

**REPORT ON GROWTH AND ECONOMIC OPPORTUNITIES FOR
WOMEN (GrOW) PROJECT EVALUATION WORKSHOP
PROCEEDINGS: PRESENTATION AND DISCUSSION**

(IIAS, 13th October, 2016)

INTERNATIONAL INSTITUTE FOR ADVANCED STUDIES (IIAS)

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1.0 Introduction and Opening remarks

This report summarizes the proceedings of the Evaluation Workshop held to review preliminary findings made for the research captioned “*Growth in West Africa: impacts of extractive industry on women’s empowerment in Cote d’Ivoire and Ghana*” being undertaken by the International Institute for Advanced Studies (IIAS) in conjunction with Centre Ivorien de Recherches Economiques et Sociales (CIRES), Ivory Coast. Main aim of the workshop was to solicit comments and suggestions to help in modifying methodology/framework adopted, get answers to questions posed with unanswered questions incorporated in the questionnaires to be designed in next the stage of the project.

The workshop which took place on Thursday, 13th October, 2016 started at 9 am and was moderated by Ms. Francisca Atuluk, Assistant Director, Research Division of the Ministry of Gender, Children and Social Protection. Participants were drawn from the ministries, agencies that oversee mining activities, academia among others. The report begins with a highlight of a presentation of preliminary findings by Dr. William Baah-Boateng, the lead investigator for the project. It then presents issues and concerns raised during the discussion segment after the presentation.

2.0 Presentation of Preliminary Findings

2.1 What underpins this study?

Before presenting the findings made, Dr. Baah-Boateng thanked the participants for taking some time off their busy schedule to be part of this event on behalf of the Director, Prof. Emmanuel Akyeampong and all Fellows of IIAS. A special gratitude went to the International Development Research Centre (IDRC), Canada for funding the research project and for their belief in the power of partnerships to shape livelihoods in developing countries.

In recounting the lead up to this project, Dr. Baah-Boateng indicated that IIAS seeks to project the empowerment of women thus the focus on women in the extractive industry (EI). In giving an overview of the growth trajectory of Ghana over the last two decades, he indicated that the sustained economic growth in this period been driven largely by activities in extractives. Mining has been one of the main driving forces of growth and with crude oil coming on stream, the contribution from the extractive industry has been further enhanced. But who benefits from

this extractive-industry induced growth process? Is the source of growth enabling all-inclusiveness? Are both men and women in a position to benefit equally from windfalls?

It has been widely acknowledged that economic growth promotes women economic empowerment (WEE) but the source of growth is as important as the growth itself. In the past, when Ghana's economy was dominated by the cocoa industry, research shows that in spite of the involvement of several women, benefits to them was minimal as most of them worked as contributing family workers. A shift from cocoa to mining and oil necessitates an inquiry into how the latter subsectors impact women economic empowerment. Thus,

- (i) the level of representation of women in EIs, which aspects they are engaged in and how they fare has to be examined;
- (ii) legal cum cultural limitations that hinder the employment of women in the extractive industry need to be explored.

2.2 Definition of terms

In order to put the presentation in a proper perspective, Dr. Baah-Boateng gave reasons for the inclusion of certain terminologies and defined some of the concepts utilised. Representation of both men and women in the EI was seen as key as it helps to give an idea of the extent of underrepresentation or otherwise of women. Within the context of the presentation, women economic empowerment (WEE) was defined as “the capacity of women to participate in, contribute to, and benefit from the growth process in ways that recognize the value of their contribution, respect their dignity and make it possible to negotiate a fairer distribution of the benefits of growth at the national, local, family and household level. In summary, WEE entails the capacity of women to participate in economic activity (in this case EI and related activities) and obtain a fair amount of return for their efforts.

Another dimension that was considered was the educational attainments of both men and women. In his presentation Dr. Baah-Boateng noted that to be able to take up jobs in EIs, women have to possess skills and other human capital endowments (have the needed educational qualifications). Based on the defined criterion and framework above, the following questions were posed:

- (i) Are there differences in educational and skill endowments between women and men?

- (ii) Do women participate in the extractive industry?
- (iii) What is the status (quality) of work done by women vis-à-vis that of men in EIs?
- (iv) How much do women earn as against their male counterparts in the EI?

Dr. Baah-Boateng stressed that monetary returns to a worker's efforts captured by the response to the last question above is dependent on the first three as a better educated person is more likely to participate and be placed in a good quality job culminating in higher earnings.

2.3 Objectives

The project's objectives were recalled. Primary objective of the project is to examine WEE in an extractive-growth generated economy of Ghana and Cote d'Ivoire. Specifically, the study intends to

- (i) assess the extent of women participation relative to that of men in extractives
- (ii) determine if differences in earnings exist according to gender in EIs
- (iii) examine to what extent education and job status influences gender earning differentials *and*
- (iv) provide answers to whether or not gender differences in earnings connote or spark discrimination

2.4 Methodology

Dr. Baah-Boateng used descriptives (tables, graphs etc.) in analyzing the secondary data. This was complemented with Econometric estimations. In this report less emphasis is placed on the details of the econometric method that aided in making conclusions based on the secondary data. The secondary data used comprised Ghana's 2000 and 2010 Population and Housing Censuses together with the last four rounds of the Ghana Living Standards Survey (GLSS III-VI). Performance of the EI in terms of its contribution to overall economy was also considered to put the analysis in a clearly defined perspective. General observations made is reported in the Findings section which follows.

2.5 General Findings

2.5.1 Performance of the Extractive Industry

Giving an overview of the Ghanaian economy, Dr. Baah-Boateng showed that between the periods 2000-2005, the share of extractives in the Gross Domestic Product (GDP) of Ghana

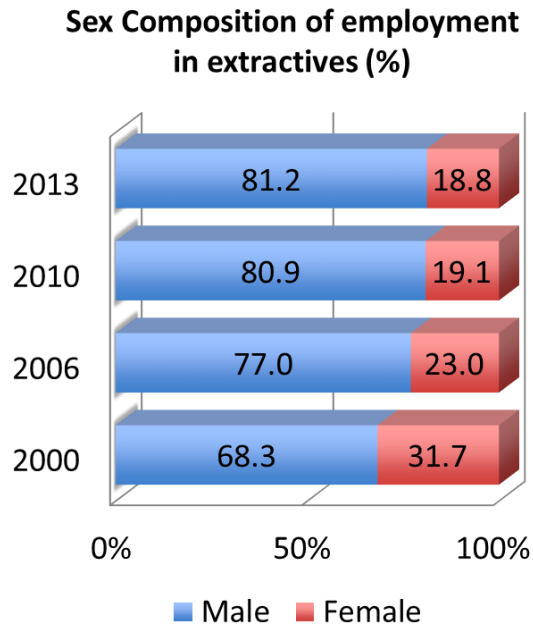
averaged about 5.5% but this dropped in 2006 after Ghana's economy was rebased. Owing to the addition of crude oil production to the extractive industry, the contribution of EIs has inched up to more than 8% since 2011.

2.5.2 Gender in the Labour Market

- Participation rate of women is below that of men and this seem to be going down marginally overtime
- Within the Ghanaian labour market, men benefits greatly from job creation than women
- Unemployment rate is higher among women than men
- A higher proportion of women than men are engaged in jobs that are precarious or cannot withstand shocks (vulnerable employment)
- In terms of educational attainments of women, a lower proportion of women in the labour market have completed at least a secondary level of education or higher compared to men
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2.5.3 The Picture within the Extractive Industry

- With extractive activities being less labour intensive, only 200,000 workers were recorded to be engaged in the EI in 2013. This constitute only 1.6% of total employment.
- Overall, in the Ghanaian labour market, more men (2.8%) as against women (1%) work in extractives.
- For all workers engaged in extractives men account for 81% with women constituting only 19%. A decline has been observed since 2000. Thus women are not well-represented in extractives.
- In quarrying, where earnings are relatively low, women's representation is relatively high (44%) see *Figure on the next page for more details*
- The average gender earning gap in extractives is wider than that of the entire labour market. Women in extractives on average earn about 75% of what men earn.
- In terms of job status, women are mainly engaged in elementary occupations with their male counterparts employed in more prestigious jobs. Due to this disparity, men are in a better position to enjoy greatly from windfalls emanating from mining than women.



Extractives	Male	Female
Mining	85.9	14.1
Gold	85.6	14.4
Diamond	87.5	12.5
Uranium & Ore	100.0	0.0
Quarrying	55.7	44.3
Petroleum & Gas	92.3	7.7
Hard coal	100.0	0.0
Crude petroleum	75.0	25.0
Natural gas	100.0	0.0
Support activities	100.0	0.0
Others		
Salt extraction	80.0	20.0

***Subdivisions in extractives
and composition of
employment by Sex***

2.6 Econometric Analysis

To complement the descriptive analysis, Dr. Baah-Boateng made use of econometric techniques to enrich preliminary findings. In this regard, an earnings function was formulated to capture differentials. Furthermore, the Oaxaca-Blinder decomposition formulation was also used. This decomposition method was employed to show the extent to which gender earning difference could be explained by differences in observable characteristics (such as age, job experience, education among others) while giving an indication of the portion that cannot be explained by these differences. Econometric analysis was however restricted to the sixth round of the nationally representative household survey (GLSS VI).

Employing the econometric estimation methods, the following conclusions were drawn:

(i) *Earnings Function*

- In the entire labour market, earnings in the extractives is the highest
- Within the Ghanaian labour market women earn 39% less than men
- Women engaged in the extractive industry earn 17% less than their male counterparts with similar characteristics

(ii) *Oaxaca-Blinder Decomposition*

- Results from the decomposition technique shows that a greater proportion (76%) of the gender differences in earnings cannot be explained by observable factors. Only 24% of the variation in earnings is attributable to observed characteristics.

2.7 Shortcoming of the Findings:

Dr. Baah-Boateng stated that the results may suffer from possible biases making it necessary for other estimation formulations to be explored. He intimated that the huge proportion of unexplained variation raises questions of potential discrimination against women in the extractive industry. Could it be that the difference is due to cultural barriers or regulations that impedes access to job openings by women in the extractives?

It was pointed out that the field work that will be undertaken in November, 2016 could help to unravel some of the underlying reasons for the high level of the unexplained component of the differences in earnings. In simple terms, the secondary data do not tell the full story – information obtained from the field could aid in getting a better understanding. Focus group discussions, interviews with both employers and policy makers were some of the field activities that were outlined. Barring any difficulties male and female workers in the mines would also be interviewed.

3.1 Discussion Segment (Comments, Suggestions and Questions)

To position the research on a sound footing, an opportunity was given for participants to comment, give suggestions and ask questions on the presentations made. Due to the interesting nature of the issues being addressed by the research, this segment saw valuable inputs made by most participants invited stimulating a fruitful discussion.

A participant asked if natural abilities could account for gender differences in earnings as women are disadvantaged in performing more difficult tasks. Dr. Baah-Boateng in response indicated that this could not be the case as a previous study he undertook which controlled for ability still recorded differences. He supported this assertion by giving a brief report of an interview he had with a woman manager who prefer to hire a male worker instead of a female irrespective of their abilities. Dr. Raymond Atuguba, a Fellow of IIAS joining the discussion

cautioned that the assumption which stipulates that women cannot perform well in activities that require excessive physical exertion could be erroneous. He narrated events from his village where women engage in all manner of manual labour with the men virtually doing nothing to validate this claim. He stated that “sometimes the structuring of rules perpetuates participation of women in some types of economic activities, that is, because women are in most cases programmed to take care of kids, they turn to engage in sectors/activities that gives them the flexibility to perform this dual role”.

A follow-up question was asked to ascertain the reason for the high percentage of women in the quarrying subsector of the EI. In response, another participant indicated that the loose legal regime that regulates this subsector with women carrying along to quarrying sites their children could explain the reason why. The low-skills required in working at these sites (performing basic tasks such as cracking of stones) was mentioned by other participants as one of the reasons why more women are engaged in quarrying.

It was recommended by a participant that during the field investigation, the research team should delve into the extent to which mining companies guided by the labour law allow certain kinds of discrimination. On the definition given for WEE, a participant asked Dr. Baah-Boateng to situate it in what pertains in the literature. Dr. Baah-Boateng assured that this concern will be addressed in the lead up to the publication of the entire study in a peer-reviewed journal.

Bringing to the fore another dimension to the discussion, one of the participants indicated that within mining establishments a worker’s rise from a lower rank to a higher one is not so dependent on level of education. Mining companies have their own competency exams which workers have to pass in order to be assigned managerial roles. Some of the participants asked if the preliminary findings on workers in extractives took into consideration those who are engaged in support-services for mining activities. It was also added that in order to get a holistic view, the study should try to disaggregate workers in mining companies into direct employees and outsourced ones by gender. Responding to these concerns, Dr. Baah-Boateng reiterated that the analysis captured workers engaged in extractives with those engaged in its support services not left out. On getting information on direct and outsourced workers by gender, he

however had reservation considering the difficulty in obtaining information from mining companies.

On matters raised regarding the sample size for the primary data, Dr. Baah-Boateng said the focus will not be so quantitative as such much effort will be put in the organization of focus group discussions, conducting in-depth interviews with policy makers, employers and interest groups. He added that even though the study focuses on workers in extractives in large scale mining, those engaged in artisanal and small-scale mining (ASM) cannot be ignored due to the important role they play (not forgetting the large number of women in ASM in Ghana).

Dr. Atuguba took the stage to give a little commentary on the legal regime that guides employment and the extractive industry in Ghana. He stressed that though there are no industry-specific laws that regulate the employment of women in extractives, the constitution and labour act have overarching provisions.

The chairman for the programme, Ms. Atuluk seized the opportunity at this point and recollected deliberations in a workshop the Ministry of Gender, Children and Social Protection under the auspices of a large-scale mining company organized to integrate gender-related issues in their operations. She noted that there may not be specific laws that are tailored to women in extractives, but companies seeing how important gender issues are in their core business are in one way or the other incorporating them. She further pointed out that the empowerment of women in the extractive could be championed through a multi-faceted approach requiring all stakeholders on board. This comment came on the backdrop of a workshop her ministry held for women in ASM where a woman miner voiced out the frustrations she faced while securing a loan from a bank to enhance her mining activities with the financial institution requesting her to come along with her husband, a non-miner.

A representative from Ghana Mineworkers Union advised that on the field information gathered have to capture inclusive and diversity policies of mining companies. Evidence will have to be sought on when companies initiated such schemes and the number of women engaged since then. Adding onto the discussions on vulnerabilities of women, she cited instances where some women dump truck drivers are intimidated by male cohorts making it difficult for them to be productive. She thus recommended that issues of this nature have to be

interrogated by the research. In reacting, Dr. Baah-Boateng stressed that in as much as it is difficult to obtain such manner of information from mineworkers, the project team will try as much as possible to get answers in this regard.

On recommendations based on the research, the project leader, Dr. Baah-Boateng said policy prescriptions will be informed by findings from the field which helps to give an understanding on what accounts for the unexplained gender earning differences. In concluding, he assured all participants that their comments and concerns raised will be taken into account in the development of survey instruments. To this end, he stated that the project team may have to rely on participants present when subjecting survey instruments and findings thereafter to scrutiny.

In his closing remarks, Dr. Baah-Boateng thanked the participants for taking time out of their busy schedule to be in attendance for the workshop.

PARTICIPANTS

In attendance at the workshop were Prof. Abena Oduro, Director, Centre for Social Policy Studies (CSPS), University of Ghana, Vida Brewu, a representative from Ghana Mineworkers Union (GMU), Dr. Aba Crentsil, a Research Fellow with the Institute of Statistical, Social and Economic Research (ISSER), Dr. Raymond Atuguba, Dr. Sena Dei-Tutu and Mrs Christine Dowuona-Hammond- from University of Ghana Law School. Also in attendance were Drs. Priscilla Twumasi-Baffour and Edward Nketiah-Amponsah from the Department of Economics, University of Ghana. Other participants included representatives from Centre for Gender Studies and Advocacy (CEGENSA), Ministry of Employment and Labour Relations, Ministry of Gender, Children and Social Protection, African Centre for Economic Transformation (ACET) and Ghana Chamber of Mines.