

# EVALUATION OF THE EITI IMPLEMENTATION



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**Women's rights in natural  
resource governance in West  
Africa:**

**Encouraging efforts, timid  
progress**



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# INTRODUCTION

**In 2019, the Extractive Industries Transparency Initiative (EITI) Standard incorporated a number of requirements making the process more gender sensitive. Three years on, how well have these new requirements been implemented in Burkina Faso, Guinea and Senegal? Have they encouraged more consideration of women's rights in the natural resource extractive industry? What has changed for women? Such questions were the focus of a study carried out by Publish What You Pay (PWYP) coalitions in these three countries.**

Since 2018, the PWYP International Secretariat has supported its coalitions in Guinea, Senegal and Burkina Faso in promoting a more gender-sensitive Extractive Industries Transparency Initiative (EITI). The goal is to ensure the EITI has a positive impact on all citizens – particularly women – and can help address the often highly pronounced gender inequalities in the extractive sector.

In 2019, following sustained advocacy by PWYP, Oxfam, NRGi and their partners, the EITI Standard incorporated requirements on the representation and participation of women in the process, and on disclosing employment data, with the ultimate goal of promoting women's rights in extractive industry governance. In particular:

- **Requirement 1.4:** *“The multi-stakeholder group and each constituency should consider gender balance in their representation to progress towards gender parity.”*
- **Requirement 6.3:** *“Employment in the extractive industries [...] should be disaggregated by gender and, when available, further disaggregated by company and occupational level.”*
- **Requirement 7.1:** *“The multi-stakeholder group is required to: [...] Ensure that the*

*information is comprehensible, including by ensuring that it is written in a clear, accessible style and in appropriate languages, and consider access challenges and information needs of different genders and subgroups of citizens [...] Ensure that outreach events, whether organised by government, civil society or companies, are undertaken [...] in a socially inclusive manner.”*

- **Requirement 7.4:** *“The multi-stakeholder group is encouraged to document how it has taken gender considerations and inclusiveness into account.”*

Through these requirements, the EITI has begun an important evolutionary shift towards taking women's concerns into account. However, they are not enough on their own. Publishing the number of women employed in the extractive industry cannot, in itself, improve women's access to employment. Similarly, ensuring gender balance within EITI multi-stakeholder groups (MSGs)<sup>1</sup> cannot compensate for the discrimination women suffer in the artisanal mining sector. However, these requirements are all starting points for creating the conditions needed to better take into account the experiences of women within the EITI and in extractive industry governance in general.

<sup>1</sup> “In each implementing country, a multi-stakeholder group (MSG) comprised of representatives from government, companies and civil society is established to oversee EITI implementation.” Source: <https://www.eiti.org/oversight>



## Why do we need a gender-sensitive EITI?

The oil, gas and mining sector is known for its **strong inequalities between women and men**. On the whole, women tend to benefit less from the potential positive impacts of resource extraction, despite experiencing more of the negative externalities.

### For example:

- **Access to employment:** *globally, just 5-10 percent of people working in the extractive industry are women.*
- **Exposure to dangerous working conditions:** *women represent 40-50 percent of the workforce in the global artisanal mining sector.*
- **Consequences of industrial exploitation:** *when populations are displaced to make way for new mining sites, women rarely benefit from compensation commensurate with the damages they suffer, due to their reduced access to consultation and decision-making processes.*
- **Access to decision-making:** *while women as a whole are affected by mining, they are under-represented in administrative and political spheres (such as ministries or industry associations).*
- **Presence within the EITI:** *in 2020, just 21 percent of MSG members were women.*

## Why does this matter for the EITI?

It is important to recognise the difference from women's experiences and men's, so that stakeholders can provide tailored solutions to meet the needs of each group. Without these efforts, solutions risk being tailored to meet the needs of the group best represented in the decision-making process – which is the men group.

Similarly, without a gender-sensitive approach in its own governance and in the publications required by implementing countries, the EITI cannot achieve its goal of allowing all citizens to benefit from fairer management of their natural resources. Systemically mainstreaming gender is therefore essential for the EITI standard to continue to be a useful tool for everyone.

Since these new requirements came into force, PWYP coalitions in Guinea, Senegal and Burkina Faso have been working hard to implement them. In 2021, they conducted a review of progress achieved and efforts still required.

This progress assessment was carried out by independent consultants supported by PWYP coalitions in the respective countries. For each requirement, the consultants assessed whether

the concrete practices of the MSGs, each of the constituencies and the national EITI Secretariats had evolved since the Standard was updated in 2019. To do so, they used questionnaires (see below) and compared responses to the situation before the Standard was reviewed in 2019, which had already been analysed.<sup>2</sup> The study also attempted to identify progress made and outstanding barriers in each of the countries.

<sup>2</sup> See [In it together: advancing women's rights through the extractive industries transparency movement](#), PWYP, May 2019



1.4	<ul style="list-style-type: none"> <li>• What is the male/female ratio within the MSG? In each constituency?</li> <li>• How has this balance changed since 2019?</li> <li>• Have any changes been made to internal MSG/constituency rules to incorporate gender balance incentives or requirements?</li> <li>• Have female MSG members noticed a change in environment within the group since 2019?</li> </ul>
6.3	<ul style="list-style-type: none"> <li>• Is employment data disaggregated by sex in EITI reconciliation reports published since 2019? By company and occupational level? If not, why not?</li> <li>• Has this information been used (reported in the press, by associations, administrations, companies, unions)?</li> <li>• Have these publications sparked fresh debates?</li> </ul>
7.1	<ul style="list-style-type: none"> <li>• Since 2019, has the dissemination of EITI data taken more of the specific informational needs of women into account based on their profile (where they live, age, occupation, etc.)?</li> <li>• Have any changes been observed in EITI communications – in particular, in terms of groups targeted by their activities, format, type of data shared?</li> <li>• Has the gender balance among participants changed since 2019? Are women more actively involved in EITI activities?</li> <li>• Have any fresh debates emerged due to these changing practices?</li> </ul>
7.4	<ul style="list-style-type: none"> <li>• Has the MSG documented measures taken to implement the requirements on gender since 2019?</li> <li>• How have these efforts been documented, and by whom?</li> </ul>



Banner at PWYP Senegal's gender-sensitive EITI advocacy event in 2019.

## 1.0 REVIEW OF THE IMPLEMENTATION OF REQUIREMENTS: STILL LIMITED PROGRESS

While the implementation of the Requirements remains partial in all three countries, the study found that the revision of the Standard has led to a marked improvement in addressing women's concerns and the need to ensure their participation in the EITI and extractive sector governance. There have been significant and encouraging efforts to stimulate discussion on gender equality and to begin to change the practices of MSGs, constituencies and national secretariats. However, concrete progress

remains tentative and much remains to be done for full implementation of the Gender Requirements and real improvement in women's rights.

Each country has been assigned a rating to reflect the level of changed practices by the EITI in terms of the representation and participation of women, as well as data disclosure, as stipulated by the new requirements.

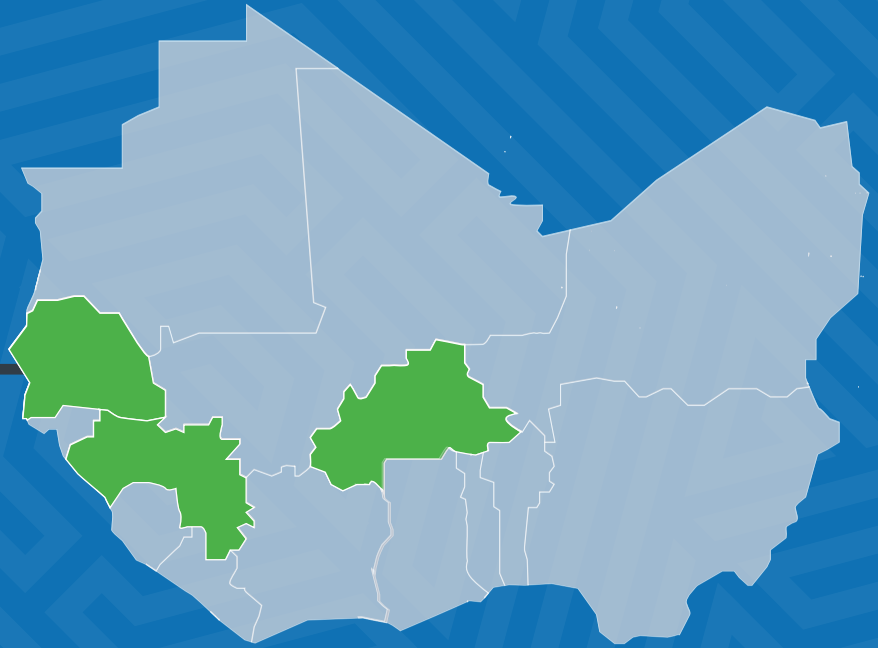
No implementation	No action taken to implement the requirement.	
Ongoing progress	Efforts to implement the requirement have begun. However, when it comes to taking gender into account, practices have only marginally evolved.	
Advanced implementation	The requirement has not yet been fully implemented, but significant progress has been made. When it comes to taking gender into account, practices have evolved considerably since 2019.	
Requirement met/exceeded	The requirement has been fully met and/or exceeded. Practices have evolved sustainably.	

### 1.1. Implementation of EITI requirements on gender by country

	BURKINA FASO	GUINEA	SENEGAL
1.4 Representation within MSG			
6.3 Employment data			
7.1 Promoting female participation in debates			
7.4 Documenting efforts			



# OVERVIEW OF THE COMPOSITION OF MULTI-STAKEHOLDER GROUPS: COMPARISON BETWEEN 2018/2019 AND 2021



## 2018/ 2019

### BURKINA FASO



**4 WOMEN OUT OF 25 MEMBERS (16%):**  
0 in the administration constituency;  
1 in the industry constituency;  
3 in the civil society constituency.

### GUINEA



**3 WOMEN OUT OF 27 MEMBERS (11%):**  
1 in the administration constituency;  
1 in the industry constituency;  
1 in the civil society constituency.

### SENEGAL



**5 WOMEN OUT OF 26 MEMBERS (19%):**  
3 in the administration constituency;  
2 in the industry constituency;  
0 in the civil society constituency.

## 2021

### BURKINA FASO

**8 WOMEN OUT OF 25 MEMBERS (32%):**  
3 in the administration constituency;  
1 in the industry constituency;  
4 in the civil society constituency.

### GUINEA

**7 WOMEN OUT OF 38 MEMBERS (18%):**  
2 in the administration constituency;  
1 in the industry constituency;  
3 elected officials and 1 "resource" in the civil society constituency.

### SENEGAL

**8 WOMEN OUT OF 27 MEMBERS (29%):**  
5 in the administration constituency;  
2 in the industry constituency;  
1 in the civil society constituency.

# BURKINA FASO



	2018-2019	2021
1.4	<p>Four women out of 25 members (16%):</p> <ul style="list-style-type: none"> <li>• 0 in the administration constituency</li> <li>• 1 in the industry constituency</li> <li>• 3 in the civil society constituency.</li> </ul> <p>The decree on the creation, attribution and composition of MSGs was revised in 2016 without incorporating any provisions that work towards gender balance.</p>	<p><b>ONGOING PROGRESS</b></p> <p>Female representation within the MSG increased from 16 to 32 per cent. There are now eight women out of 25 members:</p> <ul style="list-style-type: none"> <li>• 3 in the administration constituency</li> <li>• 1 in the industry constituency</li> <li>• 4 in the civil society constituency.</li> </ul> <p>A new decree on the composition and operation of the MSG is currently being approved. In principle, it provides for a deputy system, ensuring rotation based on gender between the representative and their deputy, as well as a quota for female national secretariat staff.</p>
6.3	<p>The workforce was already disaggregated by company, sex and nationality in the 2016 report published in 2018. Of the 16 reporting companies, five failed to share employment data, while three failed to disaggregate data between men and women.</p>	<p><b>REQUIREMENT MET/EXCEEDED</b></p> <p>The 2017 report (published in 2019) includes a data declaration form that disaggregates jobs between men and women, but the results do not feature in the report.</p> <p>The 2018 (published in 2020) and 2019 (published in 2021) EITI reports include disaggregated job data for each company, by gender, employee status (contractual, permanent), occupational level and nationality, and include the corresponding payroll for each category.</p>
7.1	<p>Publication of simplified reconciliation reports, but no consideration of gender in EITI report dissemination activities.</p> <p>The MSG's work plans contain a number of activities designed to strengthen the capacities of certain groups of women (elected officials, mining communities, those working in the artisanal mining sector) and on gender.</p>	<p><b>ONGOING PROGRESS</b></p> <p>Training activities on the 2019 Standard and the reading of an EITI report have been organised and, to a certain extent, contribute to giving citizens the tools they need to better understand and disseminate EITI information.</p> <p>Since 2020, simplified reports have also been translated into local languages.</p> <p>However, no mechanism for taking gender into account has been introduced in 2021 for dissemination activities around the 2018 and 2019 reports.</p>
7.4	<p>The low number of women among MSG members was noted as a weakness in the 2018 work plan.</p> <p>A number of activities in successive work plans explicitly targeted women and aimed to strengthen the gender perspective, but annual reports do not document their implementation.</p>	<p><b>ADVANCED IMPLEMENTATION</b></p> <p>The MSG decided to disaggregate activities in its 2021-2023 work plan by gender, where possible, and that the 2021 annual report explicitly highlight related progress in terms of taking gender into account.</p> <p>The MSG has set up a "gender unit" responsible for promoting consideration of gender in EITI implementation and within the extractive industry. The unit has produced a report and a plan of action.</p>



# GUINEA



	2018-2019	2021
1.4	<p>Three women out of 27 members (11 per cent):</p> <ul style="list-style-type: none"> <li>• 1 in the administration constituency</li> <li>• 1 in the industry constituency</li> <li>• 1 in the civil society constituency.</li> </ul>	<p><b>ONGOING PROGRESS</b></p> <p>Female representation within the MSG increased from 11-18 per cent. There are now seven women out of 38 members:</p> <ul style="list-style-type: none"> <li>• 2 in the administration constituency</li> <li>• 1 in the industry constituency</li> <li>• 3 elected officials and 1 “resource” (appointed for their professional expertise) in the civil society constituency.</li> </ul> <p>The civil society constituency amended its code of conduct in 2020, in particular incorporating a requirement on representation: one third of MSG candidates for civil society representative roles must be women.</p> <p>However, when appointing constituency representatives, no organisation has had a female candidate. It took an internal debate to redress the situation.</p>
6.3	No disaggregation of employment data in EITI reports.	<p><b>REQUIREMENT MET</b></p> <p>Employment data was disaggregated for the 2018 report (published in November 2020). The figures are also categorised according to nationality (nationals/non-nationals) and status (permanent/temporary). However, data was not disaggregated by occupational level, despite this being encouraged by the Standard.</p>
7.1	<p>Dissemination activities are organised regionally and take place in the local language.</p> <p>A working document from the MSG has called for ensuring women are involved in the EITI process.</p>	<p><b>ONGOING PROGRESS</b></p> <p>Since the dissemination campaign organised in 2021, women’s organisations have been better targeted and (oral) instructions have been given by the MSG to ensure they have a voice at meetings.</p> <p>However, the number of women participating remains very low (under 10 per cent).</p>
7.4	No documentation of efforts to take gender into account.	<p><b>ONGOING PROGRESS</b></p> <p>The 2020 annual report suggests gender be taken into account at the next re-election of MSG members and proposes corrective measures to implement requirements 1.4 and 7.4.</p>

# SENEGAL



	2018-2019	2021
1.4	<p>Five women out of 26 members (19 per cent):</p> <ul style="list-style-type: none"> <li>• 3 in the administration constituency</li> <li>• 2 in the industry constituency</li> <li>• 0 in the civil society constituency.</li> </ul>	<p><b>ONGOING PROGRESS</b></p> <p>Female representation within the MSG increased from 19-29 per cent. There are now eight women out of 27 members:</p> <ul style="list-style-type: none"> <li>• 5 in the administration constituency</li> <li>• 2 in the industry constituency (only representing mining companies)</li> <li>• 1 in the civil society constituency.</li> </ul> <p>The process of re-electing a third of the members of the MSG's civil society constituency (2020) respected gender balance when designating two representatives and two deputies. However, there is only one female representative among the seven civil society representatives.</p> <p>Senegal's national EITI Secretariat sent a letter to the three MSG constituencies recommending respect for gender balance when appointing their representatives.</p> <p>The issue of balanced representation is expected to be taken into account in the decree (awaiting approval) on the composition of the EITI MSG.</p> <p>There is now an unwritten rule that men and women should alternate regularly when speaking on behalf of the MSG, especially in EITI report dissemination activities.</p>
6.3	<p>Employment data disaggregated by sex since the 2017 EITI report, published in November 2018.</p>	<p><b>REQUIREMENT MET</b></p> <p>Employment data continues to be disaggregated by sex in EITI reports. It is also categorised according to nationality (nationals/non-nationals), occupational level and status (permanent/temporary).</p>
7.1	<p>Community dissemination efforts began in 2018, but did not take the representation of women into account.</p>	<p><b>ADVANCED IMPLEMENTATION</b></p> <p>Women's organisations in mining areas are now targeted more in the planning of dissemination sessions.</p> <p>In 2020, meetings were arranged with women's organisations to calculate the impact of future mining projects on their business activities and to assess how they could benefit from local content. In particular, women who process fish products are anticipating a reduction in their business due to oil activities.</p> <p>The MSG now promotes equal representation during consultation activities. As part of civil society consultation workshops arranged ahead of Senegal's EITI validation process (April 2021), all delegations were asked to have equal representation of women and men.</p>
7.4	<p>No gender-related activity in strategic plans, action plans or activity reports.</p>	<p><b>ADVANCED IMPLEMENTATION</b></p> <p>Since 2020, the MSG has provided guidance on documenting efforts towards a more gender-sensitive EITI. The minutes of the campaign to disseminate the 2018 EITI report, for example, clearly document meetings held with women's organisations.</p>

## 1.2. Implementation of the EITI Standard on gender by requirement

### #1.4 In terms of representation, progress has been very limited to date.

- Civil society has made progress, notably with gender balance within the constituency representing CSOs in Burkina Faso. In 2020, Guinea's civil society constituency incorporated measures to promote more balanced representation between men and women in its code of conduct. In Senegal, gender balance was respected when replacing some members of the constituency in 2020.
- Civil society constituencies in Guinea and Senegal are still a long way from achieving gender balance. The number of women putting themselves forward or being appointed to the MSG remains low. The coalitions are working to encourage female candidates, in particular through targeted capacity building.
- Progress is very slow in constituencies where appointments are made on the basis of the official roles members have in their respective institutions, rather than on individual candidacies. The institutionalisation of deputies with respect to gender balance (if a representative is a man, the deputy must be a woman, and vice versa), as envisaged in Burkina Faso, would allow this constraint to be partially circumvented.
- The absence of women has sometimes been justified by the lower number of women with the required experience. However, this potential shortcoming is also the consequence of excluding women from these decision-making spaces to date. In terms of a solution, the gender-balanced deputy system could allow female deputies to acquire the experience they need to put themselves forward for the next round of candidacies and to become representatives.

Summary table of the percentage of women in MSGs in 2021

CONSTITUENCY	CIVIL SOCIETY	PUBLIC ADMINISTRATION	COMPANIES	TOTAL
COUNTRY				
Burkina Faso	50%	27%	16%	32%
Guinea	30%	14%	9%	18%
Senegal	14%	35%	33%	29%

### #6.3 Disaggregation of employment data is the requirement best respected.

**#7.1 Efforts to take into account the information needs of different groups of women are far from sufficient.**

- Even within the teams responsible for organising these dissemination activities themselves, the balance of male/female representation is not being systematically respected.
- Significant work remains in order to ensure the organisation of activities takes greater account of the needs of different groups. Acknowledging the constraints encountered by women in every context, the place, time and format of sessions must be adapted to encourage their presence and effective participation.
- Civil society has tried to influence these activities, but it is difficult to change habits. The coalitions are working to approve specific guidelines for dissemination campaigns and other EITI activities.
- It should be noted that there is still little effort being made to select the most relevant information for different groups of women based on their needs.
- In Senegal, there is growing awareness of the importance of understanding the different effects of mining activities on men and women, in order to be able to provide relevant responses. The report on the dissemination campaign for the 2018 EITI Senegal report indicates, for example, that women are impacted “as professionals and managers processing fish products [...] whose households will certainly pay a high price for the reduction in activity in the fishing sector, which may come about through the narrowing of areas reserved for fishing activities”. It also recommends that the MSG should “go out periodically [...] to meet women in the areas that could be impacted – or have already been impacted – by future exploitation of oil and gas”.

**#7.4 Documentation appears to be in progress, but is not yet systematically or easily accessible.**



*PWYP Senegal member presents activities to promote women's rights in the EITI. February 2020, Conakry, Guinea.*

### 1.3. Review of impacts and changes: a definite influence on debate, but still little concrete progress

#### CIVIL SOCIETY

There has been a significant impact on civil society:

- *In the three countries studied, PWYP coalitions did not wait for the EITI Standard to promote women's rights in extractive industry governance. Efforts were already underway and it is partly the advocacy work of civil society that prompted the EITI Standard to begin incorporating requirements on the particular experiences of women.*
- *However, the update to the EITI Standard encouraged civil society to redouble its efforts, as shown by the increase of CSO initiatives in the three countries studied.*
- *Internal CSO practices also appear to be evolving beyond the EITI. In Burkina Faso, for example, civil society respected gender balancing in the appointment of two representatives to sit on the national monitoring committee of the local development mining fund.*
- *This initiative is all the more important given that in Burkina Faso, civil society is advocating for part of this fund's resources to be allocated to economic projects that benefit women. In Guinea, local development mining fund allocation rules say that 20 per cent of funds should be used to benefit women-led businesses, and PWYP is strongly committed to the proper implementation of this mechanism.*

"In terms of women's organisations, the implementation of these requirements has been an opportunity to [...] demand more respect for women's rights in the sector [...] Before, it wasn't easy to talk about, but now, when we talk about it, we can cite the EITI Standard to support our arguments".

Manager, WIM-Sénégal

#### MSGs

Within MSGs, even if all the requirements have not yet been met, studies have shown that the issue of gender is being addressed more frequently:

- *Several female MSG members (in particular, in Senegal and Guinea) stated that the issue of gender was being discussed increasingly frequently during meetings.*
- *However, efforts are still required to explain the importance of a more gender-sensitive EITI and to overcome resistance, in the form of indifference from men and mistrust from women (not wanting to be seen as vulnerable).*
- *Within Senegal's EITI process, the employment data disaggregation requirement sparked a discussion on the disclosure of wages and the gender pay gap. No figures have been published to date, but the EITI Standard has opened up a new debate.*
- *The studies also found that the content of discussions within EITI outreach activities has changed. In Guinea and Senegal, women participating in EITI activities are increasingly expressing their points of view – in particular, demanding respect for their right to benefit from the opportunities afforded by local content policies in the extractive industry.*
- *These exchanges and discussions between the MSG and women in areas likely to be affected by future mining projects have encouraged EITI Senegal to begin a review of local content.*
- *In Burkina Faso, thanks to advocacy by the civil society constituency and the leadership of the MSG president, the team from the independent administrator responsible for drafting the 2020 reconciliation report now includes a specialist in gender issues.*

“The issue of women’s rights in the extractive industry with regard to the requirements of the 2019 EITI Standard is increasingly being debated within the MSG and other forums, including the Ministry of Mines and Geology.”

Female member of Guinea’s MSG.

*all the initiatives observed since 2019 can be linked with certainty to the new EITI Standard requirements. However, some examples illustrate this link. In Guinea, several documents have been produced by the Ministry of Mines in relation to gender within the extractive industry. The ministry has also requested the distribution of the ECOWAS Charter on incorporating gender in the geo-mining sector, which was published in April 2021.*

### Legislative and regulatory frameworks

In contrast, the impact on legislative and regulatory frameworks remains mixed:

- *The administrations responsible for the extractive industry are gradually taking a gender perspective into consideration when developing the regulatory framework. Not*

- *However, some opportunities remain untapped. Burkina Faso’s Ministry of Mines drew up a draft national strategy for promoting local content in 2020 that does not include gender issues.*



PWYP members at a regional workshop in Francophone Africa. July 2019, Abidjan, Cote d'Ivoire.

## 2.0 RECOMMENDATIONS TO EITI MULTI-STAKEHOLDER GROUPS

**In light of the various observations made by national PWYP coalitions, MSGs are encouraged to:**

### **IMPROVE IMPLEMENTATION OF EITI STANDARD REQUIREMENTS**

- *Encourage constituencies to strive for gender balance in their representatives from the next mandate renewal process, in particular by supporting them in finding the mechanisms best suited to their situation.*
- *Establish a deputy system for all MSG roles, based on a principle of gender balance between the representative and their deputy.*
- *Adopt guidelines for organising EITI activities that can help ensure women actively participate. These should be based on the needs of the different target groups in terms of factors such as place, time, format and who participates.*
- *Develop and adopt a method for identifying relevant information and sharing it with each target group, according to factors such as gender, age and context.*
- *Improve the documentation of efforts undertaken by every constituency to implement gender-based requirements, and of consideration of women's rights in the EITI's work in general, by designating focal points or gender units and using progress reports.*

- *Take inspiration from actions suggested by the EITI International Secretariat and the initiatives of other countries to implement these requirements, as presented in [guidance note 30](#).*

### **STRENGTHEN THE EITI'S ROLE IN PROMOTING WOMEN'S RIGHTS**

- *Incorporate into EITI reports documentation on implementing gender-specific provisions in mining legislation.*
- *Develop a review of existing drivers for promoting a gender perspective in local content policies and extractive revenue sharing at local level.*



*PWYP Burkina Faso member presents progress and challenges in implementing the Gender Requirements. February 2020, Conakry, Guinea.*





Two PWYP members from Guinea and Burkina Faso at the capitalization and learning workshop of the EITI gender equality project. February 2002 in Conakry, Guinea.



PWYP Senegal member speaks on gender and extractive industries at the Open Government Partnership Global Summit in Ottawa, Canada in May 2019.





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