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# Gender Safeguards for the Kimberley Process: Local Policy Dimension

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Please email [lisa.stellner@giz.de](mailto:lisa.stellner@giz.de)



October 2018



CONSULTATION VERSION: Gender Safeguards for the Kimberley Process: Local Policy Dimension

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Authors: This report was written by Kate MacLeod and Victoria Gronwald with contributions from Halima Tejan-Sie, Sabine Jiekak and Simon Gilbert

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## Glossary of Terms

ASGM	Artisanal and Small-scale Gold Mining
ASDM	Artisanal and Small-scale Diamond Mining
CAHRAs	Conflict-Affected and High-Risk Areas
CSO	Civil Society Organisations
DACDF	Diamond Area Community Development Fund
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
EC	European Commission
EIGE	The European Institute for Gender Equality
EU	European Union
ICGLR	The International Conference of the Great Lakes Region
KP	Kimberley Process
KPCD	Kimberley Process Core Document
KPCS	Kimberley Process Certification Scheme
LSM	Large-scale mining
SDGs	Sustainable Development Goals
SGBV	Sex and gender-based violence
STD	Sexually Transmitted Diseases



## Background, Objectives and Scope

The Kimberly Process (KP) is a global tri-partite initiative between governments, civil society and industry that launched in May 2000 under UNGA Resolution 55/56 to stop the trade in 'conflict diamonds'.<sup>1</sup> The Kimberley Process Certification Scheme (KPCS) is seen as a unique conflict-prevention instrument to promote peace and security. Its purpose is to ensure that rough diamonds are not being used to fund armed conflict. The KP currently has 54 participating members ('Participants' hereafter), representing 81 participating countries.<sup>2</sup>

Levin Sources was commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) as part of its GIZ-implemented Extractives and Development sector programme (X4D) to develop a policy briefing that provides direction for greater incorporation of gender into the KP reform process.

The objectives of the project are to:

1. establish a guidance document that informs KP stakeholders in programming and implementation of the KPCS in participant countries
2. provide the direction and justification for gender advocacy in the KP internationally and locally

The KP has entered a two-year review of its operations, evaluating both key processes and documentation.<sup>3</sup> At the most recent KP Intersessional, Hilde Hardeman, KP Chair for 2018, stated that "the issue of review and reform is at the core of the EU Chairmanship" and that "we must make sure that the Kimberley Process remains fit for purpose [...], maintain it, and further consolidate it and at the same time be ready to look beyond it".<sup>4</sup> She also stressed that the "the position and livelihoods of mining communities are key".<sup>5</sup> The emphasis on review and reform of the KP by the European Union Chairmanship of the KP in 2018 could also provide opportunities for greater incorporation of gender considerations in KP policy and process.

This briefing document examines case studies of KP participant countries Sierra Leone and Côte d'Ivoire, looking at the:

- level of female participation in the artisanal diamond supply chain
- key barriers to greater female participation
- areas where the KP could have influence contributing towards greater gender inclusion according to the countries' specific contexts and challenges.

This work was carried out through key informant interviews and desk-based research, analysing the KP at a global policy level as well as looking at its implementation in Sierra Leone and Côte d'Ivoire as country case studies. Informant interviews in case study countries were conducted in person by local researchers, and interviews with global actors were conducted remotely. They have been given a coded reference for confidentiality purposes and are listed in Annex 2 (a separate document).





# 1 Sierra Leone

## 1.1 Role of women in the Sierra Leone ASDM value chain

Sierra Leone is one of the world's most important sources of large diamonds.<sup>6</sup> The mining sector in Sierra Leone accounts for one-fifth of national gross domestic product (GDP) and around 90% of total exports.<sup>7</sup> Recent statistics illustrate that almost 40% of all national diamond exports are accrued through Artisanal and Small-scale Diamond Mining (ASDM). After decades of ASDM following the discovery of diamonds in the 1930s, there has been a depletion of the near-ground surface of mineral deposits across the country.<sup>8</sup> Consequently, since the end of the civil war in 2002, artisanal mining has decreased, with small-scale and Large-scale Mining (LSM) operations expanding. From a legal point of view, there are equal rights for women to work in the Sierra Leonean diamond mining sector and it is possible for women to have diamond mining licenses. Despite this, ASDM is a majority-male sector and few women are generating income directly from it.<sup>9</sup> The Mines and Minerals Act of 2009 contains no provisions pertaining to women and it focuses on LSM rather than ASDM.<sup>10</sup> An artisanal mining policy has been drafted which does mention issues around gender and states 'specific attention will be given to women in artisanal mining and female participation will be promoted'.<sup>11</sup> However, how this will be done is not specified and it has not yet been formally implemented.<sup>12</sup>

On Sierra Leonean ASDM sites women's roles are usually limited to moving gravel around the ASDM pits, carrying water and preparing food (these women are known as 'feeders'). The physically demanding nature of artisanal diamond mining means that women are excluded from tasks such as stripping (excavation of the soil using spades and shovels) as they are perceived to be physically incapable of undertaking such work.<sup>13</sup> If women are hired to move gravel, they are paid an average of 20,000 Leones (approximately \$2.60 USD) per day.<sup>14</sup> The proceeds from finding a diamond are split equally between the diggers, the feeder and the license holder. As feeders are typically women, when a site has feeders there is more opportunity for women to be earning directly from ASDM.<sup>15</sup> When women are associated with the men that own the pits, then they are often not paid for the jobs they undertake.<sup>16</sup> Women must balance family commitments, such as childcare and housework, alongside their work around the mine site, which often means children are brought to the pits and can end up working too.<sup>17</sup>

In diamond mining areas, there are informal training schools for those who want to become traders and existing hierarchical systems to move from the level of intermediaries between miners and dealers to a dealer agent and then a dealer. This training in identification, classification and valuation of diamonds, as well as the building of necessary networks, is extremely male dominated and women are culturally excluded from them.<sup>18</sup> In Sierra Leone there are only two known female traders, one known female exporter and no known female dealers.<sup>19</sup> Traders in Sierra Leone are primarily Malian males, often with traditional cultural and religious beliefs around gender roles that also inhibit female participation.<sup>20</sup> Moreover, diamond exporting in Sierra Leone has been dominated by six Lebanese families since the 1950s.<sup>21</sup> These family businesses are often run by brothers, having typically inherited the enterprise from their father.<sup>22</sup>

Diamond trading and exporting are based around leveraging long-standing networks and personal relationships with a range of dealers, favouring the existing male-dominated trade structures and making it a difficult business to enter from the outside, particularly as a woman.<sup>23</sup> Sierra Leonean superstitions say that women are bad luck in diamond trading and in some mining areas so-called sorcerers hold beliefs that women should not enter the mine site, otherwise diamonds won't be found.<sup>24</sup> When women cannot enter the mine site, they are unable to witness processes such as washing of gravel which are usually monitored by the traders to



build trust with their clients. This unequal access in comparison with male traders makes them less competitive.<sup>25</sup>

Some other roles of women in the diamond industry include women acting as a front for foreign financing of mining operations (as only Sierra Leonean nationals can apply for artisanal licenses) and women working at the offices of diamond dealers and managing finances.<sup>26</sup> The National Minerals Agency, which is responsible for mineral sector administration, is a majority male office with only a few women working as geologists and in the Directorate of Precious Minerals Association. Women are mainly represented there in the human resource or accounting departments.<sup>27</sup>

## 1.2 Barriers to gender equality in Sierra Leone ASDM

### 1.2.1 LACK OF ACCESS TO FINANCE

Lack of access to finance was identified as one of the most significant barriers to female participation in ASDM in Sierra Leone. Women typically own moveable rather than immovable property which means they do not have the collateral for accessing bank loans.<sup>28</sup> In cases where women are able to own pits they must find funds through other means, such as family lending.<sup>29</sup> The high levels of upfront capital needed for financing diamond mining mean that as a sector it is particularly difficult for women to enter. In key diamond mining areas of Sierra Leone, like Kono, alluvial deposits are harder to reach, and more heavy machinery is needed to dig deeper.<sup>30</sup> This type of equipment is typically owned by men and rented out which further increases the upfront investment cost.<sup>31</sup>

Artisanal gold mining has attracted women as it is perceived to be easier to engage in and is less capital-intensive than diamond mining which is seen as the main reason why there are significantly more women in the sector than in ASDM.<sup>32</sup> Gold mining does not need a financial supporter or expensive equipment which reduces the barriers for entry and makes it an option for women with less financial assets to participate.<sup>33</sup> As one informant said:

*"Not many women in Kono are interested in diamond mining because it's capital intensive. If it weren't capital intensive women would be interested in diamond mining."*<sup>34</sup>

### 1.2.2 LACK OF ACCESS TO LAND

Another barrier to entry into the ASDM sector for women is lack of access to land. Although at national level, women have the legal right to buy and own land, land rights differ according to the traditional norms and practices of each region. There are areas in Sierra Leone where additional barriers exist for women seeking to buy land.<sup>35</sup> Some women in the areas of Koidu, Sandoh, Kamara and Tankoro own pits or go into partnership with landowners and employ all the workers in the pit, but these are mostly small pits and are staffed by men.<sup>36</sup> The southern and eastern parts of Sierra Leone, as well as urban areas, are more accepting of women's rights than the northern parts of the country, which are more culturally patriarchal and where it is more difficult for women to access land other than through their husbands.<sup>37</sup>

### 1.2.3 SEXUAL AND GENDER-BASED VIOLENCE (SGBV)

SGBV in mining areas is a prevalent risk for women working in or around ASDM sites.<sup>38</sup> It is socially acceptable for women to travel alone but it is also common for women and girls fetching water or walking to mine sites to be raped or abused in rural areas, particularly if they must travel long distances.<sup>39</sup> Sex workers are often around ASDM sites, and there are cases of kidnapping and high levels of teenage pregnancy and sexually transmitted



diseases (STDs).<sup>40</sup> These problems are not confined to women working in or around the mine site but, due to the remoteness of sites and the fact that it is a predominantly male-dominated environment, ASDM sites are locations with a particularly high risk of SGBV.

Following the end of the civil war in Sierra Leone and noting the suffering of women during the conflict, several Gender Justice Laws were implemented at national level to enhance the status of women.<sup>41</sup> A Gender Equality Bill was also brought to Parliament but never tabled and is currently under revision.<sup>42</sup> The most important national legislation protecting the rights of women in Sierra Leone are:<sup>43</sup>

- 2007 Domestic Violence Act
- 2007 Devolution of Estates Act
- 2007 Regulation of Customary Marriage and Divorce Act
- 2012 Sexual Offenses Act

Although these represent progress, access to justice through the enforcement of these laws is still a challenge. The Sexual Offenses Act<sup>44</sup>, for example, requires a medical examination of sexual assault victims by a doctor which is often not accessible for women in rural areas. For access to the courts, required documents and legal fees are a barrier to those who are not able to pay for these types of service.<sup>45</sup> In rural areas, families often compromise and settle with the perpetrator of SGBV because they would rather avoid the time and cost of going to court.<sup>46</sup>

#### 1.2.4 CULTURAL BARRIERS

Cultural norms around gender roles in Sierra Leone are another barrier to women's greater involvement in ASDM and the KPCS value chain. In Sierra Leonean households, it is still customary for men to be the chief earners and decision makers, while women have responsibility over matters concerning the home and children. This expectation of male leadership is deep-rooted, so that even in cases where women earn more than men, they would still typically defer to their husband's authority when making decisions.<sup>47</sup> Lack of cultural acceptance was cited as a key reason for limited female representation in decision-making positions on a national and local level.<sup>48</sup> In Sierra Leone there are only four women in the government administration's cabinet, and although there are some female paramount chiefs (such as in Kenema district) it was widely acknowledged that in the majority of contexts, authority rests with men.<sup>49</sup>

These cultural expectations have a significant impact on women's involvement in diamond mining, which is also led by men and seen even more than other industries as a male activity. This perception prevents women from being accepted in the diamond mining sector, but also discourages women from becoming interested in it as a source of livelihood.<sup>50</sup> Women consequently do not see the sector as appealing and believe that there are certain jobs that are for women and some that are just for men, including diamond mining. These assumptions are engrained in Sierra Leonean society and it can be difficult to engage women in the idea of working in diamond mining as a result, even if the opportunity is made available.<sup>51</sup>

## 1.3 Potential areas for intervention by the Kimberley Process in Sierra Leone

Examining the context of Sierra Leone and also the leverage points of the KP within the ASDM sector in Sierra Leone, the following interventions were identified as potential opportunities for the KP to address the gender issues within ASDM:





### 1.3.1 COLLECT GENDER-DISAGGREGATED DATA DURING KP REVIEW VISITS

The European Institute for Gender Equality (EIGE) advocates for the collection of gender-disaggregated data as a crucial component for effective gender impact assessment and interventions, noting that the absence of sufficient gender-disaggregated data, statistics and information leads to conclusions based on perception and speculation rather than facts.<sup>52</sup> Lack of data also presents challenges for monitoring and evaluation and makes it difficult to set realistic targets and indicators to measure progress. Informants noted that there is very little gender-disaggregated data currently being measured within the Sierra Leonean ASDM sector, and that knowing more about the situation of women in ASDM would help to push for change.<sup>53</sup>

One informant noted:

*"Data has been a very serious challenge, as reported by the Working Group on Statistics, in Sierra Leone there is not much data let alone disaggregated data. There is little known about women's space and empowering women is not very often spoken about."*<sup>54</sup>

The International Conference on the Great Lakes Region (ICGLR) Guidelines for Gender Mainstreaming in the Minerals Sector notes that in many cases there is already substantial data collected by mining institutions that can be very easily gender-disaggregated.<sup>55</sup> This is also true of the KP, which collects data regularly through the peer-review mechanism, review visits in participating countries and annual country reports. Having additional data around gender collected by the review visits and in participants' annual reports could contribute to greater awareness about gender issues in ASDM, contribute to monitoring change within the ASDM sector and setting meaningful targets at a national level. If these were reported back to the KP Working Group on Monitoring (WGM) and discussed during the KP intersessional and plenary meetings, then it also provides an opportunity for comparative analysis and peer to peer learning. Having greater participation of vulnerable groups in field missions and appraisals by the KP will help to better understand the wider ASDM community in Sierra Leone and what is most needed to promote gender equality.<sup>56</sup>

### 1.3.2 INSTIGATE GREATER FEMALE PARTICIPATION IN THE DIAMOND AREA COMMUNITY DEVELOPMENT FUND (DACDF)

Since 2001, the Government of Sierra Leone has funded the DACDF through 25% of the 3% tax on export value of diamonds mined by holders of artisanal mining licenses, and the funds have been given back to the districts and chiefdoms where diamonds are mined.<sup>57</sup> This is usually done through the government giving the funds directly to the paramount chiefs who decide with the community how to use the money and what development projects are needed most in their chiefdoms, such as roads, schools, and health centres.<sup>58</sup> Women are in principle intended beneficiaries of these community development funds, but in practice they do not have a significant role in the decision-making process around how the funds are used by the community, meaning that their needs are not well-represented.<sup>59</sup>

Although there are limited numbers of women working directly in ASDM, a percentage of the DACDF funds could be used to support programs that focus on diversification of income in diamond mining areas and assist occupations that women work in. This would align with the KP Washington Declaration's commitments in clause B.1: 'Participants should encourage artisanal mining communities to diversify incomes and develop complementary livelihood strategies', and help to improve women's position in communities through increased power in decision making as well as contributing to women having higher income status.<sup>60</sup> Gender is not currently taken into consideration when making spending decisions but if this was implemented then it could help ASDM to benefit women and empower them within the community.<sup>61</sup>



Independent of the gender dimension, the allocation of funds by the DACDF has been criticised for its lack of accountability in funding allocation, insufficient government monitoring and inconsistency in the consultation process between different chiefdoms.<sup>62</sup> The NGO Women in Mining and Extractives (WOME) has been advocating for greater female participation in decision making in Kono district and has done a lot of work already to educate women on the funds that the government has made available so that it is easier for them to hold the Paramount Chief accountable in their spending.<sup>63</sup>

### 1.3.3 FORM WOMEN'S MINING ASSOCIATIONS

ASM cooperatives are typically structured following a gendered hierarchy as the most senior roles (license owner and pit holder), mostly held by men, command the greatest influence.<sup>64</sup> Women who work on mining sites are often excluded from membership as their roles are seen as marginal to the operation. Where women are included, they often struggle to attend cooperative meetings due to domestic and childcare responsibilities. Given these challenges, the establishment of women's mining associations, run by and to meet the gender-specific challenges women face in the sector could be encouraged.

The Association of Zambian Women in Mining (AZWIM), founded in the 1990s, offers an example of success from which others in the field could seek inspiration. The association helped secure supply contracts in gemstones to Asia and Canada and has supported the development of jewellery making businesses enabling women to diversify their income. In 2014, the AZWIM were consulted by UN Women in their establishment of an investment and trading platform for women in mining.<sup>65</sup>

Encouraging women to form mining associations would enable them to lobby on behalf of their interests, giving them greater opportunities to access financial backing and open up the possibility of partnerships with larger scale miners. Moreover, an association promotes listening to all women's voices and, as such, helps combat the risk that, in an effort to promote gender equality, a small number of more affluent women obscure the views of poorer women. Creating women-only spaces and networks within the male dominated ASM sector would empower women to share their ideas, concerns and ambitions freely, creating opportunities to tackle some of the barriers which inhibit gender equality.

## 1.4 Conclusion: Sierra Leone

In Sierra Leone the barriers preventing greater female participation in the ASDM sector are more financial and cultural than legal. There is lack of gender-disaggregated data and also a lack of work being done to advocate for more women to become more involved in the sector. These issues are deep-rooted and require long term interventions to bring about the changes in perception that facilitate greater inclusion for women in the ASDM supply chain. The KP does not have the leverage to change these types of cultural norms on its own but can make a meaningful contribution by emphasising the importance of gender inclusion and showing an interest in whether the sector is becoming more accepting of women, and if not, why not. This can be demonstrated by collecting data in country reports and review visits that includes gender analysis, as well as through promoting greater participation of women at global events and at national level by participant countries. Encouraging funds like the DACDF to consider the whole community in their decisions around re-investment of diamond revenues, in particular including women and children's needs, would also help women to benefit more from the diamond sector in diamond mining areas.



## 1.5 Opportunities for promoting gender equality in Sierra Leone

Actor in the diamond sector	Actions to promote gender equality in Sierra Leone
Kimberley Process	<ol style="list-style-type: none"> <li>1. <b>Greater female participation at a global level</b> in the KP, such as leading working groups.<sup>66</sup></li> <li>2. A <b>public commitment to gender equality</b> by the KP would give national governments a mandate to work on gender equality issues within the diamond sector.</li> <li>3. Collect <b>gender-disaggregated data on review visits and within country reports</b>.<sup>67</sup></li> <li>4. The KPCS should use <b>gender sensitive elements in the monitoring process</b> within each working group. Each country should for example show how the KPCS activities impacted women and other vulnerable groups.<sup>68</sup></li> </ol>
National Level	<ol style="list-style-type: none"> <li>1. Have a <b>gender policy at a national level</b>, so that ministries such as the Ministry of Mines will factor measures for greater gender equality into their budget process.<sup>69</sup></li> <li>2. Create <b>clear anti-discriminatory laws</b> and policies that explicitly allow for equal female access to all mining-related activities from pit to export.<sup>70</sup></li> <li>3. <b>Provide incentives for women to participate in mining</b> such as perhaps through tax reduction.<sup>71</sup></li> <li>4. Encourage <b>female participation in political office</b>.<sup>72</sup></li> <li>5. Increase <b>enforcement of laws protecting women's rights</b> and improve access for women to legal services.<sup>73</sup></li> <li>6. <b>Formalise the DACDF system so that it requires women's development needs to be considered</b> in the allocation of funds.</li> <li>7. Hire more women to work in the National Mining Association in roles such as issuing licenses.</li> <li>8. Capacity development of technical staff working in mining ministries to carry out gendered training on technical and access to geological data.</li> <li>9. Collect statistics that can help to push for legislative change to tackle or eliminate obstacles for women in the mining sector.<sup>74</sup> The type of data that could be helpful would include: <ol style="list-style-type: none"> <li>a. What percentage of women are interested in the sector?</li> <li>b. What challenges are they facing?</li> <li>c. The number of women generating incomes from the diamond sector (both mining and jobs associated with the mining sector, or supporting the miners)</li> <li>d. The number of men and women who have been awarded with licenses</li> </ol> </li> </ol>
Local Government	<ol style="list-style-type: none"> <li>1. <b>Hire more women in diamond mining administration at a local level</b>, such as in finance departments etc.</li> <li>2. Collect data as directed by the national government on the mining sector and women in the mining sector.</li> </ol>
Paramount Chiefs	<ol style="list-style-type: none"> <li>1. <b>Ensure that women's voices are heard in decisions about the DACDF</b> and that the funds are allocated to projects that benefit women within the community.<sup>75</sup></li> <li>2. Include paramount chiefs in a community education campaign to tackle existing discriminatory attitudes towards women in the artisanal sector.</li> </ol>



Civil Society Organisations and Donors	<ol style="list-style-type: none"><li>1. Work to <b>increase awareness about gender inequality as an issue</b> and build greater understanding.<sup>76</sup></li><li>2. Support women in terms of skills training (such as diamond valuation, pricing, documentation of expenditure) and access to micro credit.<sup>77</sup></li><li>3. Create a policy and mission statement around gender, committing to promoting gender equality and to benefit the livelihoods of women within their initiatives.</li><li>4. Raise awareness about the processes, benefits and opportunities within ASDM so that women feel better equipped to join the sector.<sup>78</sup></li><li>5. <b>Invest in women in the local communities</b> around ASDM to improve their socio-economic position.<sup>79</sup></li></ol>
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## 2 Côte d'Ivoire

### 2.1 Role of women in the Côte d'Ivoire ASDM value chain

Côte d'Ivoire is a relatively minor producer of diamonds compared with neighbour Sierra Leone, but precious stones have still played an important role in its economic and political history. Diamond mining in Côte d'Ivoire occurs in two areas centred on the towns of Séguéla (region of Worodougou, in the center-west) and Tortiya (region of Vallée du Bandama, in the center-north). A large part of these 2 regions are covered by a diamond research permits given to the parastatal company *Société pour le Développement Minier en Côte d'Ivoire* (SODEMI), which is also responsible for providing technical and organisational assistance to miners within these permits. Diamond activity resumed in April 2014, after the lifting of an international ban that had been in place from 2005. In 2017, the Country exported a value of 11,156ct, earning \$2.1-million.

Côte d'Ivoire regulatory framework applicable to artisanal diamond mining activities is the 2014 Mining Code, the decree implementing the Code, the Environment Code, the Labour Code, the land law and the national policy on gender equal opportunity and equity aiming at mainstreaming gender in public and corporate sector.<sup>80</sup>

In practice however, the artisanal and small-scale diamond mining sector in Côte d'Ivoire is dominated by men, from financing to extraction, trading and exporting.<sup>81</sup> Amongst the 47 artisanal mining permits that have been awarded in the last 5 years, none have been given to women.<sup>82</sup> In many reports on the representation of women in the Côte d'Ivoire diamond sector, the number of women was believed to be zero. However, the Property Rights and Artisanal Diamond Development (PRADD) project has found this is not the case and there are areas of Côte d'Ivoire where women are involved in the sector.<sup>83</sup> The leadership of Madame Thes as Côte d'Ivoire's representative for the KP, which ended in mid-2018, has also had significant impact challenging assumptions around the role of women in diamond mining and attitudes have been gradually changing as a result.<sup>84</sup>

Gender dynamics in the Côte d'Ivoire mining sector are very different in the two diamond regions, Séguéla and Tortiya. In Séguéla, women are not allowed to work on or come close to the mine site due to strong cultural beliefs that women bring bad luck in mining. One informant described the sector in Séguéla as "100% male".<sup>85</sup> There have been efforts to raise awareness around gender inclusion in this region as Côte d'Ivoire was working to become compliant with KP standards and have their suspension lifted, but these were of limited success. One example was pushing for mining cooperatives to include women among their members, which did not lead to greater female participation but merely cooperatives registering with the name of the eldest woman in the village added alongside the cooperative leader's name. The woman named would be brought to meetings but did not participate in the decision making or mining and assumed a purely nominal role.<sup>86</sup> Violent incidents are a risk around mines due to their remoteness and drug use among miners, but SGBV is still not reported to be particularly prevalent at mine sites, primarily because so few women are present around mine sites.<sup>87</sup>

Tortiya is an area that is largely populated by migrants came from across the country and the west Africa sub region seeking work in the diamond company that established the village, gradually shaping their own local practices and traditions.<sup>88</sup> Both male and female migrants were attracted to Tortiya for work, and it is common for both men and women to be earning, including in the mining sector.<sup>89</sup> Although mining is not the most common role for women, who are primarily involved in other sectors like agriculture, women also own land and work in the digging and washing of gravel in mining in the same way as men. Tortiya had the only known women owning mining permits in the diamond sector of Côte d'Ivoire. There was recently a group of female diggers receiving funding from local diamond buyers.<sup>90</sup>



Although the number of women working in Tortiya's diamond sector is still significantly less than the number of men, the cultural acceptance of women in the diamond sector is better and the barriers to entry are considerably lower than in Séguéla. The contrast between these two areas demonstrates how the roles of women in ASDM are reflective of the gender relations within the local mining communities, and that the type of interventions needed in each area to promote gender inclusion also need to be localised.

The financing of diamond mining is legally open to both men and women, but it is rare for women to be involved and there is only one known case in Tortiya of a woman being active in financing.<sup>91</sup> In the diamond trade, the negotiation, arbitration, selling, reselling and buying is mainly done by men. Women are sometimes involved in selling and reselling of diamonds, but it is not common. Both women and men are active in export of diamonds, namely evaluation, negotiation, selling and buying and certification. In terms of the Kimberley Process permanent secretariat in Côte d'Ivoire, two out of eight members are women. The person responsible for the KP at CENTIF (Cellule Nationale de Traitement des Informations Financières) is also a woman, as is the Deputy National Director at PRADD.<sup>92</sup> The NGO CADES, member of the tri-partite KP group also has mainly female staff.<sup>93</sup>

## 2.2 Barriers to gender equality in Côte d'Ivoire ASDM

### 2.2.1 CULTURAL BARRIERS

The main barriers to greater female participation in ASDM mentioned by informants were traditions, customs and prejudice. Superstitions around the presence of women in the diamond mining sector act as a significant barrier to female inclusion. It is considered bad luck in the mining sector in Côte d'Ivoire to allow women on diamond mining sites and this has a big impact on access to the sector for women.<sup>94</sup> There is also an assumption that mining is too hard and dangerous for women to be involved in because they are physically weaker than men. Madame Thes, as the former head of the KP for Côte d'Ivoire, forced miners to reconsider their assumptions on this and has been able to earn a lot of respect from the men in the diamond mining communities, to the point that on many sites she is the only woman that is allowed to enter, having proved to them that her work has not brought bad luck. PRADD employees have also built trust with the mining communities and although at the start of their work no female employees were welcome on the sites, now they are readily accepted and have conducted trainings as well as monitoring evaluations of the mining techniques the miners use.<sup>95</sup> In most instances though, and particularly in Séguéla, local women are still not permitted on the sites, as they are treated differently from foreigners or government representatives like Madame Thes.<sup>96</sup>

### 2.2.2 LACK OF ACCESS TO FINANCE AND PROPERTY

Women's lack of financial capital in rural Côte d'Ivoire means that they are not considered as key stakeholders in decision making by the local communities.<sup>97</sup> In village power dynamics, the low socio-economic status of women prevents their opinions from being treated as important in meetings. As men are normally the owners of property and have control over resources, their interests are prioritised, so that expenditures towards markets are usually approved over other options like maternal healthcare centres.<sup>98</sup> This can be seen in the decision-making processes around the reinvestment of diamond revenues back in the local community.<sup>99</sup> It is also reflected on the household level, where sometimes men take decisions on their own.<sup>100</sup> In the diamond sector, financing is given by men to men, and while there is no law or regulation that prohibits women from accessing finance, so far only men are involved.<sup>101</sup>

### 2.2.3 LACK OF EDUCATION





Another barrier to greater participation of women in ASDM is their typically lower level of education.<sup>102</sup> Although many male diamond miners are also illiterate, the illiteracy rate of women in diamond mining communities is higher still.<sup>103</sup> Education in the form of training as technical and support staff within the governmental support team or SODEMI also has very low female participation. This is justified by the organisations as the result of low interest from women in working on difficult mining zones, but women who do work for these organisations report a lack of facilities to support their involvement. For example, there are not working toilet facilities for them to use, and equipment is not suited to their build, such as bikes being the wrong height for women.<sup>104</sup> This suggests that the lack of infrastructure around education and training opportunities in the diamond sector is a factor that prevents women's participation and capacity building.

## 2.3 Potential areas for intervention by the Kimberley Process in Côte d'Ivoire

Examining the context of Côte d'Ivoire and also the leverage points of the KP within the ASDM sector, the following interventions were identified as potential opportunities for the KP to address the gender issues within ASDM:

### 2.3.1 GREATER FEMALE REPRESENTATION WITHIN KP SYSTEMS

To date there is very little female participation in mining and administration of the mining sector including in the KP. As has been demonstrated through the leadership of Madame Thes and female PRADD employees, increased interaction with women in the diamond sector by miners helps to challenge assumptions about women being bad luck on the mine site and to normalise their presence in the sector. As one informant said:

*'To have a woman talking with authority on the mine site is a game changer. To have a woman on the site without any bad luck proves that it is possible and changes things.'*<sup>105</sup>

One way the KP could directly contribute to this would be by selecting women to be trained as evaluators. Evaluators are well-respected and the training is highly specialised and needed by the sector. The internships for training new evaluators are often offered by other participant countries such as Australia and the EU as a form of capacity building. By targeting women for this type of opportunity they would be able to engage with miners as equals and participate more in the diamond sector, continuing to challenge existing gender norms and prejudice. This could also be considered for the internships offered by SODEMI and the Mining Directorate in the areas of geology and statistics.

Such concrete measures can be accompanied by sensitization about prejudice and gender inequality in order to change people's views about gender roles and the implication of women in diamond mining.<sup>106</sup>

It is crucial that greater female participation at global, national and local levels of the diamond mining industry goes together with greater decision-making power.<sup>107</sup> This means capacity building needs to be conducted alongside increasing quotas for increased female participation.

### 2.3.2 REGISTRATION OF MINERS IN TORTIYA

Currently in Tortiya there is not an effective miner registration system which means it is difficult for groups working on capacity building of ASDM to gain understanding of the diamond sector in the region and its gender distribution. If there was registration of all miners, and the registration recorded the gender of the miners, then it would be easier for projects by groups like PRADD to target women in their training and capacity-building work. Registration is encouraged through training opportunities in topics such as smarter mining techniques. If



female miners were aware that they would get the same level of access to these services as male miners through registration, then they would also be a lot more likely to register. This type of initiative could raise awareness of women in the sector and improve monitoring of ASDM overall. The government has not yet started a miners' registration process in Tortiya and so as this is developed there is an opportunity to include women's positions in the value chain and the registration of female miners in the process.

### 2.3.3 INCREASE THE SOCIO-ECONOMIC STATUS OF WOMEN THROUGH PARTICIPATION IN OTHER SECTORS

Although women are often not involved in the ASDM sector and in some areas prohibited from inclusion, there are other occupations which are more culturally acceptable for women to work in and can be ways of improving women's social status within the community.<sup>108</sup> It is acceptable for women to own small businesses catering to mine sites and providing miners with food, cigarettes, drinks etc., and common for women to be involved with agriculture. In light of this, PRADD set up a system where groups of women had ownership of tools such as water pumps and motorcycles that are important for both mining and agriculture and set up a rental system where these machines were loaned out to miners.<sup>109</sup>

This project proved successful because it involved women in the mining sector in a way that worked around the deep-rooted cultural norms, and was very profitable for the women, increasing their standing in the community.<sup>110</sup> It also helped the community to transition from artisanal to a more mechanised small-scale form of mining by providing the necessary technology to access the more challenging deposits. This method of strengthening women's authority in other places brings more power in the decision-making process and led to the community changing attitudes towards women gradually and overall, without provoking direct challenge. By approaching the mining community as a whole, rather than looking specifically at mining operations, it is possible to have more impact on the broader position of women which contributes towards deeper and more enduring changes in women's status overall.

Outside of the mining sector, women also can be supported through capacity-building in alternative livelihood strategies, as demonstrated by the PRADD project.<sup>111</sup> The rehabilitation of old mining land into cash crops is one way that alternative livelihoods can be facilitated through planning that considers all stages of the mine life cycle and provides opportunities for women to raise their economic standing indirectly through the mining sector.<sup>112</sup> This would increase their socio-economic status and potentially their decision-making power within the household and the community.

## 2.4 Conclusion: Côte d'Ivoire

In Côte d'Ivoire there is a striking difference in the attitudes towards women between the two main diamond mining areas, which means that they should be approached differently when trying to promote greater female inclusion in the mining sector. Both regions have significant barriers for women to participate further in the sector, which requires tailored, on the ground interventions, but there is also work that can be done by the KP at national level that would benefit both regions. Women being hired and trained by the KP that act in outward-facing roles dealing with miners directly can help normalise and sensitise both men and women to female participation in the diamond mining sector, and the work by the former head of KP for Côte d'Ivoire, as well as female employees of PRADD, have demonstrated how this can bring about change in perceptions.



## 2.5 Opportunities for promoting gender equality in Côte d'Ivoire

Type of actor	Opportunities for promoting gender equality
<b>Kimberley Process at a global level</b>	<ol style="list-style-type: none"> <li>1. Promote greater female participation in decision-making bodies.</li> <li>2. Collect gender-disaggregated data of miners, mining organizations and ASDM technical management country teams.</li> <li>3. Make a clear public statement promoting consideration of gender within ASDM and in the KP value chain, in a way that it can be linked both to the KP provisions and the mining regulatory framework of member countries.</li> <li>4. Establish a clear measurement system for monitoring working groups, review missions and annual reports analysis in order to provide a clearer sense of the progress made on gender considerations and specific targets for advocacy of gender equality at a national level.</li> </ol>
<b>National Government</b>	<ol style="list-style-type: none"> <li>1. Define clear principles for gender access to mining resources such as the Mining Code provisions, information and technical training to ensure that key issues are considered within relevant governmental directions.</li> <li>2. Facilitate hiring of graduated women in available technical positions in relevant ASDM bodies.</li> <li>3. Promote greater female participation in decision-making bodies, extended to female leaders from main ASDM communities.</li> <li>4. Build the capacity of KP members in gender analysis and planning in order to help ensure that analysis of the role of women in ASDM and the impact of ASDM on women is conducted at all levels.</li> <li>5. Capacity development of technical staff working in mining ministries to carry out gendered training on technical and access to geological data.</li> </ol>
<b>Société pour le Développement Minier en Côte d'Ivoire SODEMI</b>	<ol style="list-style-type: none"> <li>1. Provide training targeting women involved in ASDM either directly or indirectly. There are visual and audio materials already available in local languages, including video trainings on the KP, the Mining Code and improved mining techniques that are suitable for low or non-literate audience which could be used to do this at lower cost.</li> <li>2. Facilitate the effective participation of women in villages with diamond mining cooperatives by associating them in land parcel delineation as part of village land use planning and encouraging women service providers (tool rentals).</li> <li>3. Define specific actions targeting women that can be included in KP Participants' national annual work plan such as trainings and strengthening the organisational capacity of mining cooperatives.</li> </ol>
<b>Local Government</b>	<ol style="list-style-type: none"> <li>1. Promote greater female participation in decision-making bodies through mentoring and capacity building.</li> <li>2. Provide a platform for village women leaders during ASDM and land use planning related meetings with cooperatives and semi industrial permit holders.</li> <li>3. Inform mining cooperatives and communities on specific provisions of the mining code and degrees, as well as recommendations from KP national meetings.</li> </ol>



	<ol style="list-style-type: none"> <li>4. Require mining cooperatives and semi-industrialized mines to record and share data on women involved in site, either miners or small business owners.</li> </ol>
<b>Civil Society Organisations</b>	<ol style="list-style-type: none"> <li>1. Conduct education and awareness raising campaigns targeting local government, village chiefs, mining cooperatives and women on gender issues to tackle existing discriminatory attitudes towards women in the artisanal sector.</li> <li>2. Conduct capacity-building projects for women to equip them with knowledge and tools to improve their socio-economic position and participate in decision-making.</li> <li>3. Support diamond mining village women leaders and miners to attend national meetings and exchange ideas; facilitate the participation of ASDM women in women and mining network.</li> <li>4. Conduct periodic sector monitoring exercises and record findings including gender considerations.</li> <li>5. Conduct literacy campaigns targeting women in mining communities in the form of technical, administrative and management training; basic literacy courses; and various inductions on government laws, communications and networking, seeking and accessing information, and procedures such as licence application.</li> <li>6. Gendered provision of information and useful networks on the various opportunities that arise from time to time; pros and cons of activities; legal matters; good practice standards; jobs; availability and access to finances, geological data, licences and land rights, equipment and technology, markets and prices; and other women's experiences in mining business.</li> </ol>
<b>Village Chiefs</b>	<ol style="list-style-type: none"> <li>1. Involve women registered as mining cooperative members in local decision-making processes on diamond mining and land use planning.</li> <li>2. Find ways to give women a voice in community consultation for meaningful participation on ASDM related activities, including with diamond mining cooperatives and others stakeholders.</li> <li>3. Convey awareness raising messages targeting mining cooperatives and women in mining communities on the role of woman in helping to address some of the negative prejudices and perceptions of women, and initiate a more positive and open dialogue for change.</li> </ol>
<b>Donors</b>	<ol style="list-style-type: none"> <li>1. Ensure inclusion of activities benefiting both men and women in development programmes targeting ASDM communities. Those activities could be directly on miner's development or on more general economic empowerment within the mining communities</li> <li>2. Promote village saving and credit scheme programmes to facilitate access to finance for women in ASDM communities</li> </ol>



### 3 Recommendations for how to approach gender mainstreaming in Kimberley Process member states generally

**Approach gender inclusion with a strong contextual understanding both on a national level and of the specific diamond mining area.**

As can be seen in the case of Côte d'Ivoire's diamond mining regions, and in the different cultural attitudes towards women in the north and south of Sierra Leone, interventions on gender need to be tailored to the local situation and address the specific challenges that these areas have, rather than adopting a generalised approach. One way to enable this is to engage with local civil society organisations (CSOs) in the diamond mining area to get advice and background information. Even if the CSO does not work in diamond mining specifically they will have a good knowledge of the community and offer a broader lens on the power dynamics within the target area.

The following questions could be useful to guide this background research:

1. What is the situation for men and women in the local community?
2. Does the planned intervention consider the different interests, roles and positions of men and women in the local community? Such as:
  - a. Income distribution between men and women
  - b. Women's perceptions of security
  - c. Women's employment rates
  - d. Gender segregation on the labour market
3. What inequalities exist between men and women in terms of access to resources and ability to exercise rights through gender norms?

**Consider the entire local diamond mining community when planning interventions, rather than focusing exclusively on those employed directly at the mine site.**

Women are not usually employed directly in diamond mining, but they play key roles in the communities. Although greater female participation on mine sites themselves would be a positive development, it is unlikely this will happen on a large scale before other barriers are addressed, such as the socio-economic position of women in the community. As demonstrated in Côte d'Ivoire by the work of PRADD, empowering women in other roles such as in the rental of equipment allows them to become involved in the sector and raises their position in the community overall. Increased access to finance helps remove practical and cultural barriers to women's involvement in the supply chain and promotes gender equality more broadly as well.<sup>113</sup>

**Incorporate capacity building of women alongside providing opportunities for leadership and involvement in the diamond mining sector.**

Women have typically been excluded from certain roles in the diamond sector or within the community. As organisations work to promote the inclusion of women, they should also consider the skills and information that might be needed by women so that they are well equipped to succeed in these positions. This can be done in dialogue with the women themselves to best understand what training or assistance they feel that they need, and how to best support them.



## ENDNOTES

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<sup>1</sup> "About | KimberleyProcess." Accessed August 13, 2018.

<sup>2</sup> "About | KimberleyProcess." Accessed August 13, 2018.

<sup>3</sup> "Diamonds.Net - Kimberley Process Begins Two-Year Review," March 12, 2018.

<sup>4</sup> "Hilde-Hardeman-Opening-Speech\_en.Pdf." Accessed July 31, 2018. [http://ec.europa.eu/dgs/fpi/documents/hilde-hardeman-opening-speech\\_en.pdf](http://ec.europa.eu/dgs/fpi/documents/hilde-hardeman-opening-speech_en.pdf).

<sup>5</sup> "Hilde-Hardeman-Opening-Speech\_en.Pdf." Accessed July 31, 2018. [http://ec.europa.eu/dgs/fpi/documents/hilde-hardeman-opening-speech\\_en.pdf](http://ec.europa.eu/dgs/fpi/documents/hilde-hardeman-opening-speech_en.pdf).

<sup>6</sup> "Sierra Leone - Economy." Accessed August 22, 2018.

<sup>7</sup> "Sierra Leone - Economy." Accessed August 22, 2018.

<sup>8</sup> 'Artisanal Mining Policy for Sierra Leone', 2017

<sup>9</sup> A2018SL, C2018SL

<sup>10</sup> A2018SL

<sup>11</sup> 'Artisanal Mining Policy for Sierra Leone', 2017

<sup>12</sup> A2018SL

<sup>13</sup> A2018SL

<sup>14</sup> A2018SL

<sup>15</sup> A2018SL

<sup>16</sup> C2018SL

<sup>17</sup> C2018SL, I2018SL

<sup>18</sup> A2018SL

<sup>19</sup> A2018SL, F2018SL

<sup>20</sup> "Men, Gender Equality and Gender Relations in Mali Findings from the International Men and Gender Equality Survey." Accessed September 25, 2018

<sup>21</sup> A2018SL, C2018SL

<sup>22</sup> A2018SL, C2018SL

<sup>23</sup> F2018SL

<sup>24</sup> A2018SL

<sup>25</sup> F2018SL

<sup>26</sup> A2018SL

<sup>27</sup> I2018SL

<sup>28</sup> B2018SL

<sup>29</sup> C2018SL

<sup>30</sup> I2018SL

<sup>31</sup> B2018SL

<sup>32</sup> A2018SL, C2018SL, D2018SL, F2018SL,

<sup>33</sup> A2018SL

<sup>34</sup> E2018SL

<sup>35</sup> B2018SL

<sup>36</sup> C2018SL

<sup>37</sup> B2018SL

<sup>38</sup> A2018SL, B2018SL,

<sup>39</sup> B2018SL

<sup>40</sup> A2018SL

<sup>41</sup> B2018SL

<sup>42</sup> B2018SL

<sup>43</sup> "Legal Protection at Last for the Women of Sierra Leone." ReliefWeb. Accessed August 20, 2018.

<sup>44</sup> Section 39 of the Act provides that a victim of a sexual offence is entitled to free medical treatment and a free medical report. In Sierra Leone only a doctor can issue a signed medical report which is required by the Police to prosecute the matter. A nurse cannot issue a medical report.

<sup>45</sup> B2018SL

<sup>46</sup> B2018SL, C2018SL

<sup>47</sup> B2018SL, I2018SL

<sup>48</sup> I2018SL

<sup>49</sup> I2018SL, D2018SL, F2018SL

<sup>50</sup> A2018SL, E2018SL

<sup>51</sup> E2018SL

<sup>52</sup> "General Considerations." EIGE. Accessed August 3, 2018.

<sup>53</sup> C2018SL, F2018SL

<sup>54</sup> H2018SL





<sup>55</sup> Hinton, J. "Guidelines for mainstreaming gender in the minerals sector", 2012 GIZ and ICGLR

<sup>56</sup> G2018SL

<sup>57</sup> Bank, The World. "Sierra Leone - A Simplified Handbook on the Government of Sierra Leone's New Operational Procedures and Guidelines for the Diamond Area Community Development Fund (DACDF)." The World Bank, January 1, 2009.

<sup>58</sup> "Sierra Leone - A Simplified Handbook on the Government of Sierra Leone's New Operational Procedures and Guidelines for the Diamond Area Community Development Fund (DACDF)." The World Bank, January 1, 2009.

<sup>59</sup> H2018SL

<sup>60</sup> "2012 Washington Declaration\_.Pdf." Accessed August 3, 2018..

<sup>61</sup> C2018SL

<sup>62</sup> E2018SL

<sup>63</sup> E2018SL

<sup>64</sup> Jönsson, J. B., & Bryceson, D. F. (2009). Rushing for Gold: Mobility and Small-Scale Mining in East Africa. *Development and Change*, 40(2), 249–279.)

<sup>65</sup> UN Women. (2014b). *Developing the proposal on "Towards integrating gender equality in the Zambian extractive industries."* Retrieved from [https://jobs.undp.org/cj\\_view\\_job.cfm?cur\\_job\\_id=51185](https://jobs.undp.org/cj_view_job.cfm?cur_job_id=51185)

<sup>66</sup> D2018SL

<sup>67</sup> H2018SL

<sup>68</sup> H2018SL

<sup>69</sup> B2018SL, H2018SL

<sup>70</sup> F2018SL

<sup>71</sup> F2018SL

<sup>72</sup> D2018SL

<sup>73</sup> D2018SL, E2018SL

<sup>74</sup> C2018SL

<sup>75</sup> C2018SL

<sup>76</sup> C2018SL

<sup>77</sup> E2018SL

<sup>78</sup> E208SL

<sup>79</sup> H2018SL

<sup>80</sup> F2018GP, A2018CDI

<sup>81</sup> E2018CDI

<sup>82</sup> G2018CDI

<sup>83</sup> F2018GP

<sup>84</sup> F2018GP

<sup>85</sup> F2018GP

<sup>86</sup> F2018GP

<sup>87</sup> F2018GP, J2018CDI, Eric Lago

<sup>88</sup> F2018GP

<sup>89</sup> F2018GP

<sup>90</sup> F2018GP

<sup>91</sup> F2018GP

<sup>93</sup> A2018CDI

<sup>94</sup> J2018CDI

<sup>95</sup> F2018GP

<sup>96</sup> F2018GP

<sup>97</sup> F2018GP

<sup>98</sup> F2018GP

<sup>99</sup> F2018GP

<sup>100</sup> E2018CDI

<sup>101</sup> J2018CDI, L2018CDI

<sup>102</sup> A2018CDI, B2018CDI

<sup>103</sup> G2018CDI

<sup>104</sup> F2018GP

<sup>105</sup> F2018GP

<sup>106</sup> L2018CDI

<sup>107</sup> E2018CDI

<sup>108</sup> F2018GP

<sup>109</sup> F2018GP

<sup>110</sup> F2018GP

<sup>111</sup> A2018CDI, E2018CDI, F2018CDI

<sup>112</sup> A2018CDI, E2018CDI, F2018CDI

<sup>113</sup> G2018SL