

Mainstreaming Gender into Extractive Industries Projects

PROPOSED GUIDELINES

Introduction

The benefits and risks of extractive industries (EI) are often measured broadly at the community level, but fail to distinguish the impact on men and women. Evidence suggests that a gender bias exists in the distribution of risks and benefits in EI projects: benefits accrue to men in the form of employment and income, while the costs, such as family/social disruption, and environmental degradation, fall most heavily on women.¹ Simply put, women often do not benefit sufficiently from the economic opportunities that oil, gas, and mining operations can provide to communities.

The development effectiveness and sustainability of EI projects could increase significantly by taking into account how gender bias issues affect the EI sector and how EI activities can benefit men and women more equally. Despite ample evidence of gender bias in EI, there are currently no measures built into projects to address this issue. Addressing gender bias issues in EI projects will not only increase the development effectiveness and sustainability of projects, but also increase growth, reduce poverty, and help implement the Bank's newly launched Gender Action Plan (GAP), which calls for increasing the number of EI projects that address gender related risks and benefits, among other objectives.

Why Gender Matters

Numerous studies have shown that the social and economic empowerment of women contributes to growth, poverty reduction and sustainable development.² Women comprise the majority of the poorest 1.3 billion people who live on less than \$1 a day. This feminization of poverty is a direct result of women's unequal access to economic opportunities. Without adequate human capital, access to economic resources, and a voice in decision-making, women often find themselves engaged in sectors with low incomes and few opportunities.

The development costs of gender disparities in access to economic resources and labor market participation are high. Gender inequalities in employment and income create labor inefficiencies in the general economy, contribute to poverty, and reduce the well-being of men, women, and children. A growing body of evidence indicates that increasing women's economic opportunities lead to higher rate of family savings, greater spending on family nutrition, health, and girls' education, and declining household poverty. Gender equality in employment and financial services has also shown greater business returns since women have a better track record of starting successful businesses and repaying loans.³ Improving women's employment and income

¹ Evidence includes a series of conferences and workshops with women stakeholders in EI communities in the Philippines, Bolivia, Indonesia, Papua New Guinea, Ghana, India, and Poland.

Lahiri Dutt and Mcyntyre, eds. 2006 "Women Miners in Developing Countries," England: Ashgate Publishing Co. "Tunnel Vision: Women, Mining and Communities" Oxfam, 2002

² World Bank (2001) "*Engendering Development Through Gender Equality in Rights, Resources, and Voice*" World Bank Policy Research Report, Oxford University Press, New York

³ Ibid

opportunities will not only increase family income but also increase a country's total economic output.

Improving women's economic and social empowerment is an integral part of the development agenda. It strengthens countries' abilities to grow, reduce poverty, and govern effectively. Improving gains from extractive industries for women stakeholders will not only leverage their untapped potential in increasing growth, reducing poverty, and fostering positive conditions for sustainable development, but also improve the development effectiveness of oil, gas and mining operations for communities and countries as a whole.

How to Integrate Gender in EI Projects

To ensure women's participation in the project cycle, gender issues need to be addressed from the outset, gender-constraints identified, and steps taken to fully incorporate women's concerns and perspective in the project design. Gender biases against women differ according to existing socio-cultural and economic environments. Therefore, intervention varies depending on the particular social and political context, the exact nature of the bias against women, and the type of activity targeted to women.

In many traditional societies, cultural beliefs and attitudes dictate that women should be confined to the domestic sphere. Thus, working through women's groups is the most effective way to promote and ensure women's participation in project design and implementation. It ensures that women have equal access to project information and can express their concerns and participate in decision-making. Consulting with women about aspects of project design, feasibility, and measures that impact them also promotes project accessibility.⁴

How women see a new EI project may depend to a large extent on the impact of an earlier EI project on their lives and the life of the community. Addressing such legacy issues as early as possible in consultations with women's groups will help bring to the forefront lingering problems for which the new project may need to address. During the consultation process, past grievances are likely to be aired and a certain level of skepticism expressed. Therefore, consultations need to be designed to allow for open discussion of legacy impact of previous sector work. Once legacy issues have been acknowledged, it is important to engage in substantive dialogue on the likely future benefits of the proposed project and the measures to enhance the benefits and mitigate the risk for women.

Designing a participatory monitoring and evaluation system that actively involves women is also critical to project outcome. The inclusion of sex-disaggregated data and gender indicators in progress reports, and the involvement of women in community monitoring of the project are effective methods to assess project impact on men and women and implement corrective measures to ensure a positive outcome.

The following gender guideline provides task managers with practical steps to incorporate women's concerns and needs in EI projects. Task managers should note that the design of any successful gender-sensitive intervention will depend largely on consultations with women's groups and gender-based analysis conducted at the start of project preparation and continuing throughout the life of the project.

⁴ World Bank (1997) "Gender Issues in Participation" Michael Bamberger and Mark Blackden, 1997

Project Design and Preparation

1. Evaluate country gender context.
 - Are there legal and cultural constraints on women that need to be taken into account in project site consultations?
2. Identify key women stakeholder groups in the community.
 - How are women organized and represented vis-à-vis the proposed EI project, the government, and men in the community?
3. Determine if baseline data and analysis is available to identify key gender issues in the community.
 - Are there any relevant gender projects, studies, or reports at the community; regional or national levels?
4. Consult with key women stakeholder groups to determine key gender issues in the sector in the proposed project area.
 - Do women have ownership rights and access to land and other productive resources (credit, labor, financial services, and technology)?
 - Do women have a voice in decision-making in the family and the community?
 - Do women have access to education and skills training?
 - Do women have access to (i) project-related and (ii) sector-related information?
5. Determine the likely distribution of risks and benefits of the proposed project by gender i.e. how are benefits and risks distributed between men and women at all stages of the project. (See Annex A for list of potential risks and benefits)
 - Is there a gender bias in the distribution of risks and benefits and in the legacy of any previous or ongoing EI production?
 - Have appropriate communication methods been used to engage with both men and women and ensure that they are aware of and understand the proposed project and its likely future benefits and risks?
6. Design measures to minimize the risks and enhance the benefits of the project for women and determine the implementing arrangements to (See Annex B for examples)
 - Have both men's and women's groups been consulted on the design and implementation of the proposed measures and the resources needed to ensure buy-ins from both groups?
 - Are there specific measures to address legacy issues, if any?

Project Implementation and Supervision

1. Implement the agreed measures to enhance the benefits and mitigate the risks of the project for women.
 - Are women well represented in any project coordination structures?
 - Are there any barriers to implementation of the gender-sensitive measures?
 - Have women been properly compensated and given equal income and employment opportunities or have they lost out on ownership of assets or use of land due to resettlement or other project related impacts?
 - Are linkage programs designed to provide employment for women?
 - Are micro credits and associated training available for women?
2. Design and implement monitoring activities
 - Identify monitoring criteria for (a) the implementation and (b) the outcome of each measure being implemented
3. Design any corrective measures and new initiatives that may be needed based on the feedback from the monitoring data and women's groups on implementation of the measures
 - Has progress been made on identified actions/impacts?
 - What are the gaps to be filled and priorities to be adjusted?
4. Implement corrective measures and new initiatives.
 - Are the new gender-sensitive measures effective in reducing the risks and enhancing the benefits of the project for women?
5. Monitor and evaluate the implementation of gender-sensitive measures. (See Annex C for M&E resources)
 - Are women's groups involved in the community monitoring of the project?
 - Are gender-sensitive performance indicators and sex-disaggregated data included in project monitoring and progress reports?
 - Are the timing, location and organization of project meetings adapted to accommodate women's needs and ensure their participation?
6. Identify lessons learned.
 - What were the main challenges in the design and implementation of gender-sensitive activities?
 - Were legacy issues addressed?

Annex A

Examples of Key Risks of EI Projects for Women

- ◆ Loss of ownership or use of fertile agricultural land or gardens
- ◆ Loss of title to dwellings or assets
- ◆ Loss of water sources and depleted fish stock
- ◆ Lack of direct EI employment opportunities
- ◆ Poor working conditions and higher incidences of sexual abuse for women in the project workforce
- ◆ Lack of representation in negotiations between the community and the EI project developer on project development, operation and closure.
- ◆ Rising prices for food and goods without commensurate increase in income
- ◆ Rise in domestic violence and sexual abuse as a result of domestic disputes over money, changing lifestyle, alcoholism, drug use or gambling
- ◆ Rise in prostitution and HIV/AIDS and other STDs
- ◆ Environmental damage such as loss of forest and/or airborne or noise pollution impactin women'
- ◆ Loss of safety and security due to influx of construction workers
- ◆ Increases in motor vehicle accidents or risks for women and children from heavy traffic, larger trucks or off road vehicles
- ◆ Loss of sacred places, cultural and traditional degradation

Examples of Key Benefits of EI Projects for Women

- ◆ Indirect EI project employment opportunities through linkages, SME developments, and micro-credit loans
- ◆ Direct EI project employment opportunities
- ◆ Increase access to education at primary, secondary and tertiary levels
- ◆ Increase in literacy for community women
- ◆ Improved health services for women and families
- ◆ Improved energy supplies to reduce risks and burden of fuel wood
- ◆ Improved water supply and housing
- ◆ Improved transportation and infrastructure
- ◆ Improved social community services

Annex B

Possible Measures to Mitigate Risks and Enhance Benefits of EI Projects on Women

Economic Empowerment:

- ◆ Improve access to employment opportunities both in the project and in linkages business at both the workforce and the management level
- ◆ Improve access to micro-credit and financial services for women
- ◆ Spin-off jobs aimed at women
- ◆ Skills/vocational training for women in the workforce and the community
- ◆ Distribution of a percentage of EI benefits by government to support community-based sustainable development programs including women's projects.
- ◆ Inclusion of women among community leaders to ensure equitable distribution of EI benefits
- ◆ Gender wage equity
- ◆ Improve access to markets through improved infrastructure

Social Empowerment:

- ◆ Appointment of a gender desk in EI companies and the local government to address the concerns of women in the workforce and the community.
- ◆ Selection of women's groups to represent community concerns in EI forums and committees
- ◆ Inclusion of women in government EI Review Committee and Local and Regional Development Planning Committees
- ◆ Inclusion of women among community leaders and committees that are consulted at all stages of EI life from exploration to post closure

Improve Health and Education:

- ◆ Initiatives to ensure equal access to education opportunities for boys and girls
- ◆ Adult literacy programs
- ◆ Initiatives to raise awareness and prevents the spread of HIV/AIDS and STDs.
- ◆ Improve access to health care, especially reproductive health
- ◆ Survey by the Government on women's access to social and community services

Safety and Security:

- ◆ Community initiatives to reduce violence against women and promote their safety
- ◆ Counseling services for men and women to reduce domestic violence
- ◆ Counseling centers and shelters for women victims of violence and sexual crimes