraging women's participation and the protection of their rights, including:
  - company/cooperative level gender mainstreaming policy;
  - company/cooperative level anti-SGBV policy; and
  - company/cooperative level grievance mechanism policy.

**Opportunities:**

- ✚ A gender sensitive mining legal framework: the 2019 mining law, the 2019 mining orders and regulations, and agreements that are meant to be signed with mineral and quarrying license holders cater for the promotion of gender equality in the sector. This cannot be effective in absence of company/cooperative level internal rules, regulations and policies that are also gender sensitive. Therefore, as long as mining and quarrying companies and cooperatives abide by the law, they will gender-mainstream their tools and systems.
- ✚ In 2017 UNDP Rwanda, in partnership with UN WOMEN and GMO, initiated a gender equality seal certification (GES) programme, as a corporate certification process that recognises efforts and achievements in promoting gender equality and women’s empowerment. This seal programme was extended to the mining sector of WMP Gifurwe, Burera District. The seal programme can be extended to more mining and quarrying companies and cooperatives, as well as gender and mining stakeholders. They can all learn from WMP Gifurwe’s experience in adopting internal gender mainstreaming policies, by putting into place coordination committees for women to be represented in all departments and be trailblazers, towards effective integration of more women in mining and quarrying, by ensuring the protection of their rights.
- ✚ The same experience can be learnt from COMIKAGI, a mining cooperative in Gakenke District which adopted a gender mainstreaming policy, an anti-SGBV policy and a grievance mechanism policy, with support from the 2017-2020 Sustainable Development Mining in Rwanda (SDMR) programme.

### 3.3. Skills and division of labour

#### Gender gaps and challenges:

- ✚ Some of the jobs are strictly reserved for men such as digging hard soils or rocks in search for ore material, timbering for wall support, working on compressors, working on ground sluicing. These are regarded as core-mining jobs that come with better pay.
- ✚ Where women are integrated in the mining workforce, they work predominantly as transporters of the extracted ore material, hauling bags of ore from the shaft, while others work as cleaners. These positions are the least remunerated.
- ✚ For mineral trading license holders who also perform processing activities to increase the grade of minerals before these are exported, there are no women in these core technical positions in processing plants. They only occupy administrative positions, which therefore negatively impact on their numbers in these companies.
- ✚ With regards to quarrying activities, women occupy core jobs in only non-mechanised quarries including crushing stones manually to produce stone aggregates, using hammers. They also include mixing clay, making bricks and transporting them to their baking ovens. However, for mechanised and industrial quarrying which involve advanced technologies, women have yet to be integrated in core jobs, including the extraction of materials using designated machines, crushing and processing plants as well as

transportation and loading jobs. Additionally, the jobs that involve the use of designated vehicles, are strictly performed by men only. Women appear only in administrative posts.

- ✚ In general, there are no alternative placements for pregnant and breastfeeding women, which results in women leaving their mining and quarrying jobs, especially when they get married. This explains the lower number of female employees in the mining and quarrying sector compared to men.
- ✚ There is lack of willingness for some companies and cooperatives with mechanised ore material washing plants to integrate women in mineral processing activities, even if these positions require less physical effort and are not associated with dust and excessive noise.
- ✚ For companies and cooperatives with teams leading and sub-contracting approaches, there are fewer women who occupy such positions, and consequently they cannot encourage other women to make a career in the mining and quarrying sector.
- ✚ There generally are no gender mainstreaming committees in mining and quarrying companies and cooperatives or similar structures or institutional frameworks, which would lead to the increase of women in the workplace and the protection of their rights.

#### **Opportunities:**

- ✚ Learning institutions including the University of Rwanda (UR) through its School of Mining and Geology (SMG), the IPRC Kigali through its mining engineering department and Rutongo Mining Schools admit female students to their programmes, several of whom have graduated so far. Of the 171 students from UR, 55 women (32%) graduated, having obtained bachelor's degrees in geology and mining engineering from 2016 to date. Similarly, 112 women (36.7%) graduated in "Advanced diploma in mining engineering and mineral processing" from IPRC Kigali out of 305 students over the same period. At the Rutongo Mining School, 37 women followed and passed a short course in mining out of 97 trainees (38%) over the same period.
- ✚ These learning institutions are eager to welcome more women to their programmes, and hope that eventually the issue of skills gaps in women working in the mining and quarrying sector will be addressed. For instance, in the academic year 2020/2021, the UR's SMG registered 35.2% women in the mining engineering department from a total of 128 students, while in the geology department female students accounted for 31.2% of a total of 96.
- ✚ Women who have graduated from the University of Rwanda and IPRC Kigali have already joined the mining sector, including 20 out of 61 environmental officers (32.8%) and 23 of the 92 geologists and mining engineers (25%). They are currently working in mining and quarrying companies and cooperatives across the country.
- ✚ For the institutional framework, other mining and quarrying companies and cooperatives can learn from the GES programme in WMP Gifurwe on how to adopt gender-sensitive structures, integrate women in all departments, promote gender equality and organise women in internal associations not only for the

protection of their rights against SGBVs and other assaults, but also serving as a platform for their socio-economic empowerment.

- ✚ Some women who are currently working in mining and quarrying companies and cooperatives have already acquired skills through on-job formal and informal training courses. As a result, this has enabled women to do jobs that necessitate mining and ancillary skills and which pay better, including working in mineral processing plants, such as those working at WMP Gifurwe. It is expected that the same best practices can inspire more mining and quarrying companies and cooperatives to train more women, so they acquire new skills in a bid to improve their livelihoods.

### 3.4. The physical environment

#### Gender gaps and challenges:

Mining and quarrying activities are blue-collar jobs where workers are likely to look somewhat untidy and dirty in the performance of their duties. However, studies show that in general, women prefer to work in clean environments instead more than their counterpart male. Companies that are fully gender-sensitive provide a women-friendly environment to make female co-workers feel comfortable within their working environment. Nevertheless, there are persistent gaps and challenges that negatively impact women in the mining and quarrying sector:

- ✚ most mine and quarry sites do not have separate bathrooms and changing rooms, nor clean water to enable women to take a shower after work, change their clothes and return home clean;
- ✚ the lack of bathrooms and changing rooms also restrict women to work in mines and quarries during their menstrual period as they need intimate space to change their sanitary pads and also require clean water facilities;
- ✚ some small-scale mining companies, which operate with artisanal mining methods including the use of traditional tools to extract the ore, have unfriendly and hardly accessible tunnels, which sometimes necessitate workers to crawl in order to reach the mineral veins or to climb traditional ladders. As a result, they are unable to accommodate women even as transporters of the material ore;
- ✚ some women have complained about the lack of more gender-sensitive PPEs and would prefer not to wear the same PPEs as men;
- ✚ the sluicing method of washing the material ores in coltan and cassiterite mining companies and cooperatives is said to be too hard to be performed by women, compared to the panning method used in washing the wolframite ore material. This therefore restricts the involvement of women in the preliminary mineral processing activities;
- ✚ for quarrying and mineral processing plants, women have reported their discomfort, particularly with regards to dust and noise, which explains their reticence to working in such plants;
- ✚ the distance between mining and quarrying sites in relation to the employees' residences is another factor which has put women off working in this sector. Traditionally, women prefer to work close to

their homes, so it is easier for them to also look after their families. Given the remoteness of these sites, and the lack of public transport, women are not comfortable with walking long distances to work and back;

- ✦ skilled women who have already integrated mining and quarrying sites, comprise essentially those who graduated from the School of Mining and Geology (SMG) from the University of Rwanda (UR), the mining engineering department of the Kigali Integrated Polytechnic Regional Centre (IPRC Kigali). These skilled female employees may also consider resigning from the mining and quarrying companies and cooperatives they work for, once they get married and/or have children. They too, complain about the remoteness of mines and quarry sites (in rural areas), poor residential infrastructure and low level of education and health facilities, compared to their fellow graduates who live in urban areas and work in other sectors; and
- ✦ physical setting including geological and topographical setting along poor mining methods leading to very confined working conditions for women workers.

#### **Opportunities:**

- ✦ Given today's technological advancements, the use of machinery and skills has increased, making these jobs easier with possibilities of accommodating more women in all departments, namely: core mining, mineral processing, logistics and administration positions.
- ✦ With regards to breastfeeding women, lessons can be learnt from some companies such as New Buragama Mining (NBM), which has a room where children are looked after while their mothers are working. NBM and WMP Gifurwe inaugurated modern ECD centres in March 2022 and can play an exemplary role for fellow mine operators to do the same. Such initiatives could be a solution towards reducing the number of women who quit the sector once they have new-born babies. Male mine workers also can benefit from the same facilities as they are also concerned with their children's development and education.
- ✦ WMP has adopted alternative placements for pregnant women, where pregnancy was a primary reason for women to leave the sector, given that they cannot work in places that can endanger their lives or that of their babies. We believe that other mining and quarrying companies and cooperatives should learn from this experience and adopt similar initiatives.
- ✦ The availability of change and bathrooms specific to women in the mining and quarrying sector has made women and men more comfortable as they return home clean. The practices adopted by NBM, can play an exemplary role to other companies and cooperatives, which would result in the integration and retention of more women in mining and quarrying activities.
- ✦ There are mining companies with modern and more accessible tunnels which facilitate men and women to work freely in tunnels, transportation and washing of the ore materials, and on occasions they work in groups (of women), as it is the case at NBM. Such practices should be shared with other mining companies, which could encourage more women to forge a career in the mining sector.

- ✚ Rwanda has managed to have model villages in several places, with health and education facilities. The same settlements can be built in the neighbourhood of mining and quarrying sites, so that modern housing and other key facilities can become available to mine workers and their families close to their work locations. Both female and male workers benefit from such settlements and associated facilities and enable mine workers to perform their tasks safely and increase their production.
- ✚ The presence of more women than men in gemstones (amethysts) mechanised processing plants, with a conducive environment - without dust and with limited noise - proves that the same can be done with mechanised plants of mineral trading license holders, as well as industrial and mechanised commercial quarry licenses holders, which would therefore lead to the integration of more women in their workforce.

### 3.5. The socio-economic environment

#### Gender gaps and challenges:

- ✚ Although no SGBV cases had been reported in Rwanda's mining and quarrying sector, there is a possibility that such unlawful acts could have occurred, given that there are no reporting systems currently in place, or assistance and support available to the SGBV victims.
- ✚ Women in the mining and quarrying workforce do not have any associations or support groups, which would enable them to gain protection, self-confidence, and become advocates of change towards the promotion of gender equality in the sector, to report SGBV cases and fight justice for victims.
- ✚ Due to the historic male dominance and Rwanda's patriarchal system that makes men economically stronger than women, more team leaders and sub-contractors are male as they have better financial resources to invest in mining and quarrying projects. This factor has so far accounted for the recruitment and retention of more men than women within the sector.
- ✚ Whereas in other sectors, women are able to get financial support to run their businesses through different gender initiatives, women operating in the mining and quarrying sector are not granted such facilities by financial institutions. As a result, their participation in the mining and quarrying business is restricted with female ownership in the sector representing a mere 16%.

#### Opportunities:

- ✚ Rwanda has so far made good progress in SGBV prevention and response at national level. As a result, the national level SGBV policy can be adopted to the mining sector at both downstream and upstream levels.
- ✚ The setting up of the National Women Council (NWC) members, including at local government levels, can help not only in SGBV prevention and response, but also in the economic empowerment of women working in the mining and quarrying sector, through financial literacy and the diversification of economic activities, among others.

- ✚ Local female communities in Rwanda, have adopted best practices in founding and managing saving groups, and the same could be followed by women working with the mining and quarrying sector for the betterment of their socio-economic empowerment.
- ✚ The existence of Civil Society Organisations (CSOs) working with mining and quarrying communities constitutes a good opportunity to raise awareness as well as in advocating other capacity building initiatives for women’s socio-economic empowerment, their improved integration in the mining and quarrying sector, including the protection of their rights. The experience of the Rwanda Extractives Workers’ Union (REWU), in partnership with UNICEF Rwanda, among other stakeholders, in the development of ECD centres at NBM and WMP Gifurwe could be extended to other mining companies and cooperatives. The presence of Rwanda Women In&And Mining Organization (WIAMO) could also contribute to the implementation of various legal, regulatory and policy instruments pertaining to the increase of women in the mining and quarrying sector, and the protection of their rights.
- ✚ The existence of the Business Development Fund (BDF) that supports youth and women’s entrepreneurs could be extended to the mining and quarrying sector. A similar fund could be set up specifically to the mining and quarrying sector, to facilitate women access to finance.

**TABLE 4: SWOT ANALYSIS ON GAPS, CHALLENGES AND OPPORTUNITIES FOR GENDER IN MINING**

Strengths		Weaknesses	
1	There are mining and quarrying activities that can be performed by women	1	Some mining and quarrying companies and cooperatives do not yet have gender-mainstreamed their internal policies, rules and regulations in place
2	There are women who have already joined the mining and quarrying sector and who can testify about the employability and protection of women in the sector	2	Lack of official SGBV prevention and response policies and grievance mechanism
3	Women are more trusted than men when it comes to the management of mining and quarrying products and other companies' and cooperatives' assets	3	Lack of alternatives for pregnant and breastfeeding women, including ECD facilities, for some companies and cooperatives, as women in rural areas have no maids to look after children at home
4	Women who have joined the mining and quarrying sector have contributed to the socio-economic development of their families	4	Lack of women friendly physical environment, including proper changing and bathrooms for women in most companies and cooperatives
5	There are more women than men in gemstones processing plants	5	Women unfriendly processing methods for coltan and cassiterite
6	Skilled women working in the mining and quarrying sector have gone beyond the common constitutional target of 30% of women in decision-making organs	6	Unconducive physical environment for female participation in mineral and quarry processing plants



Opportunities		Threats	
1	There is a political will to promote gender equality in mining	1	There are some areas where the community still believe that mining and quarrying jobs are only for men
2	Mining laws, policies, rules and regulations are gender-sensitive	2	In some areas, women do not work in mines, not because of persistent misconceptions, but because of women's non-familiarity with mining activities
3	There are mining and gender stakeholders, governmental and non-governmental, local and international, that are committed to contributing towards the promotion of gender equality in the mining and quarrying sector	3	Lack of mining related skills, knowledge and experience, compared to men, who have dominated the sector
4	UR, IPRC and Rutongo School of Mining are training future mine workers at all levels, including women	4	The remoteness of mine and quarry sites compared to residential settlements discourages women as they are supposed to walk long distances to reach the workplace
5	The GES programme is being extended to the mining and quarrying sector	5	Women have no special facilities to have access to finances that can enable them to boost their mining and quarrying activities and attract more women to join the sector
6	Gemstones processing plants are likely to accommodate more women than men	6	Few women recruitment opportunities due to the historical male dominance of mining and quarrying, which delays women's integration and active participation

## 4. THE STRATEGIC FRAMEWORK

### 4.1. Mission, vision and strategic objectives

#### 4.1.1. Mission

The mission of the Gender Strategy for Rwanda's mining sector, which also includes quarrying, is to create a conducive environment which leads to an increase in women's participation, both as workers and business owners, and ensure the protection of their rights.

#### 4.1.2. Vision

With support from gender, mining and economic stakeholders, RMB aims to have a mining sector with notable women's participation in both mining and quarrying, as employees at all levels within the companies/cooperatives and as business owners.

#### 4.1.3. Strategic objectives

The following are strategic objectives designed to enable RMB and stakeholders to meet the above vision:

- to serve as a guiding strategic document for all gender, mining and economic stakeholders to play their specific but coordinated roles in the promotion of gender equality in mining;
- to awaken mineral and quarrying license holders for them to abide by legal and regulatory instruments about the promotion of the best mining practices giving room for gender equality in the sector, through gender-mainstreaming their internal governing tools, systems and structures, and provide gender-sensitive social and physical environment;
- to enable women, join the mining and quarrying sector, and earn salaries equal to their male counterparts;
- to increase female ownership of mining and quarrying businesses significantly and publicise these success stories in promoting gender equality in the sector; and
- to include the promotion of gender equality in mining and quarrying, among other interventions of RMB's mining Thematic Working Group (TWG), so that Rwanda's mining sector no longer lags behind in gender considerations, compared to other sectors.

## 4.2. Strategic pillars and related interventions for enhancing gender mainstreaming in the Rwanda’s mining sector

The Gender Strategy for Rwanda’s Mining Sector has been developed on five pillars, aligned with the Strategy’s mission, vision and strategic objectives. We set out in Sections 4.2.1 to 4.2.5 below each pillar in greater detail.

The proposed strategic pillars include:



### 4.2.1. Ending gender stereotypes

Studies indicate that in areas where old mining concessions exist, there are gender stereotypes that attribute mining and quarrying as “male only” activities, given the physicality required to work in mines and quarries. Owing to misinformed cultural norms and societal beliefs, women who do work in the mining and quarrying sector are often portrayed as lacking education, or who have failed marriages and/or are single parents. Some go further and believe that women may bring bad luck to the site and curse the production, especially during their menstrual cycles.

Gender equality in the mining and quarrying sector can only be guaranteed when such gender stereotypes and stigma are broken. This will be done through the following interventions:

- ✚ Awareness campaigns: RMB’s stakeholders, from Governmental Institutions (GI), the Local Government (LG) included, the Private Sector (PS), Civil Society Organisations (CSOs) and Development Partners (DPs) should join efforts to organise regular campaigns to educate the Rwandan society on the employability of female in the mining and quarrying sector, as well as women’s entrepreneurship in the sector, with a view to end such gender stereotypes.

- ✚ Organise awareness meetings: for gender stereotypes in mining and quarrying to be beaten, these issues must be spoken up in public gatherings both in communities surrounding the mining and quarrying businesses as well as in the companies and cooperatives so that both workers and management prepare to accommodate women in their companies.
- ✚ Carry out study visits given that meetings are limited to verbal discussions, it may also be beneficial to invite representatives from the communities and workers to places where they can witness the possibility of employing women in the mining and quarrying sector. Therefore, companies and cooperatives that have up to now promoted gender equality in the mining and quarrying sector can share their views and experience with women and men from mining companies contemplating women's integration within their workforce.
- ✚ Sharing success stories: women who have been successful in the mining and quarrying sector, both as workers and as business owners, could share their journeys and could thus encourage other women to take similar steps.
- ✚ Awareness videos: making videos capturing images of women working in different departments of mining and quarrying companies and cooperatives, including core-jobs such as the extraction of materials and their processing, could be a powerful tool to raise awareness and advocate for gender balance in the mining sector. These videos could be shared with communities and companies who have made limited progress in gender equality promotion in gender equality promotion.
- ✚ Use of the media and media campaigns: contents aimed at promoting the employability of women in the mining and quarrying sector could be disseminated through radio news and talk shows, radio, TV news and articles in newspapers, websites, social media, sketches, awareness competitions, brochures, flyers, packaging and other media. This content could contribute towards raising awareness within communities and encourage women to work and invest in mining and quarrying businesses. RMB and its gender, mining and economic stakeholders including mining and quarrying companies and cooperatives could organise media campaigns to reach the population at large, or targeted demographic groups. These campaigns should be aimed at breaking gender stereotypes in the mining and quarrying sector. In rural areas, gatherings in places such as markets and churches can also assist with raising the audience's awareness on women's employability and investments in the sector.
- ✚ Use of internal notice boards and other information sharing tools: male mining and quarrying workers must be psychologically prepared to welcome their female counterparts in the workplace. They must constantly be reminded of the need to eradicate gender stereotypes altogether by use of notice boards, posters, memos, newsletters, and other internal tools.
- ✚ Knowledge sharing amongst different mining and quarrying operators and neighbouring communities for more gender-sensitive operators and communities to share experience with other operators and communities.
- ✚ Regular presentation of awards for best performers.

### 4.2.2. The gender-mainstreaming of internal rules, regulations, policies, structures and plans

For mining and quarrying companies and cooperatives to promote gender equality in their operations, they should have adequate management tools, systems, structures and plans that are gender-sensitive, with special instruments listed below and that are specifically dedicated to improving women's participation in the same operations as men and while protecting their rights.

This will be achieved as follows:

- ✚ Introducing a mandatory approach whereby applications for minerals and quarrying licenses should include gender-sensitive assessments, plans and budget projections:
  - business plans should indicate how the applicant is planning to recruit and retain women and pay them same salaries as men for same jobs, while guided by the regulator's gender equality standards for the mining sector;
  - the Environmental Impact Assessment (EIA) report should indicate how the applicant is ready to mitigate negative impacts of mining and quarrying on the environment, community and staff in general, and on women, in particular; and
  - Corporate Social Responsibility (CSR) plans, which are compulsory in Rwanda for minerals and quarry license holders should indicate how they will be beneficial specifically to women.
- ✚ Adopting a female quota approach per type of job or per department, including women on the Board of Directors and in the companies and cooperatives' management, in agreements between the mineral and quarry license holders and relevant authorities, i.e. RMB for mineral and industrial quarry licenses, and districts for small scale commercial quarry licenses.
- ✚ Ensuring that mining and quarrying companies / cooperatives introduce gender-sensitive internal rules, regulations and policies such as gender mainstreaming, anti-SGBV and grievance reporting procedures and that these policies are specific to female inclusion while protecting their rights.
- ✚ Ensuring that mining and quarrying companies and cooperatives have gender-sensitive internal structures, including gender mainstreaming, Anti-GBV and grievance reporting committees. These committees should be adequately represented by both female and male counterparts from all departments.
- ✚ Including gender considerations in mines and quarry inspection reporting templates and perform regular inspections/monitoring on how these plans, rules, regulations and policies are implemented, and while taking appropriate measures against non-compliant mining and quarrying companies and cooperatives.
- ✚ Sharing knowledge amongst mine and quarry operators about the gender-mainstreaming of internal tools, systems and structures.

### 4.2.3. Capacity building, recruitment and career development

One of the main reasons explaining the male dominance in the mining and quarrying sector, despite the introduction of gender equality initiatives in Rwanda is the skills gaps between the two sexes. Men have been in the mining and quarrying sector since the 1930s. They have had on-the-job knowledge of the sector and developed skills, which have been passed on from one male generation to the next. On the other hand, formal education on mining and geology only started in the 2010s in Rwanda.

Therefore, building women's capacities and ensuring their career development in the mining and quarrying sector, is one of the key pillars that could help end gender disparities in the mining and quarrying workforce. For this to be possible, the Strategy suggests the following measures:

#### ✚ capacity building:

- collaborate with learning institutions that provide mining related education, such as UR/SMG, IPRC Kigali and Rutongo Mining School and suggest a means of incentivising the admission of more female students and trainees and providing career guidance for female graduates with a view to encourage them to work in the mining and quarrying sector;
- promote workplace learning initiatives and apprenticeships for women across the country, in order to have enough female candidates who can immediately integrate into the mining and quarrying sector;
- collaborate with the Skills Development Fund (SDF) to secure financial support and grants for the promotion of gender-sensitive workplace learning initiatives; and
- link learning institutions within the sector so that female students and trainees can be easily awarded internships with mining and quarrying companies and cooperatives, so they become familiar with the industry and subsequently join without hesitation.

#### ✚ recruitment and career development:

- ensure that companies and cooperatives recruit women within all departments, including core-mining and quarrying positions, with quotas that gradually increase as long as the workforce and the number of skilled women increases, to a minimum target of 30% of the workforce;
- advocating for women to be appointed in mining and quarrying positions that correspond to their educational background and skills, and minimise risks that would prevent them from pursuing their career by providing gender-sensitive work environments;
- organise inductions for new recruits, so they are familiar with the company procedures, including those that address women's rights and their protection, as well as related grievance procedures when their rights are not respected;

- ensure that women are provided with tools needed and conducive facilities, including PPEs so they are able perform their tasks efficiently;
  - encourage mineral and quarry license holders to have gender-sensitive social and physical environment in place;
  - adopt and implement company/cooperative strategic plans to promote women’s capacities development, including training workshops, conferences, study tours etc.; and
  - adopt and implement gender-sensitive staff retention policies to keep female employees motivated and focused, including incentives such as performance bonuses and regular appraisals and career development meetings, as well as guaranteeing women’s labour rights such as paid maternity leave and allowing free time for breastfeeding.
- ✚ knowledge sharing amongst mine and quarry operators about the successes in women’s capacity building, recruitment and retention.

#### **4.2.4. Ensure gender-sensitive physical environment**

The general lack of cleanliness and female-only toilet facilities, in the workplace was identified as a major reason for women’s reluctance to join the mining and quarrying workforce. From inaccessible mine shafts to dusty and noisy processing plants, through energetic artisanal ore washing with ground sluices for cassiterite and coltan, the lack of equipped changing rooms and washrooms specific to women, the lack of child facilities and the remoteness of mines and quarry sites, these are barriers that have driven women away from the sector and there is an urgent need to remove these barriers to ensure a greater participation of women in the mining and quarrying sector.

This will be possible once the following are considered:

- ✚ ensure the availability of gender-sensitive changing rooms and bathrooms for a more conducive workplace that promotes men and women’s privacy, health, safety and cleanliness;
- ✚ ensure proper development of mines and quarries for tunnels, pits, shafts for creating convenient working environment as per legal and regulatory requirements;
- ✚ provide well-equipped “women’s health rooms” at mining and quarrying cooperatives and companies, where female sanitary facilities are available in the same room for first aid assistance and to enable them to rest when they have menstrual period and/or pregnancy complications, or any other health related problems;
- ✚ promote the development of modern and accessible tunnels with rails to facilitate the transportation of mineral ores, in accordance with the National Transformation Strategy One (NST1), thus enabling more women to perform mine tunnel related tasks;
- ✚ shift from artisanal mineral ore washing methods to use of modern equipment which can be easily manipulated by women. This would not only benefit the company with an increase in minerals recovery, but also meet NST1’s goals for the mining sector;

- ✚ adopt practices and introduce technologies that control dust and noise in mining and quarrying processing plants, especially among mineral processing and mineral trading license holders, and industrial and mechanised commercial quarry license holders;
- ✚ promote the mechanisation of commercial quarries and reduce manual labour / physical work which is detrimental to the participation of more women in quarrying operations;
- ✚ attract more gemstones mining and processing businesses to encourage more women in mining, as they demonstrated to be more gender-sensitive and women-friendly when compared to other types of minerals;
- ✚ advocate and partner with stakeholders to develop workplace ECD centres to enable women to work stress-free as they can breastfeed their babies at designated hours and their children can also be looked after by professional carers;
- ✚ advocate and partner with stakeholders to develop model villages with modern health and education facilities in the neighbourhood of mining and quarrying workplaces, to attract more women in the sector, especially those who consider the remoteness of mine and quarry sites as a deciding factor which prevents them from considering a career in mining; and
- ✚ knowledge sharing amongst mine and quarry operators about the assurance of a gender-sensitive physical environment.

#### **4.2.5. Women's socio-economic empowerment**

Given that historically the mining sector has been male dominated both in terms of the workforce and business ownership, coupled with gender stereotypes and concerns about the integration of women in mining and quarrying, not to count that some women themselves do not feel comfortable with working in the sector, there is a need to assist women wishing to enter the sector to become economically self-reliant.

The socio-economic empowerment strategic pillar of this gender strategy can be reached by taking into consideration the following:

- ✚ setting up gender-mainstreaming committees in mining and quarrying companies and cooperatives to oversee the level of integration of women in the sector, while at the same time protecting their rights;
- ✚ implementing procedures that allow women employed in the mining and quarrying sector to report GBV/SGBV cases without exposing the victim's identity and life, including whistleblowing, well managed suggestion boxes and toll-free lines with anonymity patterns, in order to protect the identity of the victim or the informant;
- ✚ collaborating with relevant justice, health and administrative authorities in addressing GBV/SGBV issues, both as a prevention and a deterrent;
- ✚ creating and strengthening Women in Mining (WIM)'s associations at corporate level and educate them on matters such as SGBV prevention and response, family planning, financial literacy, workplace saving groups and economic diversification;

- ✦ promoting the roles of women in mining and quarrying by increasing the number of women within the management of companies and cooperatives and enabling them to hold more responsible positions;
- ✦ strengthening the recently created Rwanda Women In Mining Association (RWIMA), as an association of female owners of mining and quarry businesses, as a women's wing of both the RMA and RQA;
- ✦ facilitating women who own mining and quarrying businesses, and those who wish to venture into the same businesses, to have access to finance to fund their businesses, to promote women's empowerment;
- ✦ increasing women's financial capacities and decision-making powers, in communities surrounding mining and quarrying operations, through gender-sensitive "EIA, compensations, CSR and other initiatives" to reduce women's socio-economic dependency. This would at the same time mitigate their vulnerability with regards to violence, SGBV, prostitution and the spread of Sexually Transmissible Diseases (STDs),; and
- ✦ facilitating knowledge sharing amongst mine and quarry operators about the assurance of women's socio-economic empowerment.

### 4.3. Logical framework for the gender strategy

The following section provides a logical framework for the suggested mining sector gender strategy.

The table below provides for each specific pillar to the strategy, strategic interventions with corresponding outcomes, measurable indicators to gauge progress and the institutions responsible for implementation. The budget for each intervention shall be determined by the relevant institutions within the suggested timeframe set for implementation.

#### 4.3.1. Strategic pillar 1: Ending gender stereotypes

Table 5: Ending gender stereotypes

Outcome / results: Positive mind-set on women in mining and quarrying workforce and business ownership				
Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
Members of the community in the neighbourhood of mining and quarrying sites, workers and owners of mining businesses across the country would have been sensitised and learnt to acquire positive attitudes on how women can be employable and can invest in mining and quarrying businesses, and earn incomes that can improve their socio-economic livelihoods and those of their families	Raising awareness campaigns will end gender stereotypes and will include (NB: See details with Section 4.2.1):	*Lead: RMB;	1st to 24th month	TBD
	*Organising awareness meetings	*GI: MIGEPROF, GMO, NWC & the LG;		
	*Carrying out study visits	*The PS: RMA, RWIMA & RQA;		
	*Success stories telling			
	*Awareness videos	* CSOs: WIAMO & REWU;		
	*Use of the media			
	*Promotional materials	*DPs for technical and financial support		
	*The use of internal notice boards and other information sharing tools			

### 4.3.2. Strategic pillar 2: The gender mainstreaming of internal rules, regulations, policies, structures and plans

Table 6: Gender mainstreaming of internal rules, regulations, policies, structures and plans

Outcome / results: Mining and quarry companies' / cooperatives' internal rules, regulations, policies, structures and plans are gender sensitive and ready to enable the integration of more women and to protect their rights				
Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
Gender-mainstreaming of mining and quarrying companies / cooperatives internal governing and management tools, systems, structures and plans	Introduce a mandatory requirement for applications of mineral and quarrying licenses to include gender-sensitive assessments, plans and budget projections, business plans, EIA/ESIA and CSR included.		*To be applied immediately for new licenses applications and renewals *24 month-period for others	TBD
	Include minimum quotas for women for each type of job or per department, in agreement between the mineral and quarry license holders and licensing institutions, such as RMB for minerals and industrial quarry licenses, and districts for small scale commercial quarry licenses.	*Lead: RMB (+ oversight and inspections); *GI: MIFOTRA, MIGEPROF, MINECOFIN, GMO, NWC, RDB, RCA & the LG for guidance; *The PS: RMA, RWIMA & RQA for coordination;	To be applied immediately for new license applicants, with a minimum 30% women being recruited across the company's / cooperative's total workforce, including as decision-makers and core-mining and quarrying departments, in particular.	TBD
	Ensure that mining and quarrying companies and / or cooperatives internal rules, regulations and policies are gender-sensitive and that policies specific to the integration of more women and protection of their rights are adopted. These should include gender mainstreaming, Anti-SGBV and grievance mechanism policies.	*The CSOs: WIAMO & REWU for advocacy and technical support; *DPs for technical and financial support	*To be applied immediately for new license applicants and renewals *24-month period for others	TBD

**Outcome / results: Mining and quarry companies' / cooperatives' internal rules, regulations, policies, structures and plans are gender sensitive and ready to enable the integration of more women and to protect their rights**

Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
	<p>Ensure that mining and quarrying companies and cooperatives have internal structures that are gender-sensitive, including gender mainstreaming, anti-SGBV and grievance procedures committees, with both female and male members from all departments.</p>		<p>*To be applied immediately for new licenses applicants and renewals *24-month period for others</p>	TBD
	<p>Include gender considerations in the mines and quarry inspections templates and carry out regular inspections/monitoring on how the plans, rules, regulations and policies are implemented, and take punitive measures against non-complying mining and quarrying companies and cooperatives.</p>		<p>*To be applied immediately for new license applicants and renewals *24-month period for others</p>	TBD

### 4.3.3. Strategic pillar 3: Women’s capacity building, recruitment and career development

Table 7: Women’s capacity building, recruitment and career development

Outcome / results: The issue of women's skills gaps tackled, and women recruited and retained in mining and quarry workforce				
Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
Aim to have approximately 50% of women of the entire workforce equipped with the required skillsets and experience	Education and capacity building: * Collaborate with learning institutions to increase admission of female students and trainees in mining and quarrying related programmes; * Promote workplace learning initiatives and apprenticeships for women, across the country, to have enough female candidates who can integrate the mining and quarrying sector immediately and with required skillsets; * link learning institutions with the companies and facilitate internships for female students and trainees;	*Lead: RMB; *GI: MINEDUC, UR, IPRC Kigali, Rutongo Mining School and SDF for education and capacity building; *The PS: RMA, RWIMA & RQA for on-job trainings coordination; *The CSOs: WIAMO & REWU for advocacy and technical support; *DPs for technical and financial support	To be done systematically	TBD
More women joining and continue to work in the mining and quarrying sector, representing at least 30% of the sector’s workforce	Recruitment and career development: *Ensure that companies and cooperatives recruit women for all departments, with quotas that gradually increase to 30% for women across their entire workforce; * Advocate for women to be appointed in mining and quarrying positions that correspond to their education background and skills, maximise retention and avoid risks that would prevent them from pursuing their careers in the sector; * Organise induction courses for new recruits that address all company procedures, including women’s	*Lead: RMB; *GI: MIFOTRA, MIGEPROF, GMO, NWC & the LG; *The PS: RMA, RWIMA & RQA; *The CSOs: WIAMO & REWU; *DPs for technical and financial support	*To be applied immediately for new licenses applicants and renewals *From the 1st to the 36th month for others	TBD

**Outcome / results: The issue of women's skills gaps tackled, and women recruited and retained in mining and quarry workforce**

Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
	<p>rights and their protection;                      *Ensure that women are equipped with adequate tools and conducive facilities, PPEs included, to perform their jobs efficiently;                      * Encourage mineral and quarry license holders to have gender-sensitive social and physical environment in place;                      * Adopt and implement strategic plans for women’s capacity building and development, including training workshops, conferences, study tours amongst others; and                      * Adopt and implement gender-sensitive staff retention policies in order to keep female employees motivated and focused.</p>			

#### 4.3.4. Strategic pillar 4: Ensure gender-sensitive physical environment

Table 8: Ensure gender-sensitive physical environment

Outcome / results: A physical environment conducive to meeting women's needs, availed				
Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
Mining and quarrying companies and cooperatives across the country to ensure there are adequately equipped changing rooms and bathrooms for women and provide women's health rooms, while taking into account the ratio of male to female employees	<ul style="list-style-type: none"> <li>*Ensure the availability of gender-sensitive equipped changing rooms and bathrooms for a more conducive workplace that promotes women's health, safety and cleanliness; and</li> <li>* Introduce a "woman's health room" in mining and quarrying cooperatives and companies, and avail women's sanitary facilities within the same room.</li> </ul>	<ul style="list-style-type: none"> <li>*Lead: RMB;</li> <li>*GI: MIGEPROF, GMO, NWC, the LG and the local health organs;</li> <li>*The PS: RMA, RWIMA &amp; RQA;</li> <li>*The CSOs: WIAMO &amp; REWU;</li> <li>*DPs for technical and financial support</li> </ul>	<ul style="list-style-type: none"> <li>*To be applied immediately for new licenses applicants and renewals</li> <li>*From the 1st to the 24th month for others</li> </ul>	TBD
Women in the mining and quarrying sector should feel comfortable with their physical working environment, with accessible mine and quarry sites, and gender-sensitive processing plants	<ul style="list-style-type: none"> <li>* Promote the development of modern and accessible tunnels with rails to facilitate the transportation of mineral ores in a bid to enable more women to take up more tunnel work and earn better pay;</li> <li>* Shift from artisanal mineral ore washing methods to modern equipment which can be easily operated by women;</li> <li>* Adopt practices and technologies that control dust and noise in mining and quarrying processing plants; and</li> <li>* Promote the mechanisation of commercial quarries and reduce manual labour / physical work that hinders the participation of more women in quarrying operations.</li> </ul>	<ul style="list-style-type: none"> <li>*Lead: RMB and MINALOC through LODA and mineral revenue sharing scheme;</li> <li>*GI: MIGEPROF, GMO, NWC, MoE, REMA, RSB and the LG</li> <li>*The PS: RMA, RWIMA &amp; RQA;</li> <li>*The CSOs: WIAMO &amp; REWU</li> <li>*DPs: GIZ, BGR, FCDO, PACT World and others, for technical and financial support</li> </ul>	<ul style="list-style-type: none"> <li>*To be applied immediately for new licenses applicants and renewals</li> <li>*From the 1st to the 60th month for others</li> </ul>	TBD

**Outcome / results: A physical environment conducive to meeting women's needs, availed**

Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
ECD centres and model villages to be developed for selected pilot mining and quarrying companies and cooperatives	<ul style="list-style-type: none"> <li>* Advocate and partner with stakeholders to develop workplace ECD centres to enable breastfeeding women to work stress-free; and</li> <li>* Advocate and partner with stakeholders to develop model villages with modern health and education facilities in the neighbourhood of mining and quarrying sites.</li> </ul>	<ul style="list-style-type: none"> <li>*Lead: RMB;</li> <li>*GI: MIGEPROF, GMO, NWC, MININFRA, MINALOC, LODA and the LG, MoE, REMA and the local health organs;</li> <li>*The PS: RMA, RWIMA &amp; RQA;</li> <li>*The CSOs: WIAMO &amp; REWU;</li> <li>*DPs: UN-WOMEN, UNICEF, UNDP, GIZ, BGR, FCDO, PACT World and others, for technical and financial support</li> </ul>	From the 1st to the 60th month	TBD

#### 4.3.5. Strategic pillar 5: Women’s socio-economic empowerment

Table 9: Women’s socio-economic empowerment

Outcome / results: Women’s confidence and self-driven commitment to freely and safely work and invest in mining and quarry, built and supported				
Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
Companies and cooperatives to have gender-mainstreaming committees in place, SGBV and other non-compliance with women’s rights “grievance procedures”, and help women to found internal WIM associations, for places with reasonable number of women to be part of these associations	<ul style="list-style-type: none"> <li>* Establish gender-mainstreaming committees in mining and quarrying companies and cooperatives to oversee the level of integration of women in the sector and the protection of their rights;</li> <li>* Put in place procedures that allow women in the mining and quarrying sector to report SGBV cases without putting at risk the victims’ identities and lives and to collaborate with relevant authorities (justice, health and administrative) while addressing cases that have been brought to their attention;</li> <li>* Create and strengthen Women in Mining (WIM)’s associations, and build their capacities with regards to SGBV prevention and response, family planning, financial literacy, workplace saving groups and economic diversification.</li> </ul>	<ul style="list-style-type: none"> <li>*Lead: RMB;</li> <li>*GI: MIGEPROF, GMO, NWC, the LG and the local health organs;</li> <li>*The PS: RMA, RWIMA &amp; RQA;</li> <li>*The CSOs: WIAMO &amp; REWU;</li> <li>*DPs for technical and financial support</li> </ul>	From the 1st to the 24th month	TBD

**Outcome / results: Women's confidence and self-driven commitment to freely and safely work and invest in mining and quarry, built and supported**

Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
	* Promote the roles of women in the mining and quarrying sector by increasing the number of women at management level in the companies and cooperatives and to facilitate them to become sub-contractors and team leaders.	*Lead: RMB; *GI: MIGEPROF, GMO, NWC, the LG and the local health organs; *The PS: RMA, RWIMA & RQA; *The CSOs: WIAMO & REWU; *DPs for technical and financial support	*To be applied immediately for new licenses applicants and renewals *From the 1st to the 48th month for others	TBD
RMA and RQA should have an active women's wing, as WIM association for female owners of mining and quarrying businesses	* Institutional strengthening of RWIMA, created in March 2022, as women's wing of both the RMA and the RQA	*Lead: RMB; *GI: MIGEPROF, GMO, NWC, MIFOTRA, RDB and RCA; *The PS: RMA & RQA; *The CSOs: WIAMO & REWU; *DPs for technical and financial support	From the 1st to the 24th month	TBD
Provide access to finance to female owners and potential entrepreneurs of mining and quarrying businesses	* Facilitate access to finance to women who own mining and quarrying companies to enable them to fund their businesses as part of positive actions that can boost the women empowerment.  * To build women's capacities, especially with regards to plans and sustainable mining and quarry entrepreneurship, to have fundable projects.	*Lead: RMB; *GI: MIGEPROF, GMO, NWC, MINECOFIN, MINICOM and the LG; *The PS: RMA & RQA; *The CSOs: WIAMO & REWU; *DPs for technical and financial support	From the 1st to the 60th month	TBD

**Outcome / results: Women's confidence and self-driven commitment to freely and safely work and invest in mining and quarry, built and supported**

Indicators	Strategic interventions	Implementing partners	Timeframe	Budget
100% peaceful households and significant reduction of violence, SGBVs, prostitution and STDs, in communities surrounding mining and quarrying sites	* Increase women's financial and governance capacities and enable them to have control over decision-making in communities surrounding mining and quarrying sites, through gender-sensitive EIA, CSR, economic diversification and other initiatives. These would reduce women's socio-economic dependencies, and would mitigate their vulnerability against violence, SGBV, prostitution and the spread of Sexually Transmissible Diseases (STDs), HIV/AIDS, included.	*Lead: RMB; *GI: MIGEPROF, GMO, NWC, MINAGRI / RAB, MINALOC and the LG and MINISANTE and local health organs; *The PS: RMA & RQA; *The CSOs: WIAMO & REWU; *DPs for technical and financial support	From the 1st to the 60th month	TBD

## 5. IMPLEMENTATION FRAMEWORK

### 5.1. Implementation risks and their mitigation strategies

The implementation of a gender strategy for Rwanda’s mining sector would be a first step towards achieving gender equality in the sector. This is by no means a small feat, given the existing gender gaps and challenges as highlighted in Section 3 above. The gender strategy presents opportunities that can contribute towards overcoming most of these challenges as suggested in the strategic interventions and logical framework in the preceding section. However, the gender strategy can be interpreted as a challenge itself for the sector, be it the community, or RMB’s stakeholders who may directly or indirectly express their reluctance to change, as some people may view the strategy as being a threat to their livelihoods.

In the table below, we identify potential risks associated with the implementation of the mining gender strategy, while suggesting mitigation strategies to safeguard its success.

**Table 10: Implementation risks and their mitigation strategies**

S/N	Risks	Mitigation strategies
1.	Resistance to change Due to the historic male-dominance in Rwanda’s mining and quarrying sector and coupled with existing gender stereotypes, members of the community who could consider allowing women to work in the sector, may feel compelled to oppose women’s adherence to the mining and quarrying sector because of social pressures.	While implementing this gender strategy, one should take into account that change of mind-set is a process, which must follow a certain course. Should beneficiaries take part or act as catalysts to that change, this process can gain significant traction. Therefore, community-based influencers, considered to be role models, will be the first ones to be trained and involved in study tours, in form of training workshops of trainers (ToT), among others so they are in a position to share their learning experiences with other community members with regards to the employability of women in the mining and quarrying sector.

S/N	Risks	Mitigation strategies
	<p>Similarly, male workers who are not used to working with women and who also believe that women cannot forge a career in mining, may take time to accept women as their co-workers.</p> <p>Companies/cooperatives which hold mineral and quarry licenses, and which have yet to integrate women within their workforce may also feel reluctant towards gender inclusion in their business strategies, suggesting poor contribution from female workers in comparison to their male counterparts.</p> <p>Businesswomen and women with business ideas, may consider that mining and quarrying businesses are restricted to men only.</p>	<p>Those who implement the gender strategy will have to remember that male workers can hinder women's integration in the mining and quarrying sector. As a result, eradicating gender misconceptions will be key to raising awareness.</p> <ul style="list-style-type: none"> <li>✚ Success stories from companies and cooperatives that have already integrated women shall be promoted to mitigate the risk.</li> <li>✚ Regular inspections of mines and quarry by RMB and districts will also assess how commitments made by companies and cooperatives are being met.</li> </ul> <p>Women's entrepreneurship in mining and quarrying must be encouraged and facilitated, by promoting female workers as team leaders as well as funding women's mining and quarrying projects Prizes can also be awarded by RMB to exemplary female mining and quarrying business owners.</p>
2.	<p>Education for women and capacity building funding</p> <p>Only students who obtain Government scholarships to attend institutions such as UR and IPRC Kigali can benefit from such education, while others find it difficult to fund mining and ancillary studies and relevant skill sets that would enable more women to join the mining and quarrying sector.</p>	<p>More female students must be supported to attend mining, geology and related subjects at institutions such as UR and IPRC</p> <p>For the number of women occupying core-technical positions in the mining and quarrying sector to increase, more effort must be devoted towards organising free workplace learning programmes and apprenticeships in companies and cooperatives. UR and IPRC should have agreements in place with these mining companies so that work experience, internships and volunteering are facilitated to all students across the country.</p>

S/N	Risks	Mitigation strategies
3.	<p>Lack of vacant posts to be immediately occupied by women</p> <p>Some mineral and quarry license holders may reasonably suggest the lack of vacant posts to accommodate women who are ready to join the mining and quarrying sector, despite their education and experience, albeit from internships or volunteering.</p>	<p>Companies and cooperatives applying for licenses must be given recruitment quota guidelines to address their recruitment plans.</p> <p>Similarly, license holders who intend to expand their operations, for instance by opening new sites and new tunnels within their perimeters, and through the development of processing plants, must be encouraged to accommodate women in new positions.</p> <p>Companies / cooperatives must also be urged to recruit women to replace leavers, wherever competent female candidates apply for these positions.</p>
4.	<p>The cost of setting up a gender-sensitive social and physical environment is concluded as prohibitive</p> <p>In addition to mining and quarrying core-business related investments, companies and cooperatives should consider having gender-sensitive social and physical environment in place. This includes the development of gender-mainstreamed rules, regulations and policies and the restructuring of their institutions to be gender-sensitive, which all come at hefty prices.</p> <p>Similarly, the cost of having smart, clean and well-equipped changing rooms, washrooms and women's health rooms may be considered unnecessary additional costs to mineral and quarry license holders.</p>	<ul style="list-style-type: none"> <li>✚ In the first instance, license applicants will be urged to include in their business plans, costs dedicated to ensuring gender-sensitive social and physical environments, and licenses issuing organs (RMB for mineral and industrial quarry licenses and districts for small scale commercial quarry licenses) will review and evaluate these applications before approving the license applications.</li> <li>✚ Mineral and quarry license holders will be given a reasonable time to gender-mainstream their internal policies and management tools, systems, structures and plans.</li> </ul>

S/N	Risks	Mitigation strategies
	<p>By the same token, the shifting from artisanal mineral ore washing methods to the introduction of technological equipment, would allow women to take part in such activities, and may be seen by mining companies as a burden hard to lift in short period of time</p> <p>Similarly, for mineral and quarry processing plants owners who have been suggested to control dust and noise and therefore become gender-sensitive, may feel unable to perform the intervention</p> <p>For some companies and cooperatives, there will be a need for their management team to convene and approve policies and structures, plans and budgets, and other activities for the setting up of a gender-sensitive social and physical environment.</p>	<ul style="list-style-type: none"> <li>✚ RMB will join efforts with stakeholders and development partners to develop standard gender polices to be adopted by companies and cooperatives and will also introduce management tools, systems and structures in a bid to reduce the costs of consultancy fees.</li> <li>✚ Similar initiatives can also be adopted to the establishment a conducive physical environment.</li> </ul> <p>Companies / cooperatives will be given a reasonable time for their management team to make the necessary decisions towards approvals for the gender-mainstreaming of their internal policies, systems, structures and plans, and will be guided accordingly.</p>
5.	<p>Appropriate infrastructures and long-term development of ECD centres and model villages</p> <p>The development of ECD centres and model villages around mines and quarry sites, may be viewed as very costly requiring time to raise the necessary funds and implement. This could therefore delay the integration of more women in the mining and quarrying sector.</p>	<ul style="list-style-type: none"> <li>✚ Unemployed women who do not have an immediate need of ECD Centres and model villages shall be prioritised.</li> <li>✚ CSR plans for mining and quarrying companies and cooperatives operating in nearby sites, or big companies operating in areas with concentration of mine and quarry workers, shall be encouraged to build ECD centres and model villages in favour of the workers in general and female workers in particular.</li> </ul>

S/N	Risks	Mitigation strategies
		<ul style="list-style-type: none"> <li>✚ Efforts shall be engaged within the collaboration of all relevant mining, gender and family promotion, social affairs and economic stakeholders, from the Government, the Private Sector, Civil Society groups and Development Partners (including funding institutions); to ensure that ECD centres and model villages development projects are built within the time-limit suggested by this gender strategy. This would be vital to ensuring sustainable gender equality in the mining sector.</li> <li>✚ Advocacy and lobbying shall be encouraged for the revenues sharing scheme for the mining sector, as approved by the Government in 2016 - but which has yet to be implemented to date.</li> <li>✚ This intervention shall be carried out in phases, in designated areas that shall serve as the pilot phases. Those implementing the project will subsequently be informed of the next steps to be taken to build ECD centres and model villages in the neighbourhood of mining and quarrying sites across the country.</li> </ul>
6.	Data and reliable information on the status of women in the mining and quarrying sector	<p>Those tasked with implementing the strategy may face a problem of having access to reliable data and information with regards to the status of women in the mining and quarrying sector, which would serve as the baseline for implementing suggested infrastructures, as well as adapting to new trends and needs of women in the sector.</p> <p>The strategy provides for roles to be played by key stakeholders to ensure the availability of reliable and timely data and other information on the status of women in the mining and quarrying sector, including the collection and comprehensive analysis of quarterly reports from mineral and quarry license holders, data collected through regular RMB's and districts' inspections, and regular researches and publications to be made by several stakeholders, including learning and research institutions and the Civil Society Organisations.</p>

S/N	Risks	Mitigation strategies
7. Ownership and implementation readiness, by RMB's stakeholders	The implementation of the gender strategy for Rwanda's mining sector cannot be delivered solely by RMB as a regulatory and institution overseeing the sector.	The strategy carves out the roles to be played by key stakeholders and a coordination mechanism for ensuring the success of gender equality assurance in the mining and quarrying sector.

## 5.2. Action plan for the implementation of the gender strategy

The action plan for the implementation of the gender strategy was designed taking into consideration that the strategy shall be implemented within five years, and the Government’s financial year in Rwanda runs from July to June.

TABLE 11: ACTION PLAN (2022/23 - 2026/27 FINANCIAL YEARS)

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
<b>Strategic Pillar 1: Ending gender stereotypes</b>						
1.1. Awareness raising initiatives, about the women's employability and investments in mining and quarry businesses	1.1.1. Preparation of awareness raising tools, including campaign speeches, meetings agendas, sites to be visited, successful women to give testimonies, the mapping for media coverage, tenders for educative and documentary videos, and promotional materials.					
	1.1.2. Carry out the awareness raising activities (campaigns, meetings, study tours, success stories telling, radio and TV shows, newspapers and newsletters publications, and the distribution of promotional materials)					

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
		<b>Strategic Pillar 2: The gender-mainstreaming of internal rules, regulations, policies, structures and plans</b>				
2.1. Introduction of a mandatory approach for minerals and quarrying license applicants to include gender-sensitive documentations in their application packages	2.1.1. Revise RMB's regulations about requirements for license applications and acquisitions, to include the gender-sensitiveness of applicants' business plans, EIAs, CSR plans and budgets.					
	2.1.2. Disseminate the new requirements to have gender-sensitive license applications, by organising meetings with applicants and service providers and mining/quarry companies/cooperatives.					
2.2. Adopt a female quota approach per type of job or per department, including women on the Board of Directors (BoD) and in the companies and cooperatives' management, in agreements between the mineral and quarry license holders and the Government	2.2.1. Preparation of RMB's regulations on the quota approach for women's participation in mining and quarry companies/cooperatives BoD, management and other departments, with specific sanctions for non-compliant entities.					
	2.2.2. Revise RMB's standard agreements with mineral/quarry license holders to include the quota approach.					
	2.2.3. Disseminate the introduction of quota approach among mineral/quarry license holders and their service providers.					
2.3. Ensure that mining and quarrying companies / cooperatives introduce gender-sensitive internal	2.3.1. Build capacities of mining and quarrying companies/cooperatives and their service providers on the adoption of gender-sensitive internal rules,					

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
rules, regulations and policies such as gender mainstreaming, anti-GBV and grievance reporting procedures	regulations and policies at company/cooperative level.					
	2.3.2. Inspect mining/quarrying companies/cooperatives about the existence and implementation of gender-sensitive internal rules, regulations and policies					
2.4. Ensure that mining and quarrying companies and cooperatives have gender-sensitive internal structures, including gender mainstreaming, Anti-GBV and grievance reporting committees.	2.4.1. Build capacities of mining and quarrying companies/cooperatives and their service providers about the adoption of gender-sensitive internal structures and organs/committees.					
	2.4.2. Inspect mining/quarrying companies/cooperatives about the existence and implementation of gender-sensitive internal structures and organs/committees.					
2.5. Include gender considerations in RMB's mines and quarry inspections templates	2.5.1. Upgrade RMB's mines and quarry inspection templates to capture license holders' gender-sensitive internal rules, regulations, policies, structures and plans.					

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
and perform regular inspections	2.5.2. Carry out inspections of mineral/quarry license holders using RMB's gender-sensitive inspection templates and taking administrative sanctions against non-compliant.					
<b>Strategic Pillar 3: Capacity building, recruitment and career development</b>						
3.1. Providing women with mining, geology and related skills	3.1.1. Collaborate with learning institutions that provide mining related education, such as UR/SMG, IPRC Kigali and Rutongo Mining School and suggest a means of incentivising the admission of more female students and trainees and provide career guidance for female graduates with a view to encourage them work in the mining and quarrying sector.					
	3.1.2. Promote workplace learning initiatives and apprenticeships for women across the country, in order to have enough female candidates who can immediately integrate the mining and quarrying sector.					
	3.1.3. Link learning institutions within the sector so that female students and trainees can be easily awarded internships with mining and quarrying companies and cooperatives, so they become familiar with the industry and subsequently join without hesitation.					
	3.1.4. Encourage female graduates and trainees to volunteer for skilled and/or managerial level positions as part of an organised work placement within the					

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
	industry where there are no vacancies as mean to acquire experience and skills in the mining and quarrying sector.					
3.2. Create opportunities for the recruitment and retention of more women in the mining/quarry workforce	3.2.1. Ensure that companies and cooperatives recruit women within all departments, including core-mining and quarrying positions, with quotas that gradually increase provided the workforce and the number of skilled women increases, to a minimum of 30% of the workforce.					
	3.2.2. Guide mining/quarrying companies/cooperatives about career development for all their workers with a special attention to the female workforce, through availing women's incentives and protecting their labour rights including special treatment during pregnancy, maternity leave and the breastfeeding period.					
<b>Strategic Pillar 4: Ensure gender-sensitive physical environment</b>						
4.1. Avail women with conducive working place and equipment	4.1.1. Develop accessible mine and quarry sites and tunnels, with mechanised and gender-sensitive ore transportation tools					
	4.1.2. Modernise the mining and processing methods to make them gender sensitive.					
	4.1.3. Attract more gemstone investments as they proved to be the most					

Strategic interventions	Activities	Timeframe (5 years aligned with the Government's 5 fiscal years)				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
	gender sensitive for both their mining and processing.					
4.2. Promoting physical incentives for women	4.2.1. Development of gender-sensitive facilities like changing rooms, bathrooms, furnished women's health rooms and availing gender-sensitive PPEs and introducing alternatives for pregnant women.					
	4.2.2. Development of ECD centres for breastfeeding women and model villages to accommodate mine/quarry workers and thus end the mines and quarry remoteness challenge for both men and women in general, and for women's interests in particular.					
<b>Strategic Pillar 5: Women's socio-economic empowerment</b>						
5.1. Build female workers' socio-economic powers	5.1.1. Establish gender-mainstreaming committees and putting in place anti-GBV and women's rights grievance mechanisms.					
	5.1.2. Help women to found internal WIM associations to be able to promote their rights together.					
	5.1.3. Train women in financial literacy, saving groups and economic diversification for the promotion of female workers' economic capacities.					
	5.1.4. Through capacity building, increase the number of female decision-makers in mining communities', fight prostitution, SGBVs and other sorts of violence and limit STDs transmissions.					

Strategic interventions	Activities	Timeframe <i>(5 years aligned with the Government's 5 fiscal years)</i>				
		Year 1 (2022/2023)	Year 2 (2023/2024)	Year 3 (2024/2025)	Year 4 (2025/2026)	Year 5 (2026/2027)
5.2. Build female entrepreneurs' socio-economic powers	5.2.1. Gather female mining and quarrying business owners in WIM associations at district, province and national levels for their voices to be heard, and affiliate the national WIM Association to AWIMA for further partnerships and advocacies.					
	5.2.2. Build female investors' capacities with regards to financial management and mining and quarry businesses management.					
	5.2.3. Advocate for the establishment of a gender-sensitive mining fund or a similar access to finance arrangement.					

## **5.3. Stakeholders' roles and responsibilities**

### **1. RWANDA MINES, PETROLEUM AND GAS BOARD**

As a government institution responsible for mining and quarrying regulations and oversight, RMB would be responsible for the following:

- to coordinate the implementation of the gender strategy and ensure stakeholders implement their specific roles and responsibilities;
- guide license applicants on the gender-sensitiveness of business plans, budgets, EIA and EMP, and CSR plans, and the applicants' internal policies, management tools, systems and structures;
- inspect the implementation of infrastructures to be built by mineral and quarry licenses holders;
- decide on punitive measures to be taken against mineral and quarry licenses holders who do not comply with the gender strategy;
- table the implementation of the gender strategy on the agenda of the mining thematic working groups;
- collect and keep data on women in the mining and quarrying sector and facilitate research stakeholders in similar performances; and
- initiate and take the lead in updating the gender strategy, when deemed necessary.

### **2. THE RWANDA GENDER MACHINERY**

The Rwanda Gender Machinery is a group of governmental organs advocating for gender equality promotion. They include the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women Council (NWC) and the Rwanda Women Parliamentary Forum (FFRP). The Gender Machinery will:

- guide on the procedures and conditions for the implementation of this gender strategy;
- build capacities in the gender-mainstreaming of internal procedures, management tools, systems and structures of mining and quarry companies and cooperatives;
- advocate and contribute to the development of ECD centres and model villages in the neighbourhood of mining and quarrying sites;
- contribute to raising awareness with a view to end gender stereotypes in the mining and quarrying sector; and
- raise funds to support the implementation of the gender strategy infrastructures.

### **3. MINEDUC, UR, RP/IPRC KIGALI AND RUTONGO MINING SCHOOLS**

The Ministry of Education (MINEDUC), the University of Rwanda (UR), the Rwanda Polytechnic (RP) through IPRC Kigali and the Rutongo Mining Schools, as research and education institutions, will contribute as follows:

- perpetual admission of female candidates in mining and geology programmes as well as ancillary fields, at a minimum rate of more or less 50% women;
- organise workplace learning initiatives for the benefit of more women with mining and related skills;
- liaise with companies and arrange work placements and internships for female students and graduates of mining, geology and similar faculties; and
- carry out regular studies on factors that hinder the integration of women in the mining and quarrying sector.

#### **4. MINECOFIN AND MINICOM**

The Ministry of Finance and Economic Planning (MINECOFIN) and the Ministry of Trade and Industry (MINICOM) play a big role with regards to formulation and implementation of policies with regards to finance and business in general. For this strategy, both institutions will:

- advocate and guide on offsetting up an ‘access to finance’ fund to support women’s investments in the mining and quarrying sector; and
- advise on how women can go for other existing sources to secure funding for mining and quarrying projects.

#### **5. MINAGRI AND RAB**

The Ministry of Agriculture and Animal Resources (MINAGRI) and its affiliated institution, the Rwanda Agriculture Board (RAB), which works mainly in rural areas where most mining and quarrying activities take place will contribute towards the economic diversification of communities in these neighbourhoods, as one of women’s socio-economic empowerment interventions because with the influx of mining workers, there will be a greater demand for food in these locations.

#### **6. MINISANTE, RBC AND LOCAL HEALTH ORGANS**

The Ministry of Health (MINISANTE) and its affiliated institution, Rwanda Biomedical Centre (RBC), with support from local health authorities will:

- advise companies and cooperatives on alternative placements for pregnant and breastfeeding women and will see to it that employers comply with such intervention (e.g. unannounced visits at companies and cooperatives);
- advise and monitor mineral and quarry license holders in setting up changing rooms and bathrooms, women’s health room and will also provide first aid;
- support the mining sector and communities in the neighbourhood to fight SGBV, STDs and HIV/AIDS; and
- advise in the management of childcare facilities at ECD Centres and contribute to the establishment of health facilities in model villages suggested in the neighbourhood of quarrying and mining sites.

## **7. MOE, MININFRA, RHA, REMA AND RLMUA**

The gender strategy suggested the controlling of dust and noise at mineral and quarry processing plants. The implementation of this recommendation falls under the responsibility of the Ministry of Environment and its affiliated institution, the Rwanda Environment Management Authority. The strategy also suggested the development of ECD centres and model villages in the neighbourhood of mines and quarry sites, where environmental matters also need to be taken into consideration. While developing the same infrastructure, the government agency in charge of land and settlements, should also be involved, namely: the Rwanda Land Management and Use Authority (RLMUA), (which also falls under MoE), the Ministry of Infrastructure and the Rwanda Housing Authority.

The responsibilities of these institutions will be as follows:

- MoE and REMA will ensure that dust and noise are controlled in mineral and quarry processing plants, to meet women's needs to work with clean and quiet environments;
- MoE and REMA will provide guidance on gender-sensitive EIA plans and EMP for both the mines and quarry sites, as well as environmental friend ECD centres and model houses;
- RLMUA will facilitate allocating plots of land to construct the model villages and will also issue title deeds corresponding to prospective owners; and
- MININFRA and RHA, in line with the housing policy, will advise on the suitability of the type of infrastructure to be developed in the neighbourhood of mining and quarry sites, with regards to ECD centres and the model villages with education and health facilities.

## **8. MIFOTRA AND LABOUR INSPECTORS**

The Ministry of Labour and Public Service (MIFOTRA) and its labour inspectors both at central and decentralised levels, will play the following roles:

- guide stakeholders, mining and quarrying companies and cooperatives, in guaranteeing women's labour rights, including non-discriminatory practices, occupational health and safety (changing rooms, bathrooms, women's health rooms included), treatment during pregnancies, maternity leaves, breastfeeding rights, etc.;
- assist in the development and approval of gender sensitive internal policies and management tools, systems and structures, including the gender-sensitive staff recruitment and retention policy;
- carry out regular inspections on the respect of women's labour rights and take appropriate measures in case of non-compliance; and
- strengthen RWIMA as a women's wing national level WIM association under RMA and RQA.

## **9. RDB AND RCA**

The gender mainstreaming of internal rules, regulations, policies, plans and structures may involve meetings gatherings and the amendment of incorporation documents. Given that the Rwanda Development Board

(RDB) is responsible for the registration and management of companies, whereas similar tasks are performed by the Rwanda Cooperative Agency (RCA); the roles of both institutions will include:

- guide mining and quarrying companies and cooperatives on meetings convening for the adoption of gender-sensitive internal policies and management tools, systems and structures; and
- facilitate the registration and the updating of incorporation documents, to meet the strategy's suggestions for companies and cooperatives to have gender-sensitive structures, including increased participation of women in the management and ownership of mining and quarrying businesses.

## **10. MINALOC, LODA AND LOCAL GOVERNMENT INSTITUTIONS**

Under coordination and with support from the Ministry of Local Government (MINALOC) and the Local Administrative Entities Development Agency (LODA), local government institutions mainly districts and affiliated administrative entities like sectors, cells and villages, play a big role in the implementation of national level policies and strategies, as they deal with the daily management of programmes and the competences of their local people.

Therefore, they can contribute to the implementation of interventions under their suggested strategic pillars, including:

- guide companies and cooperatives with small-scale commercial quarry licenses, which are licensed by districts, on the development of gender-sensitive internal policies and management tools, systems and structures, and issue licenses to only compliant companies and cooperatives;
- lead in awareness campaigns and animate other awareness raising activities aimed at ending gender stereotypes in the mining and quarrying sector;
- guide in the gender-mainstreaming of internal policies, systems, structures and plans, which also include CSR plans that are basically approved districts, while ensuring at the same time that their implementations still cater for gender considerations;
- play an active role in the design and implementation of ECD centres and model villages projects, as well as the management of these facilities, following their completion. In this framework, LODA would allocate part of funds from the mineral revenues sharing scheme to the development of ECD centres and model villages in mining communities; and
- ensure peaceful households and communities through SGBV prevention and combatting prostitution, STDs and HIV/AIDS.

## **11. CRIME INVESTIGATION AND PROSECUTION, AND SECURITY ORGANS**

- Train communities, workers and owners of mining and quarrying businesses about the prevention and prosecution of SGBV offences; and
- undertake procedures to investigate and prosecute SGBV suspects and protect potential victims.

## **12. PRIVATE FINANCIAL INSTITUTIONS**

- concerted efforts with other stakeholders to guarantee a gender-sensitive 'access to finance' fund for mining and quarrying entrepreneurs; and
- build financial literacy capacities of female team-leaders, sub-contractors, associations and owners of mining and quarry businesses.

## **13. RMA, RQA AND RWIMA**

- raise the awareness of their members (mining and quarrying companies and cooperatives) about the gender strategy on ownership and implementation;
- guide their members on the development of gender-sensitive internal policies and management tools, systems and structures;
- strengthen RWIMA, a women's wing of RMA and RQA, as women's association at national level, and as a platform for women-investors to express their needs and showcase what they are capable of; and
- advocate for their members to have technical and financial capacities to implement the gender strategy.

## **14. CIVIL SOCIETY ORGANISATIONS**

- raise awareness on the implementation of the gender strategy and related interests;
- advocate for mineral and quarry license holders to be technically and financially supported in the implementation of the strategy;
- provide guidance in the development of internal policies and management tools, systems and structures;
- carry out research and collect accurate data and information on the status of women in the mining and quarrying sector, to serve as the baseline for the implementation of the strategy and its potential update; and
- run other projects tailored to the implementation of this strategy.

## **15. DEVELOPMENT PARTNERS**

- provide technical and financial support in the implementation of the strategy;
- share experiences with stakeholders with regards to the implementation of the strategy; and
- mobilise funds for different stakeholders to be able to play their roles in the implementation of the strategy.

### **5.4. Coordination mechanisms**

In addition to the defined roles and responsibilities of different stakeholders set out above, the implementation of the strategy needs to be coordinated, not only to avoid the duplication of efforts, but also to ensure that the strategic interventions are implemented.

Accordingly:

- RMB will include in the mining Thematic Working Group (TWG) - which regularly brings together the RMB with stakeholders (governmental, private and civil society) and Development Partners - gender equality promotion interventions, to be tabled at the agenda of each ordinary meeting. As required, extraordinary meetings of the Thematic Working Group for the gender intervention will be convened to guide on the implementation of the strategy and its potential review;
- RMB will secure funds from either the Government or DPs to hire a gender expert with gender and mineral resources governance expertise, in its Single Project implementation Unit (SPIU) to coordinate all efforts and initiatives pertaining to the implementation of the strategy, and who will serve as the focal point for several stakeholders as well as the TWG;
- the RMB gender expert will be part of the mines and quarry inspection team, to give a professional judgement on the accuracy of the level of implementation of the strategy;
- the M&E framework matrix will be verified regularly, and relevant stakeholders, including mineral and quarry license holders, will be informed about actions needed to be undertaken to meet the strategy timeframe; and
- RMB will exert its authority to take appropriate measures to ensure the effective implementation of the strategy and will inform TWG accordingly.

## 6. M&E FRAMEWORK

### 6.1. Compliance, reporting, regular assessments and best practices

**Compliance.** For the results to be met, the strategy also suggests an M&E framework to safeguard the compliance to designed pillars and their specific interventions. Additionally stakeholders, including mining and quarrying license holders are encouraged to adopt their internal M&E matrix for self-assessment and the strategy compliance at large. The M&E will help to measure the progress of intervention performances, progress challenges, the impact recorded so far, and will inform on courses of action to be taken.

**Reporting.** The strategy suggests that regular reports are presented in the mining TWG, in addition to minutes, recommendations, policy briefs and any other guidance from technical meetings with stakeholders who deal with specific interventions included in the strategy. The mining TWG will be endowed with the authority to decide on courses of actions, including recommending the strategy review, for the success of efforts to ensure gender equality in mining. The mining TWG will also designate stakeholders to report on their performances, in addition to reports that shall be presented by technicians and sometimes independent contractors appointed by the mining TWG for the implementation of the strategy's technical assessment.

**Regular assessments.** The strategy's M&E framework indicates means of verification that shall serve to assess its gradual level of implementation. These assessments will include:

- ✚ RMB's database and inspections reports;
- ✚ Mining and quarrying license holders' quarterly reports;
- ✚ Learning institutions' database;
- ✚ NISR surveys and other stakeholders' surveys;
- ✚ Academic studies and scientific publications;
- ✚ Commissioned research; and
- ✚ Mid-term and end term evaluations of the gender strategy.

**Best practices.** The strategy's pillars and associated interventions were designed based on identified challenges and solutions that were suggested giving the current context of gender equality in mining. As the gender status in mining is not static, the challenges and solutions may evolve over time, with new challenges and solutions presented. Therefore, the strategy needs to evolve, in response to situations identified by the mining TWG through its regular meetings, stakeholders' reports, surveys, research, and potential changes in laws and policies.

## 6.2. Mid-term and end-term evaluations and potential strategy revisions

As illustrated by both the action plan and the M&E framework, some interventions are suggested to be implemented within a two year period, while other actions are to be completed within the five year timeframe for the strategy's implementation. They include interventions under the:

- ✚ The gender mainstreaming of internal rules, regulations, policies, structures and plans (pillar 2);
- ✚ Women's capacity building, recruitment and career development (pillar 3); and
- ✚ Ensure gender-sensitive physical environment (pillar 4).

Again, new license applicants will be reminded to first comply with gender equality requirements, as per the present gender strategy, before being issued with a mineral license or a quarry license.

At the end of the second year of the strategy's implementation, a mid-term evaluation shall be carried out to learn about the level of its implementation, existing challenges and potential solutions, that can even lead to the re-designing of some pillars and interventions. Similarly, at the end of the fourth year, that is towards the end of the strategy's lifetime, another evaluation shall be made to gauge the continued effectiveness and successfulness of the strategy.

Table 12: M&E framework

Anticipated results	Baseline	Target					Means verification of	Key assumptions
		Year 1	Year 2	Year 3	Year 4	Year 5		
<b>Outcome 1: Positive mind-set on women in the mining and quarrying sector and business ownership</b>								
<p><b>Indicator:</b> Members of community in the neighbourhood of mining and quarrying sites, workers and owners of the businesses, across the country will have been sensitised and learnt to acquire positive attitudes on how women are employable and can invest in the mining and quarrying sector, and can earn incomes that improve on their socio-economic livelihoods and those of their families.</p>	<p>*Detailed baseline TBD / *Only 11.4% women are part of the mining workforce. One of the leading factors is about gender stereotypes according to which mining (and quarrying) is a male dominated sector.</p>	25%	+75%	-	-	-	Survey	<p>The implementation of suggested interventions for the first strategic pillar will have reached the targeted outcome.</p>
<b>Outcome 2: Mining and quarrying companies/cooperatives internal rules, regulations, policies, structures and plans are gender sensitive and ready to enable the integration of more women and to protect their rights</b>								
<p><b>Indicator:</b> Mining and quarrying companies/cooperatives internal policies and management tools, systems, structures and plans gender-mainstreamed'.</p>	TBD	25%	+75%	-	-	-	<p>*Survey *RMB's database and inspections reports *License holders quarterly reports</p>	<p>New applicants will comply immediately, as a pre-requisite for licenses issuance.</p>

Anticipated results	Baseline	Target					Means of verification	Key assumptions
		Year 1	Year 2	Year 3	Year 4	Year 5		
<b>Outcome 3: The issue of women's skills gaps tackled, and women recruited and retained in mining and quarry workforce</b>								
<b>Indicator 1:</b> A significant number of skilled and experienced women available for recruitment in the mining and quarrying departments, occupying at least 30% of the labour force.	TBD	Admission of female students in learning institutions, to comprise at least 50% women, for mining and related programmes.					Learning institutions' database	Workplace learning, apprenticeships, internships and volunteering to be arranged for women working in mines and quarry operations, to increase the number of women assigned to more technical positions.
<b>Indicator 2:</b> More women having joined and continued to work within the mining and quarrying sector, covering at least 30% of the sector's workforce.	11.4% female workers for overall positions  Formal education positions: *25% female geologists and mining engineers *28% field mining and environment technicians.	15%	+22.5%	+30%	-	-	*Survey *RMB's database and inspections reports *License holders quarterly reports	New applicants will comply immediately, as a pre-requisite before licenses are issued, by proving their willingness to meet the targets as mentioned in the license agreements signed with RMB and the districts.

Anticipated results	Baseline	Target					Means of verification	Key assumptions
		Year 1	Year 2	Year 3	Year 4	Year 5		
<b>Outcome 4: A physical environment conducive to meeting women’s needs to be made available</b>								
<b>Indicator 1:</b> Mining and quarrying companies and cooperatives, across the country, have enough equipped changing rooms and bathrooms for women as well as furnished women’s health rooms.	TBD	50%	+50%	-	-	-		New applicants will comply immediately, as a pre-requisite for licenses to be issued.
<b>Indicator 2:</b> Women who work in the mining and quarrying sector are comfortable with their physical working environment, with accessible mine and quarry sites, and gender-sensitive processing plants.	TBD	50%	+50%	-	-	-	*Survey *RMB’s database and inspections reports *License holders quarterly reports	
<b>Indicator 3:</b> ECD centres and model villages developed and in use, for selected “pilot” mining and quarrying companies and cooperatives, consisting at least in two (2) projects per province and one (1) in Kigali City, for both ECD centres and model villages.	TBD	20%	+20%	+20%	+20%	+20%		At the end of the strategy timeframe, affordable approaches to have ECD centres and model villages shall have been identified.

Anticipated results	Baseline	Target					Means of verification	Key assumptions
		Year 1	Year 2	Year 3	Year 4	Year 5		
<b>Outcome 5: Women's confidence and self-driven commitment to freely and safely work and invest in the mining and quarrying sector</b>								
<b>Indicator 1:</b> Companies and cooperatives have established gender-mainstreaming committees, have put in place SGBV grievance mechanisms and have helped women to found internal WIM associations, with reasonable number of women who can be in associations.	TBD	50%	-50%	-	-	-	*Survey *RMB's database and inspections reports *License holders quarterly reports	New applicants will comply immediately, as a pre-requisite for licenses to be issued.
<b>Indicator 2:</b> At least 30% of the members of the senior management, in mining and quarry companies and cooperatives will be women, and 30% sub-contractors and team-leaders are women, in companies and cooperatives with such structures.	TBD	25%	25%	25%	25%			New applicants will comply immediately, as a pre-requisite for licenses to be issued.
<b>Indicator 3:</b> RWIMA, as RMA's and RQA's women's wing shall be operational.	RWIMA got founded in March 2022 and needs to be strengthened through making it operational	50%	+50%	-	-	-	RMA & RQA's report	The publication of the WIM association in the Official Gazette and have in place an operational permanent office/secretariat will constitute the final stages for RWIMA's establishment.
<b>Indicator 4:</b> An 'access to finance' fund available for	TBD	20%	+20%	+20%	+20%	+20%	*Survey	It does not mean the fund is exclusive to women. It

Anticipated results	Baseline	Target					Means verification	of	Key assumptions
		Year 1	Year 2	Year 3	Year 4	Year 5			
female owners and potential entrepreneurs of the mining and quarry businesses.									can be a general fund which is gender sensitive with some products dedicated to women only.
<b>Indicator 5:</b> Peaceful households and remarkable reduction of violence, SGBVs, prostitution and STDs, in communities surrounding mining and quarrying sites.	TBD	20%	+20%	+20%	+20%	+20%	*Survey		Gender equality in mining also includes the mitigation of mining and quarrying impacts on women in communities.

# ANNEXES

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## *Annex II: Persons contacted or involved*

### **BDO LLP**

1	Mr Volker Wetzel	Partner
2	Mr Ben Toorabally	International Expert
3	Mr Rached Maalej	International Expert
4	Mr Imed Zouari	International Expert
5	Ms Nkundibiza Aline Providence	National Expert
6	Mr Nsanzimana Bernard	National Expert

### **RMB**

### **Position**

7	Amb. Yamina KARITANYI	Rwanda Mines, Petroleum and Gas Board
8	Prof Rwabuhungu R. E. Digne	Dean of the School of Mining and Geology (SMG) and Deputy Chairperson of RMB's board
9	Mr Dushimimana Narcisse	Head, Regulation and inspection department
10	Mr Nsengumuremyi Donat	Division Manager, Mining Extraction and Inspection
11	Mr Ngoga Barnabas	Advisor to CEO
12	Ms Isimbi Rosine	Mineral Value Chain Specialist
13	Ms Kobusingye Juliet	Gender focal person

### **MIGEPROF**

14	Ms Umuhire Alice	Women Economic Empowerment Specialist
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### **MIFOTRA**

15	Mr Kananga Patrick	Chief Labour
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### **MINECOFIN**

16	Mr Muhumuza Emmanuel	Investment Officer
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**GMO**

17 Ms Mwiseneza Julienne Gender mainstreaming and analysis

**Pact /iTSCi**

18 Ms Uwibambe Josiane Data management

**RMA**

19 Mr Butera Frank Executive Secretary

**RWIMA**

20 Ms Umutesi Jeannette Vice Chairperson

**WIAMO**

21 Ms Uwamariya Janvière Member

**REWU**

22 Mr Musabyimana Deogratias Coordinator, City of Kigali, Eastern & Northern Provinces

**GIZ****Position**

23 Dr. Katrien Heirman Natural Resource Advisor

24 Dr Majoro Fabien Senior Advisor

25 Mr Henry Mukasa Advisor, Natural Resource Governance