

Gender Dimensions of the Extractive Industries:



Mining for Equity

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John Strongman



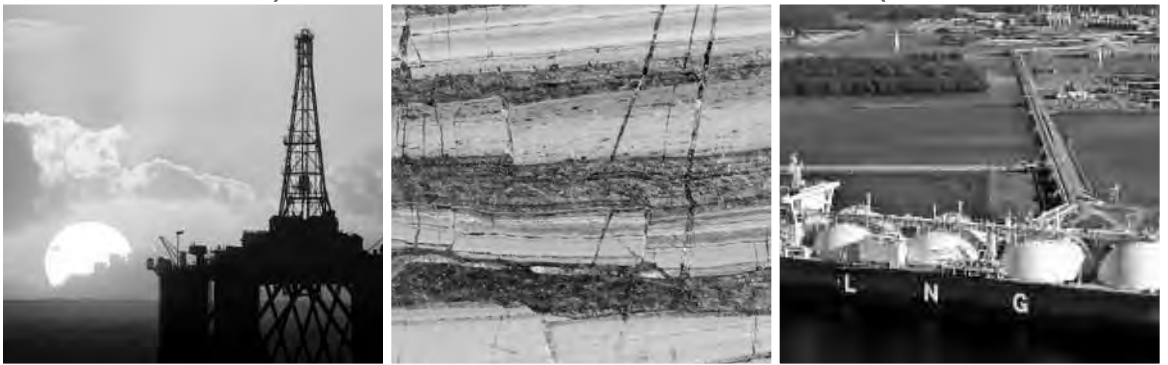
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PREFACE

The extractive industries represent a major source of wealth in economies around the world, and women – with their formal and informal contributions – make up a tremendous component of the world’s workforce. Where women are not able to fully participate in the extractive industries, nor able to garner the full extent of compensation for the work that they do, it is not only women who suffer, but also the families, communities, and countries involved, as well as the extractive industries companies themselves.

This report seeks to highlight the ways in which women are included in this increasingly important sector, in their participation in the sector itself, and in their ability to benefit from the labor they contribute. The report not only identifies key issues facing women in the extractive industries, but it provides innovative suggestions to stakeholders to promote gender inclusion in their own activities in the sector, as well as to increase communication and innovation. Improved dialogue and prioritization of women’s involvement will bring us closer to realizing the third Millennium Development Goal and will help communities and countries to increase benefits and minimize risks from the extractive industries.

This paper represents a first step in an expanding dialogue. We look forward to engaging with public and private sector partners to advance the discussion and accelerate action to realize the benefits of the extractive industries for all.



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ACRONYMS

AFWIM	African Women in Mining Network
ASM	Artisanal and Small-scale Mining
BTC	Baku-Tbilisi-Ceyhan
CASM	Communities and Small-scale Mining
COCPO	World Bank Oil, Gas, and Mining Policy Division
EI	Extractive Industries
ESMAP	Energy Sector Management Assistance Program
IFC	International Finance Corporation
ILO	International Labor Organization
KDP	Kecamatan Development Project
MAC	Mines and Communities
NGO	Non-governmental Organization
OHCHR	Office of the High Commissioner for Human Rights
PNG	Papua New Guinea
RIMM	Red Internacional Mujeres y Minería (International Women in Mining Network)
STD	Sexually Transmitted Disease
TAWOMA	Tanzanian Women Miners Association
TTL	Task Team Leader
UNAIDS	Joint United Nations Program on HIV/AIDS
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women

EXECUTIVE SUMMARY

For many countries, extractive industries (EI) are a major economic driver: creating jobs, revenue, and opportunities for growth and development. There are also risks associated with EI, in terms of social and economic upheaval and environmental harm. The impacts of these benefits and risks are often considered only at the community level, without exploring how they are allocated within the community. World Bank consultations with different



*Female employee of Newmont Mining Corporation
(World Bank, COC photo collection)*

mining communities in countries as diverse as Peru, Poland, Tanzania, and Papua New Guinea (PNG) reveals a striking insight into how the benefits and risks of mining are distributed among different segments of the community. Men have most access to the benefits, which consist primarily of employment and income, while women and the families they care for are more vulnerable to the risks created by EI, which consist of mostly harmful social and environmental impacts. Men's and women's different experiences of EI significantly impact their respective abilities to participate in and contribute to development. Better understanding of these gender aspects of the extractive industries could improve development outcomes in impacted communities, as well as improving the economic and social sustainability of EI projects.

This publication explores how men and women are differently impacted by the extractive industries, and the implications of this on the sustainable development of their communities, as well as on the profitability of extractive industry operations themselves. The publication explores the gender dimensions of EI in terms of:

- *Employment and income:* while EI often create jobs, there are significant gender disparities in male and female access to – and types of – jobs. Furthermore, men and women typically prioritize and spend income quite differently, such that changes in income and employment can significantly impact investments in health, nutrition, and education at the household level.

- *Environment*: EI operations often have substantial environmental impacts, including conversion of land away from traditional uses, as well as environmental changes and degradation. These changes can impact agriculture, as well as the time it takes to collect water, firewood, and food – often tasks associated with women – in addition to creating health implications that again often have greater ramifications for women, in terms of burden of care.
- *Community Consultations*: Women are often left out of community decision-making processes, giving them less say in how EI resources are spent. Men and women often prioritize differently, and evidence indicates frequently more sustainable outcomes where women have more say in setting priorities for community investments.
- *Artisanal and Small-scale Mining (ASM)*: Women often have specific and unique roles in ASM, which can create unique health and safety risks in artisanal and small-scale mining.

This report provides suggestions for governments, EI companies, civil society, and other policy-makers for addressing and mitigating gender-specific negative impacts of EI, and amplifying the potential for EI to benefit men and women in the community. Suggestions include:

- All stakeholders should work to support women's employment in EI operations as well as in support industries.
- Stakeholders can also work to promote women's economic and social empowerment, through improved economic and financial opportunities, such as microcredit programs.
- EI companies can invest in social programs to alleviate some of the traditional burdens on women and offset some of the impacts of EI.
- Governments and EI companies can provide capacity building opportunities for women, to be able to take advantage of business and employment opportunities related to EI.
- Governments and EI companies can promote, conduct, and/or require gender-sensitive social baseline assessments and social mapping, to determine the potential impacts of EI operations on gender relations in the impacted communities.

The report concludes with a set of indicators for measuring the extent to which gender-sensitive interventions are improving the status of women and gender relations in target communities.

INTRODUCTION

EI impacts can be positive and negative, spanning economic, social, and environmental issues. Oil, gas, and mining projects may create jobs, but may also consume farming land for their use, changing livelihoods and limiting access to water, food, and firewood. Water sources may become polluted, but new roads may be built and communities may become electrified. Markets may boom, but prices may rise steeply. Given male and female relationships to each other, to the economy, to the land, and to their communities, men and women have very different experiences of these EI impacts, and evidence increasingly demonstrates that in general women are more vulnerable to the risks, with little access to the benefits.

Where stakeholders work on the simple assumption that men and women are equally and similarly impacted by EI, and when key variations and differences of experience are overlooked, the implications of EI can isolate and overburden women, with repercussions for families and communities. Although many EI companies have a strong commitment to sustainable development and social investment in the communities in which they operate, failure to understand how EI impacts different groups in the community can undermine these commitments, with costs to the efficiency and sustainability of EI operations themselves.

In contrast, a well-managed EI operation that actively seeks to understand how men and women may be differently impacted by EI, and seeks to decrease risks and share benefits more equitably, can contribute significantly to the sustainable development of impacted communities, while increasing the social license to operate and growing the bottom line of oil, gas, and mining companies. Improving gains from EI for women stakeholders will not only leverage their untapped potential in increasing growth, reducing poverty, and fostering positive conditions for sustainable development, but can also contribute to improving the development effectiveness of oil, gas, and mining operations for communities and countries as a whole.

“Investors in the extractive industries sector rarely assess adequately the negative gender impacts and the possibilities of compensating and empowering local women through local development programs. Indeed the associated knock-on effects witnessed repeatedly (such as) damaged access to subsistence sources and the temporary increase of cash incomes in the investment area, combined often with social inequalities almost as a rule increase both the burden for local women and gender inequality.”

“Boom Town Blues,” Gender Action and CEE Bankwatch Network

This publication presents how and why men and women are differently impacted by EI, exploring what the implications are for business and development, and providing policy and action suggestions for how to mitigate negative impacts and amplify positive ones and how to monitor and improve results.

The publication focuses primarily on larger scale commercial operations but also considers some of the issues relating to artisanal and small-scale mining (ASM). The report is addressed to the stakeholders in extractive industries, i.e., oil, gas and mining development and operations – community members and leaders; government officials; and managers and staff of EI companies. As the title indicates, the report addresses the gender dimensions of EI, although many of the examples and references relate to the mining industry specifically, based on relative availability of literature. However, the findings, conclusions and recommendations regarding key issues such as employment, environment and land use, and community consultation are equally applicable to oil and gas as to mining.

- Numbers that appear in parentheses in text boxes at the end of a statement refer to sections in Annex 1.

WOMEN, GENDER, AND EXTRACTIVE INDUSTRIES: WHY IT MATTERS



*Woman with children
(World Bank, COC photo collection)*

Why is it important to understand the ways in which men and women are differently impacted by the extractive industries, and what is the value-added of ensuring that women have equal access to the benefits of EI?

From a human rights perspective, the answer is clear: women have the same ‘right to development’ as men, so if EI diminishes their access to economic and social development, this human right has been violated.¹ But women are also often the linchpins of their communities, with key roles in ensuring the

health, nutrition, education, and security of those around them. Investing in women and assuring their participation in development is not only key for their own development, but also for the socio-economic development of their families and communities.²

There is a clear development case for investing in women and ensuring their access to resources. Where women have better access to education, they are more likely to delay marriage and childbirth, reduce their risk of contracting or spreading HIV/AIDS, and earn more money.³ Mothers who have more education are also more likely to immunize their children, to seek medical care for family members, and keep children in school longer. For each additional year of a mother’s education, infant mortality drops by 10%.⁴ Where women have access to employment opportunities, they tend to spend a significant portion of the income on their families’ health and wellbeing.⁵

¹UN, OHCHR. “Right to Development.” <http://www.unhcr.ch/development/right.html>, December 5, 2008.

²The World Bank, *Engendering Development Through Gender Equality in Rights, Resources, and Voice* (New York: Oxford University Press, 2001) 9.

³UNFPA, UNIFEM, UNAIDS. “Women and HIV/AIDS: Confronting the Crisis.” November 17, 2008.

<http://www.unfpa.org/hiv/women/report/chapter5.html>

⁴The World Bank. “Girls’ Education” December 5, 2008.

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTEDUCATION/0,,contentMDK:20298916~menuPK:617572~pagePK:148956~piPK:216618~theSitePK:282386,00.html#wly>

⁵The International Monetary Fund. “Smart Economics.” *Finance and Development* 44.2 (2007)

<http://www.imf.org/external/pubs/ft/fanddl/2007/06/king.htm>

When in control of financial resources, women are more likely to devote resources to food and children's health care and education. In Brazil, women's increased control of household income resulted in a 20% increase in child survival. Other studies have indicated that children's growth is increased by 17% when mothers control credit than when fathers do.⁶ Ensuring opportunities for women is also often good for business, and economic development. Women borrowers from microcredit programs have the highest repayment rates of any group in the world, and women in business are less likely to bribe government officials than are men.⁷ Studies have demonstrated that women in government also tend to be less corrupt than male counterparts.⁸

However, when women are disadvantaged or excluded from development – in terms of their access to resources, to education, to water and food – this indirectly taxes those around them. Without access to education, to health care, to financial resources, women cannot assure their own development, nor contribute to the development of their families and communities.

Ensuring that women are active participants in development and in community-decision making is good for women, good for families, and good for business – EI operations depend not only on the characteristics of the ore bodies and oil and gas reservoirs that are being developed, but also on the relationship with the communities in which companies operate. Indeed, where companies do solicit the input and participation of women, women's approval and social license may be viewed as a litmus test for the success of a company's employment, environmental, social, community consultation and gender-related policies and activities.

Importance of a “gender” approach, rather than a “women’s” approach

Subsequent sections of this publication demonstrate the specific ways in which EI impact communities, and how women are uniquely impacted. In some cases, women experience these impacts differently because of their sex – their biological characteristics as female – but more often because of their gender – their socio-cultural definition as women. For instance, a sex-related impact could be where chemicals released through EI impact women differently than men because of the effects on women's reproductive health. A gender-related impact, however, would be where oil, gas, or mining projects use land traditionally used for subsistence agriculture. More often than not it is women who tend the gardens and grow the food, and so women are

What is “Gender”? The World Bank's Definition:

“The term gender refers to culturally based expectations of the roles and behaviors of males and females. The term distinguishes the socially constructed from the biologically determined aspects of being male and female.” The World Bank. “Integrating Gender into the World Bank's Work: A Strategy for Action” (Washington, DC: The World Bank, 2002) 2.

⁶The World Bank. “IDA at Work: Gender: Working Towards Greater Equality.” July, 2008. 3.

<http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/IDA/0,contentMDK:21225261~pagePK:51236175~piPK:437394~theSitePK:73154,00.html>

⁷The World Bank. “Integrating Gender into the World Bank's Work: A Strategy for Action,” (Washington: The World Bank, 2002) 9.

⁸Dollar, D; Fisman, R.; Gatti, R. “Are Women Really the Fairer Sex?: Corruption and Women in Government” (Washington: The World Bank, 1999) 2.

disproportionately impacted by loss or displacement of land. Alternative land may be provided, but often it is further away and requires work to get it to the point where it will be as productive as the land that was taken away. All this adds to the burden of women who must find the extra time and energy needed to tend the replacement land.

This publication explores how men and women differently experience EI, and how relationships change, with the goal of understanding how to support positive impacts, mitigate negative changes, and to help communities, governments, and EI companies respond and act appropriately. Policy responses, from all stakeholders must be defined such that they both respond to the impact of EI, but are also socially and culturally feasible and appropriate. For EI companies, gender-sensitive policy should not be simply or only about what might be characterized as philanthropy, rather it is about enlightened self interest and the business case for initiatives that will help improve workforce efficiency and alignment with the company's goals; enable managers to spend less time on addressing community grievances and more time on the business of mining; and reduce reputational risks and improve the company's standing with the international investment community.⁹

⁹See: John Strongman. "Sustainability Worldwide: The Gender Link and its Application in the World Mining Industry." (Washington, DC: The World Bank, 2006).

IMPROVING THE GENDERED IMPACTS OF THE EXTRACTIVE INDUSTRIES: GOOD FOR DEVELOPMENT AND GOOD FOR BUSINESS



*Diamond sorting in Ghana
(World Bank, COC photo collection)*

In what ways do men and women experience extractive industries differently – positively and negatively – and what are the impacts of these differences on the men and women involved, on families and communities, and on EI operations? This section focuses primarily on larger scale commercial operations but with the final sub-section addressing the specific issues of ASM.

The World Bank, EI companies, governments, donors and other stakeholders have made increasing efforts to be aware of the economic,

social, and environmental impacts of EI, and many have put programs into place to promote positive impacts and offset negative ones. In some instances, these programs have led to positive changes to the communities, often with particular benefits for women. To support business, support workers, and be socially responsible, EI companies often invest in local social services – such as improved health, education, and sanitation facilities, and improved infrastructure – including roads, electrification, and irrigation. All of these facilitate both the EI business itself by improving the health, education and well-being of workers, and provide these ancillary benefits to the community.

For women, who are generally responsible for securing the health and education of their families, improved infrastructure such as footpaths and roads can reduce time needed to get children to school, to bring water to the home, to transport the sick to health centers and to bring goods to the market. Improved hygiene facilities can improve girls' access to school – by providing toilets for girls (and thus eliminating a frequent barrier to girls' education) and by reducing school time lost due to sickness.)

In other areas, though, challenges still remain to identify the different impacts of EI on men and women, particularly in terms of the economic, social, and environmental impacts of EI. The following sections present some different aspects of EI gender-related impacts highlighting business and development costs, and presenting policy recommendations for reducing and mitigating risk and amplifying benefits for all.

EMPLOYMENT AND INCOME

EI can lead to job creation both directly in oil, gas, and mining operations, as well as indirectly in various support and spin-off functions related to EI. Understood at the community level, both direct and indirect EI-related employments are often seen as a key driver of local development. Disaggregated by gender, though, job creation in and around EI operations can be a much more complex issue, leading in some cases to empowerment for women, but more often causing risks and time poverty for women, and a greater market in the community for alcohol and other consumption rather than increased investment in education and health.

Formal EI jobs go to men rather than women

In many communities, formal EI jobs go primarily to men. Worldwide it is extremely rare to find any EI companies with higher than 10% female employment, with many being less than 5%. In some countries this is because men have better access to education and therefore possess more necessary skills, because mining jobs may require a certain level of physical strength, or because of potential pregnancies (in terms of time this would take out of work, or the risks of exposure to chemicals). In other countries, discrimination is based on a combination of stereotypes within the EI companies and within communities (often among both men and women) that EI work is “men’s” work. In mining, for instance, in many communities, superstitions and traditional beliefs dictate that women should not enter mines, for fear of explosions, or that women will drive ore bodies deeper into the earth.¹⁰

In some cases EI companies base their hiring discrimination on ‘cultural sensitivity,’ concerned that hiring women for better-paid skilled jobs would be against local culture and would cause a backlash against women by male workers

¹⁰Jennifer Hinton et al. “Women and Artisanal Mining: Gender Roles and the Road Ahead.” *The Socio-Economic Impacts of Artisanal and Small-scale Mining in Developing Countries*, Ed. G. Hilson (Netherlands: A.A. Balkema, Swets Publishers, 2003) 15.

and male community leaders. Where EI displaces traditional livelihoods, programs are often implemented to create new work for displaced inhabitants. However, these programs also frequently only look at formal work displaced or at the owner who has lost a productive asset, which is generally biased toward male employment and ownership.¹¹ Women generally make up half or more of a community's members, but in some communities unemployment rates of surveyed women are as high as 87%.¹²

Where men are the primary employees, traditional economic assumptions of a unitary household – that resources to men will be passed on to the family – are often misplaced.¹³ Wages are typically paid directly to men, even in matrilineal societies, and men do not necessarily pass earnings on to their wives, nor do they prioritize spending on education, health, and nutrition in the same ways that women typically do. Rather, with increased access to cash, men instead frequently spend more on luxury items, including alcohol, cigarettes, second wives, prostitution, and activities such as gambling.¹⁴ Thus, since women are more likely to spend income on families, hiring men over qualified women can mean that families and dependents lose out in terms of health, education, and nutrition.

Where women cannot access jobs, it may put women in a position of increased dependency on husbands and male family members.¹⁵ The situation is often even more severe for the most vulnerable in the community, which generally includes women in female headed households, for whom EI development can cause the loss of traditional livelihoods and increased exclusion from decision-making.¹⁶

Discrimination in hiring practices can have cost implications for EI companies, as well as women. Discrimination against women may mean that companies overlook highly productive, effective workers, and drive up prices on the labor they do use. Women make up half the labor force, and discrimination against them is a barrier to private sector development and economic growth. Evidence from mining operations in several countries indicates that as employees, women often show a greater willingness to respect safety and environmental safeguards. Mining companies in countries such as Chile, Ghana, and Papua New Guinea have discovered that heavy mining equipment (such as large trucks and shovels) operated by women is more efficient and incurs lower operating than equipment operated by men.¹⁷ In such cases, where women do jobs more effectively than men,

¹¹Mines and Communities (MAC). "Background Paper by Mines, Minerals and People for the Indian Women and Mining seminar". *Labour and Women in Mining*. April 15, 2005. <http://www.minesandcommunities.org/article.php?a=858>. December 5, 2008.

¹²Aleta Musvoto "Gender and Mining: Community" (Birnam Park: African Institute of Corporate Citizenship, 2001) 19.

¹³Geraldine McGuire, Ed., "Outcomes Report Summary: Women in Mining Conference, Madang, Papua New Guinea, August 2003," 2

¹⁴Hinton, Viega, and Beinhoff 19.

¹⁵Oxfam Australia, *Women and Mining*, <http://www.oxfam.org.au/campaigns/mining/women/>, 16 November 2008

¹⁶The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru: Towards a Sustainable Management of Extractive Industry Impacts on Poorer Women and their Families" (Washington, DC: The World Bank, 2008) 5.

¹⁷The International Finance Corporation. "Promoting Gender Equality in the Private Sector – Hiring Women in Mining Production Jobs." (Washington, DC: IFC, 2006) 2.

The International Finance Corporation. "IFC SmartLessons: Integrating Women into Mining Operations: The Examples of Newmont Ghana and Lonmin South Africa." (Washington, DC: The IFC 2008) 2.

discrimination is even more costly and directly impacts the company's bottom line.¹⁸

In recent years though, many EI companies are making concerted efforts to hire more women. In Newmont's mining operations in Australia, 30% of new hires in 2007 were women.¹⁹ In South Africa, the Government has mandated that the mining industry move towards 10% employment of women by 2010 and while the government expects this level to be achieved, it is proving a major challenge even for companies who are making strong efforts toward its realization.²⁰

However, there are several compelling arguments for hiring women, such as the fact that women typically take better care of equipment, are safer, and spend income 'better.' Hiring women can improve company efficiency, as well as increasing family incomes and opportunities to access health, nutrition, and education. Gender bias for hiring men in EI is not limited to unskilled and skilled working positions, but also pervades supervisory and managerial hiring. EI companies that are serious about improving the gender make-up of their workforce must also meet the challenge of developing company plans and procedures to ensure that women are appointed to supervisory and managerial positions

Gender impacts of mine sector restructuring

In addition to gender discrimination in EI hiring, there are also gender dimensions to EI sector restructuring. Restructuring and retrenchment in mining operations can disproportionately impact women. For instance, in determining who will be retrenched, certain retrenchment criteria may impact women more than men – for instance, criteria such as part time workers, workers at lower grades, or with less time with the company often implicitly target female workers.²¹ Furthermore, in periods of mine activity, an increase in the number of mining jobs may draw a large number of men to the sector, freeing up jobs in other industries for women. With retrenchment and widespread unemployment among men, this may increase competition for these non-mining jobs held by women.²² And when men are laid off in mine sector restructuring, reduced household incomes can place increased pressure on women to provide for their families. As a consequence, women become the most economically threatened social group. Some attributes of the traditional working class family – such as male bread-winning and family support – become dysfunctional when confronted with the restructuring processes in the former mining areas. As far as women are concerned, their low level of education and scarcity of job offers are an essential limitation in the labor market.²³

¹⁸Kuntala Labiri Dutt "Mainstreaming gender in the mines: results from an Indonesia colliery" *Development in Practice*, 16.2 (2006): 218.

¹⁹Newmont. "Beyond the Mine: The Journey Towards Sustainability." <http://www.beyondthemine.com/2007/?l=2&pid=240&parent=253&id=295>, December 5, 2008.

²⁰The International Finance Corporation. "IFC SmartLessons" 3,4.

²¹IFC. *Good Practice Note: Managing Retrenchment*. (Washington, DC: IFC, 2005) 13.

²²MAC 2003.

²³*Analysis of historic trends of poverty development and creation of poverty pockets in Silesian mining towns during the period of 1998-2006*, World Bank, 2007

Women's employment by EI company suppliers is often much higher than direct employment by EI operations themselves

In the past, many EI operations were enclaves in which suppliers and services were imported by EI operations from suppliers outside the local area. But as companies and governments recognize the importance of improving the benefits for local communities, companies are increasingly using local suppliers.²⁴ Mining can have a significant multiplier impact generally in the range of 2-4, and in oil and gas, estimates indicate that for every job created directly by an EI operator, there are 1 to 4 indirect jobs created. These indirect jobs are often in women-heavy industries, such as catering, laundry, clothing, and uniform supply and repair, agricultural produce, financial services and clerical support. Where women have access to these jobs, this can lead to increased expenditure on health, education, and nutrition.

Suggestions for Action

Governments and EI companies can work independently and in partnership to support women's economic empowerment in and around EI operations. In addition to increasing women's presence in operations and management, EI companies can also monitor their suppliers and identify examples of suppliers with a high percentage of women employees. These can become examples for others to follow. EI companies can then work with suppliers and provide incentives for suppliers to increase their employment of women (such as preferences in bid evaluations for women's businesses or for businesses with a large proportion of women employees) and/or requirements (such as minimum percentage of women employees for a supplier in their requests for proposals and contracts with suppliers). In South Africa, for example, Lonmin has awarded a 45 million rand contract to three companies managed largely by black South African women for the conversion of single-sex mining hostels to family housing units.²⁷

Both governments and EI companies can also support the development of women's small businesses. Countless studies and programs have found that women's small businesses have a very strong record of using and re-paying loans and microcredits. Not only do women typically have high repayment rates, but profits accrued to women often contribute directly to the well-being of the family.²⁸ Still, in many countries – especially in Africa – women have traditionally been shut out of the financial system, either ignored by banks or unable to meet the collateral requirements for small business loans.

²⁴In Papua New Guinea, for instance, in its Memorandums of Agreement with impacted communities, the Ok Tedi Mining company requires women's participation in community benefit agreements, and draft legislation will require that a certain percentage of benefits go to women. ("Memorandum of Agreement:

²⁴Outcomes of 2006/07 CMCA Review." April 21, 2007. http://www.wanbelistap.com/Downloads/WG-6_CMCAReview_MoA_210407.pdf.)

²⁵The multipliers for the South Australian mining industry are 2.0 (output multiplier); 3.0 income multiplier and 4.0 employment multiplier according to the Australian and New Zealand Minerals and Energy Council

²⁶Arpel. "Arpel Social Report: Baseline Study of Gender Equity in the Latin American and Caribbean Oil and Gas Industry." (Alberta: Arpel, 2004) 19.

²⁷Platinum Today. "Lonmin calls time on single-sex hostel accommodation." March 20, 2007.

http://www.platinum.matthey.com/media_room/1174392005.html. January 22, 2009.

²⁸The International Finance Corporation. "IFC Helps Women in Emerging Markets." February 26, 2008. http://www.ifc.org/ifcext/media.us/Content/IFC_Helps_Women_in_Emerging_Mkts January 21, 2009.

An IFC program to support African banks to make loans to women's businesses has led to significant business development among female entrepreneurs in Nigeria, Tanzania, and Uganda.²⁹ Similarly, governments and EI companies can encourage local banks in the areas around EI operations to put in place programs and loan requirements that support the start up and development of women's businesses. Microcredit schemes dedicated to women's businesses and linked to on-the-ground local training and support schemes for women entrepreneurs can be provided by EI companies themselves as part of their community support programs as well as by governments, donors and NGOs. The demand for local services by EI companies provides a strong platform around which such initiatives can be built.

Furthermore, increased organizational capacity and strength can further boost women's economic and social empowerment. By understanding women's aspirations and visions for their future, Governments and EI companies can increase women's abilities to realize their potential in EI communities by providing support to women's organizations, in the form of trainings on organizational skills, funding, budgeting, vision and mission; in the formulation and implementation of women's projects; and women's inclusion in the public participatory processes. This can have knock-on effects of empowering women to build associations and organizations that can enable them to support other women, and to lobby more effectively for economic and social opportunities.³⁰

Simply creating jobs for women is necessary but not sufficient

At the same time, though, issues can arise where women are hired. Where companies have responded to concerns about not hiring women, explicit focus on hiring women can create tensions in families and communities where this contradicts cultural and social norms, particularly if men are less able to get employment as a result of these programs. Where women are successful in obtaining EI-related employment, they frequently make lower wages, may not be granted maternity leave or may lose their jobs for becoming pregnant.³¹ In some cases they have no separate toilet or washing facilities, are often not provided with suitable equipment or work clothing (for instance, one-piece men's overalls are highly impractical for women), and women are the often first to be retrenched when mines close, or are mechanized.³² Heavily male cultures in many mines create work conditions threatening or uncomfortable for women workers, and many women report sexual harassment or abuse in mines.³³ Unfortunately, in many instances where job security is low, and women fear losing their jobs, official complaints are rarely lodged, or are made only after employment has terminated and there is little recourse.³⁴ Such environments reinforce the idea of EI as a male sphere, further marginalizing potential female employees.

²⁹The International Finance Corporation. "IFC Helps Women in Emerging Markets." February 26, 2008.

³⁰The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 14.

³¹Bacheva 10.

³²MAC 2008.

³³Hinton, Veiga, Beinhoff 13.

³⁴Bacheva 18.

As in many industries, while much of the employment for women may be obtained by younger single women who have the time, energy, and desire to be in the commercial work force, there is also a risk that more work in or around EI operations may mean that some of the women are effectively working twice as much, with a job outside the home and a second one within it. This effect is often exacerbated for families who have moved to EI areas for work, as they often leave behind extended family networks that might have helped to balance some of these domestic duties.³⁵ To compensate, children – girls particularly – may need to help with domestic tasks, leaving them less time for school, and therefore putting these girls at increased risks of poverty, HIV/AIDS, early marriage, and increased infant mortality for their own children.

Again, similar to other industries, for women who do not work outside the home, taking on additional tasks (if husbands and family members start working outside the home) may mean that women are more confined to the domestic sphere, with less access to public decision-making forums. So, although EI jobs for women can lead to opportunities for self determination, increased income and potentially better futures (especially for younger, single women), there may also be negative impacts that need to be addressed. Employment creation initiatives and programs should give careful consideration to the social implications in order to provide the support necessary so that women in a broad range of personal and family circumstances can fully benefit from increased employment opportunities in the community.³⁶

EI related developments have both positive and negative externalities for women

New EI developments mean that workers seeking jobs flood EI areas, starting with the pre-construction stage and continuing through construction and operation. While this can mean markets are booming and lead to a new prosperity for those obtaining employment, it can also lead to inflationary pressures, putting women in a situation of reduced access to cash, reduced job opportunities, and rising prices, and creating for some women – especially the poorest and most vulnerable, and households headed by single women – an impossible situation for managing a household.³⁷ Influxes of male workers, far from their families, with ready access to cash, often result in an increase in violence, particularly violence against women, and sometimes criminal behaviors, drug use, and prostitution, which is often accompanied by the spread of HIV/AIDS and other STDs. Additionally, where families may have been accustomed to earning incomes in-kind, sudden cash incomes may lead to family tensions over how the money is spent, often leading to increased domestic violence. Furthermore, immigrant workers are often seen as undermining communities by introducing new traditions, social, religious, and community structure, and putting increasing pressure on social services (health

³⁵Dutt 219.

³⁶The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru: Volume 1, Improving Impacts on Women in Poverty and their Families." 24.

³⁷Oxfam Australia 2008.

³⁸Fidanka Bacheva et al. "Boom Town Blues." (Praba: CEE Bankwatch Network, 2006) 11.

centers and police, for instance), housing, and infrastructure, like water and sanitation.³⁸ While this impacts both men and women, women often feel these pressures acutely, where they are responsible for collecting water, or ensuring health care for the family.

HIV/AIDS and other STDs are a particular problem both in mining communities, as well as for families of mine workers, who may be far from mine sites. As noted, incidences of HIV/AIDS and other STDs often rise for workers who visit prostitutes, but then also affects women, typically, who become infected by husbands who engaged in extramarital sex (although this is frequently the direction of transmission, it can, of course, occur in both directions). Also, where men have migrated to work on EI operations for long stretches of time, they often bring the disease back to their families when they return home.³⁹

Rising incidences of HIV/AIDS increases the burden of care – typically on women (including non-infected women) – reducing their ability to work, and in turn disadvantaging the rest of the family who rely largely on women as caretakers. This impacts both women in EI communities who get the disease from partners locally as well as women in home villages who get the disease when husbands come back from EI work. When husbands infected with the disease become unable to keep working and return home, women family members must care for them, often in situations where the family and the community lack the resources and facilities to deal with severe illness.

EI operations also typically involve construction of new roads and new infrastructure, in addition to the construction of projects themselves. While these projects can create positive benefits for communities, elements of construction can be harmful to the community. Not only do construction projects pose risks for the entire community (in connection with the Baku-Tbilisi-Ceyhan (BTC) pipeline, some women complained that aspects of construction had caused structural damage to their homes), construction projects also often pose a danger to children, and many women have complained that supervising young children and keeping

Policy Recommendations for Addressing Gendered Impacts of Increasing and Changing EI-Related Employment

Government and EI companies can adopt and implement policies and initiatives and take actions to improve women's economic empowerment by:

Improved work environment, wages, and benefits for women:

- Paying special attention to creating an environment in which women can work without harassment and in which they are provided with the necessary

³⁸Bacheva 19.

³⁹Ibid 12.

⁴⁰See Annex 1 for a more thorough list of activities and indicators. Numbers in parenthesis after actions and indicators indicates corresponding point in Annex 1

changing, washroom and toilet facilities, especially in underground and surface production areas (9)

- Providing equal pay to women for the same work as men (8)
- Making EI employment more ‘family friendly’ through maternity leave, a crib, and programs to make the mine environment less chauvinistic and more accepting of women (9, 11)

Improved employment opportunities for women in large-scale mining:

- Increasing the employment and advancement of women in EI operations, not just in low-skill jobs but also in skilled jobs and managerial and professional positions (13)
- Gathering gender-disaggregated information on hiring in EI companies as well as in EI company suppliers (5)

Increasing job opportunities in EI suppliers and spin-off industries:

- Recognizing that EI suppliers and spin-off businesses can provide substantial employment for women while still providing efficient, high quality competitively priced supplies and services. Stakeholders should recognize and reward successful examples and put in place incentives and requirements to increase women’s employment by suppliers (8)

Providing capacity building programs for women:

- Supporting and promoting women’s entrepreneurship by creating opportunities for women, providing training for women in small business skills, organizing and providing microcredit and other schemes to fund women’s businesses and taking steps where feasible to help remove barriers on women’s access to jobs, credit, and financial resources (1)
- Promoting and supporting capacity building programs for women’s businesses and community organizations (8)

Improving women’s access to credit:

- Encouraging local banks to make available funding for women’s businesses and have collateral or other requirements that women can reasonably achieve (1)

Improving women’s ability to work outside the home:

- Exploring means to decrease burdens on women working outside the home, such as by providing childcare or support groups (2)
- Providing public service announcements, community programs and counseling to address cultural norms surrounding division of labor in the home (2)

Selected Key Indicators:

- Number and percent of women employed by EI company in total: in skilled jobs and in managerial positions (5)
- Number and percent of women employed by EI company suppliers in skilled jobs and in managerial positions (8)
- Number of female-owned businesses in EI community (1)
- Ratio of the number of women with bank accounts in their own names (1)

- Number of loans made to women in their own names in the past six months by accredited Banks or microcredit institutions. (1)
- Ratio of pay for women and for men for same grade of job in EI companies (7)
- Number of women-only bathrooms at the EI operations site(s) (9)

them safe around newly built roads and construction projects represents a new demand on their time and hindrance to work.⁴⁰

ENVIRONMENT

Extractive industries, almost by definition, have major environmental impacts on the communities in which they take place; women's domestic roles often mean they are particularly affected by the environmental impacts of EI operations.

EI often means loss of land, with unique implications for women

EI often means the conversion of land to new uses – either for extraction itself, or for support infrastructure (roads, ports, housing, clinics, and offices). This can mean the loss of subsistence agriculture and farmlands and cutting off access to resources like water and food. In many countries, men are typically land titleholders, so men are more likely to be the ones compensated for loss of land, even if it is women who work the land and are equally – if not more so – impacted by the loss, in terms of access to fresh water, vegetable gardens, gathering firewood, accessing food, and ceremonial uses. Women may not see much or any of the compensatory money, reducing their resiliency from these changes and their ability to provide for dependent family members.



*Women gathering firewood
(World Bank, COC photo collection)*

When EI changes or pollutes the local environment, women often have a more difficult time gathering water and finding food. When these tasks take more time and effort, women and girls often have less time for other activities – such as schooling or other work.⁴² Where EI pollutants or conversion of land means that clean water is less accessible, basic tasks such as washing clothes and cooking food

become more arduous and, even worse, children and family members may be sickened by dirty water, meaning that mothers must then devote more time to seeking and giving family health care, taking time away from income generation, farming, or other tasks that might benefit the family or community.⁴³ Where women are employees of EI companies, this can also translate into a business cost to EI operators.

Losing access to gardens and pollution of water can also make subsistence farming more difficult and time consuming, which, combined with cash incomes from mining employment, can create a shift away from locally harvested foods toward processed foods. Communities can be unprepared to prevent and overcome unintended health consequences. In Papua New Guinea, women are concerned that this has introduced previously unheard of lifestyle diseases such as obesity, diabetes, and high blood pressure which the community is not familiar with, which can reduce ability to work (for patient or caretaker), and increase health care costs for individuals and communities.⁴⁴

EI can also cause significant air pollution that is hazardous to the health of local communities, and often particularly dangerous to women's reproductive health. Community members near the BTC oil pipeline in Azerbaijan, for instance, complained that they suspected that air pollution from gas flaring was causing increases in stillbirths.⁴⁵ As with polluted water, not only does this type of pollution damage community-company relations, and have the potential to seriously damage corporate reputations, it also costs companies in terms of lost work.

Recognizing these environmental impacts, many EI companies have instituted programs to reduce and mitigate these negative effects both for their workforce and for all members of local communities. While this can yield positive outcomes, such as improved access to clean water and electrification, in many communities defining who is eligible for these benefits is difficult. Often, these determinations are made in community consultations, in which women are underrepresented, and therefore often undercompensated.

Losing traditional livelihoods, and excluded from new opportunities, women may be neither able to meet the needs the land once served – i.e., water, food – nor to offset the loss with compensation or EI-related employment. For women living or working on land as tenants, this situation is even graver, as they have even less recourse when the land is converted for EI use. When both formal and subsistence agricultural opportunities for women disappear, women have no choice but to leave the area or are forced into minimal wage, menial jobs or even prostitution to survive.⁴⁶

⁴³The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru: Volume 1, Improving Impacts on Women in Poverty and their Families." 24.

⁴⁴"Think Globally: Help build a PlayPump," Fool.com, Nov. 16, 2008 <<http://www.fool.com/investing/international/2007/04/12/global-gains-playpumps.aspx>>

⁴⁵McGuire 2.

⁴⁶Bacheva 21.

⁴⁷The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru: Volume 1, Improving Impacts on Women in Poverty and their Families." 67.

Policy Recommendations for Addressing Gendered Impacts of Changing Environment and Land Use⁴⁷

To ensure women are not negatively impacted (socially, economically, culturally) by changing environmental conditions and land use, EI companies can:

- Conduct open, representative and participatory community meetings with women to determine the environmental impacts of EI, and implement steps necessary to offset negative implications (such as building water pumps, improving infrastructure, increasing electrification) (4)
- Conduct social mapping, including gender aspects, to fully understand land use and ownership – legal and customary – so that all affected parties are directly and appropriately compensated where land is converted for use by EI and, in particular, put in place necessary safeguards for non-land owning tenants (4)
- Provide opportunities for participatory monitoring of environmental impacts and mitigation measures ensuring that women’s representatives are fully involved (4)
- Provide support, in particular to women subsistence farmers, to enhance the productivity of subsistence farming (4)

Selected Key Indicators

- Percentage of women who report access to/size of garden has been reduced because of EI (4)
- Percentage of women who report receiving satisfactory compensation for being displaced from gardens that they have been tending (4)
- Percentage of women who report access to sacred lands had been negatively impacted. (4)
- Percentage of women who report that access to clean water has been reduced (27)
- Percentage of women who report that access to electricity has improved (31)
- Number of water related illnesses reported at local health center (27)
- Number of air-pollution related illnesses reported at local health center (28)

COMMUNITY CONSULTATIONS

EI companies and governments are increasingly working together with communities to ensure a social license to operate, and to ensure that communities benefit directly from extraction, through royalties and corporate investment in the communities. Often community opinion and priorities are expressed through consultative processes, which can provide communities with the opportunity to

⁴⁷See sections A and D of Annex 1 for more thorough list of activities and indicators. Numbers in parenthesis after actions and indicators indicates corresponding point in Annex 1

express concerns and opinions about local EI operations and related activities, and to express their priorities for how EI royalties and corporate social investments should be spent. Where this consultation is participatory and open to all community stakeholders, this process can be crucial to productive discussion- and decision-making surrounding EI.

Inclusion of women in these consultations is essential to obtaining a valid social license to operate, and to ensuring that use of mining revenue reflects the views and priorities of all community groups and not just the community leadership, who are typically men. Unless the views of all groups are obtained, priorities may not meet the needs of the



*Community consultation in Burkina Faso
(World Bank, COC Photo Collection)*

poorest and most vulnerable in the community. All too often, women are excluded from these consultations. In some cases, the EI company may ask a public official – frequently male – to convene the community gathering but only men are invited, or women are invited but not given the opportunity to speak; or a meeting may be called as open to all, but at a time when women are not able to attend. In some instances, EI companies invite only men for fear of violating local customs. In other consultations, companies assume that women exercise some control or influence over their husbands implicitly, or that husbands have consulted their wives, such that the men speak for the women’s needs as well. This is often not true, and overlooks women without husbands.⁴⁸

In terms of obtaining the buy-in and accord for EI operations (not just women and men, but different social groups as well), failure to include all stakeholders can mean that key priorities and concerns may be overlooked, such that agreed ‘social license’ reflects only a part of the community.⁴⁹ Women’s buy-in is essential to enduring agreements: some companies even reported that while agreements with women are harder to reach, they last longer and are more definitive. In Peru, mining companies have found that failing to incorporate women into the planning of mining operations risks having these decisions overturned later.⁵⁰

Community consultations are also essential to decisions on how to allocate EI royalties and community development funds. When women are included, programs tend to be more focused on the community’s immediate development needs, including health, education, capacity building and nutrition, and focused more on medium-long term infrastructure projects. Where only men’s voices are heeded,

⁴⁸The World Bank. “New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru.” 29, 30.

⁴⁹*Ibid* 31.

⁵⁰*Ibid* 36.

⁵¹*Ibid* 4.

evidence shows that community funds tend to be used for projects with lower development impacts, or less wide-spread interest, such that these investments do less to improve key development indicators on health, education, and sanitation.⁵¹ For example, if funds are available for health care improvements, men are more likely to propose investments in health care facility improvements or new buildings, whereas women largely prefer to leave the building as is and instead use the funds to put medicines on empty shelves and hire nurses or health care professionals to improve available care and services. Thus, including women's voices in community consultations about proposed EI activities, as well as in budgeting discussions can mean that operations are more sustainable and supported by the community, and that revenues are spent in more socially beneficial and sustainable ways.

In all of these consultations, companies (as well as donors and civil society) should be focused on supporting the community in expressing and determining their own priorities, rather than trying to shape community interventions and programs according to company or donor agendas.

“The men came presenting projects of road construction – but the women wanted to tackle their health and nutritional priorities. Five years later, after pouring money into the area of infrastructure we are seeing the same levels of unhappiness in the house. Perhaps the women were right.” (The World Bank, “New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru: Volume 1, Improving Impacts on Women in Poverty and their Families.” 6.)

Gender is not only an important issue in terms of company profitability and community sustainable development, but is also an increasingly important social issue to governments, donors, and NGOs and is starting to emerge as a reputational issue for EI companies. EI companies with strong commitments to social responsibility and sustainable development want their investments to yield change and to see gains made in key development indicators. Additionally, as socially responsible investment and practice become increasingly important to stakeholders and the public, there is increasing evidence that responsiveness to social issues can also be a factor important to credit-worthiness. Investment in women, and ensuring their input into consultative processes, is a necessary prerequisite both for effective and efficient investment and development outcomes, as well as for building reputational capital.⁵² And obtaining and incorporating women's views and concerns at the outset can reduce management time spent later on responding to investors' concerns and resolving conflict within the community, to free up time for core business activities.⁵³

However, it is important to note that while including women's voices is key to effective community consultations, it is important to note *which* women are

⁵²Arpel 5.

⁵³The World Bank, “Fact Sheet: Women and the Extractive Industries,” (Washington: The World Bank, 2008) 2.

participating. Not all women within the same community share the same social, economic, and cultural concerns. In some communities, some women are far more empowered or likely to participate in consultations than are other women, and these women may not be representative of all the community's women in their concerns or priorities. In some communities, for instance, wives of politicians frequently participate in community forums, while poorer women do not. In other scenarios, religious mores influence which women participate and which women do not, so even where a variety of economic opinions may be represented in a consultation, the concerns of various stakeholder groups may be overlooked. In some communities, while EI companies are sensitive to the need to include women in consultations, this 'elite capture' of the discussions, by a select group of women, may not be evident to EI company consultation organizers, and may therefore jeopardize the representativeness of the discussion and outcomes. Therefore, including women is a necessary but not sufficient condition for ensuring that the concerns of the communities' women are included – rather, a cross section of women, representing a variety of opinions, is crucial. Furthermore, the benefits of well intentioned community programs and actions can be lost in communities where women's groups are divided and unable to reconcile their differences.

ARTISANAL AND SMALL-SCALE MINING (ASM)

Policy Recommendations for Ensuring Diverse Women's Participation in Community Consultations⁵⁴

In order to ensure that women are included in all consultations and community decision-making processes – such that programs do not overly disadvantage women, and such that investments reflect the priorities and concerns of the whole community - EI companies can:

- Conduct community mapping, with input from diverse local stakeholders, to encourage women's participation in community forums. This mapping should include consultations to determine the most appropriate times and locations to hold meetings, to ensure that women will be able to participate given their childcare and other home and work responsibilities. (13)
- Use participatory mechanisms (opportunity rankings, community score cards, etc) during consultations to solicit suggestions and opinions, and to allow anonymous but fair voting on projects, criteria, and investments, thereby facilitating equal participation by men and women. (13)
- Include women among community leaders consulted at all stages of EI, (from exploration to closure including retrenchment if it should occur), as well as for all community programs for spending EI-related revenue. (14)

⁵⁴See section D in Annex 1 for a more thorough list of activities and indicators. Numbers in parenthesis after actions and indicators indicates corresponding point in Annex 1.

Selected Key Indicators

- Number of women with positions on community decision-making bodies (13, 15)
- Percent of positions on community decision-making bodies held by women. (13, 15)
- Number of women-focused civil society groups (female-focused membership; women's empowerment focus) and percent of women who attend one or more such groups (13)
- Ratio of women and men attending recent community consultation meetings (24)
- Percent of women attending the last community consultation who spoke during the consultation (14)
- Ratio of number of proposals made by women to number of proposals made by men to receive funding for community projects (14)
- Percent of community funds spent on projects in part or in full directed at women's needs or activities (14)
- Percent of community funds spent on services (as opposed to buildings or infrastructure) (14)

While women are often excluded from more formalized large scale mining employment, many work extensively along with children and other family members in artisanal and small-scale mining in communities where it takes place.⁵⁵

But ASM can be a demanding, dangerous, and often only marginally profitable sector for women, and job opportunities in ASM, even more than larger scale mining, can increase women's burden of working both outside and inside the home.

Small-scale miners are typically paid based on delivery of product, so women may work all day, but earn little cash income, and still be responsible for additional work and responsibilities at home.⁵⁶ Working in communities where there are often few, if any other cash generating alternatives, women may work extreme hours, including at night, and even while heavily pregnant, but with no benefits or security.⁵⁷ Furthermore, even in artisanal mines, women may have little control over resources.⁵⁸ Evidence indicates that women often work longer hours than men, but



*Artisanal miners in Burkina Faso
(World Bank, COC Photo Collection)*

⁵⁵Hinton, Veiga, Beinboff 7

⁵⁶Bureau for Gender Equality. "Girls in Mining: Research Findings from Ghana, Niger, Peru and the United Republic of Tanzania." Geneva: ILO, 2007. 10

on average earn four times less than male counterparts, a discrepancy which forces many women to look for additional work, increasing their time poverty and even resulting in women taking equally if not more dangerous work like prostitution.⁵⁹

Small-scale mining tends to be much more unsafe compared to larger mines: small-scale and artisanal miners use less protective gear, and mining is less regulated, has poorer infrastructure, and is often more dangerous.⁶⁰ In small-scale mining, women often conduct the processing activities, sometimes in the home, exposing women and their families to harmful chemicals such as mercury used to extract gold from ore, with minimal ventilation and protection, in confined spaces. Women of childbearing age and children are frequently more susceptible than men to health risks from some of these agents – for instance, women of childbearing age are more susceptible to methylmercury poisoning, which can easily be transmitted to fetuses in utero, and can cause serious developmental problems for babies, infants and children.⁶¹

We have talked to a molinero who recently lost his brother with mercurialism symptoms. According to [the molinero], his brother, who used to take care of the [gold] amalgamation work, died due to kidney problems, breathing deficiency and swollen heart. As [the molinero] was telling his story, his helper, now a woman was burning amalgam in a shovel. At this point, he said: "From now on I will be inside my office when she burns the amalgam." (Hinton, Veiga, Beinhoff 10)

Girls are often employed in small-scale mining as well, and evidence indicates that in some countries, girls are actually employed in the field more often than boys. An ILO study of ASM in Tanzania indicated that girls were, on average, younger and worked more hours than boy laborers, perhaps in part because boys have more autonomy over their time, while girls are more under the control of older male relatives.⁶² Girls are frequently employed directly in surface mine workings, as well as peripherally, bringing food and drink to miners, or working in mine bars and restaurants. Such peripheral work often leads to sex work, as early as ages 10-12, which can contribute to the spread of HIV/AIDS and other STDs.⁶³ In some parts of India, sexual abuse is so widespread that these girls face extreme stigma, and are often deemed “unworthy” for marriage.⁶⁴ For both boys and girls, work in mines typically means time away from school, and can cost families and communities the development gains of a well educated populace. The environments can be particularly dangerous both in and around the vicinity of mine workings. Children are often used to transport materials and food into the mine, exposing them to dangerous physical environments (uneven terrain, jagged rocks on the ground, and

⁵⁹MAC 2008.

⁶⁰Hinton, Veiga, Beinhoff 2.

⁶¹Ibid 8.

⁶²Bureau for Gender Equality 5.

⁶³Hinton, Veiga, Beinhoff 10, 11.

⁶⁴International Labor Organisation (ILO). “Out of Sight: Girls in Mining.” 13 September 2007.

http://www.ilo.org/global/About_the_ILO/Media_and_public_information/Feature_stories/lang-en/WCMS_084034/index.htm#1, November 16, 2008.

⁶⁵ILO 2008.

⁶⁶MAC 2008.

“Girls are involved in more and more hazardous occupations deeper into the interiors of the mine, but at the same time they are also upheld to their traditional female responsibilities in the home. The result is that girls in mining communities are forced to juggle their domestic tasks with other paid or non-paid work. Often, girls are performing just as hazardous tasks as boys, working longer hours, with a greater workload and often have a lesser chance of schooling, withdrawal, or rehabilitation.” Girls in Mining: Research Findings from Ghana, Niger, Peru, and the United Republic of Tanzania, 1.

falling rocks) as well as harmful air-borne, river borne and ground present toxins. Such exposure can be especially dangerous for children and girls.⁶⁵ Women and children, particularly, who work in or around mines may suffer gastroenteritis; inflammation of the lungs; respiratory infections; spinal damage; damage to the back and neck, while employed and later in life, as well as frequent cuts and bruises and damage to joints.⁶⁶

Policy Recommendations for Addressing Gendered Impacts of Small Scale Mining⁶⁷

In order to minimize the negative implications of ASM for women, and maximize the benefits, local governments can:

- Conduct public service announcements about the dangers of working without proper protection, especially the potentially unseen health risks of exposure to toxins (23)
- Increase local government presence to better enforce regulations on small-scale mining to reduce child labor and improve the safety and health impacts of working conditions (28)
- Provide training and extension services to improve mine workings and reduce safety and health risks including providing incentives for the use of retorts to reduce toxic emissions from gold recovery (28)
- Provide support to families to send girl children to school, to offset wages that might be earned keeping them out of school (31)

Selected Key Indicators:

- Percentage of women in community who work in ASM (12)
- Percentage of girls working in ASM not attending school (31)
- Percentage of girls working in ASM attending school (31)
- Number of reported cases of sickness and ratio of male and female sickness due to hazardous materials exposure (28)
- Number of reported cases of injury and ratio of male and female injuries due directly or indirectly to small-scale mining (28)

⁶⁵ILO 2008.

⁶⁶Bureau for Gender Equality 7.

⁶⁷See Sections C and E, in Annex 1 for a more thorough list of activities and indicators. Numbers in parenthesis after actions and indicators indicates corresponding point in Annex 1

WHAT IS GOING RIGHT?

While there is still much to improve in EI projects across the world, there are several success stories from which to draw encouragement and inspiration. Many EI companies take seriously their obligation to the communities in which they operate, often providing educational and health benefits to the communities, far beyond what could have been provided by the government. And where women and communities are still facing social, economic, and environmental concerns created by EI interventions, there are an increasing number of examples of women organizing to address these issues.

The World Bank is focusing on better understanding the gendered impacts of EI, and ensuring that all relevant World Bank projects consider and safeguard against disadvantaging men or women, as well as other vulnerable groups. This publication includes a new and unique set of indicators for helping a variety of stakeholders assess the impact of gender-sensitive programs in EI contexts. A set of guidelines has been produced for team leaders to mainstream gender into extractive industries projects.⁶⁸ These guidelines provide step-by-step guidelines for integrating gender into EI projects, highlight key risks and benefits to women, and suggest possible measures to mitigate risks and enhance benefits for women. Additionally, a study is being conducted in Africa and the East Asia/Pacific Regions to gain more data on these issues, and further research is being commissioned.

The World Bank has also initiated several innovative projects to empower women in EI communities around the world.

- In Papua New Guinea (PNG), the World Bank and PNG Department of Mining have sponsored a series of workshops on gender and mining, which have led to the identification of gender-specific issues and potential solutions. These workshops have led to the preparation and publication of a five-year National Women and Mining Action Plan. As a result of the topics raised in these World Bank-funded conferences, results of these meetings have included micro-finance and microcredit programs, literacy and skills training, the establishment of gender desks at each of the major mining operations, improved HIV/AIDS awareness and counseling for victims of abuse. The World Bank will also provide financing for an upcoming small grants programs. Mining companies are funding women's programs and projects as part of their community development programs⁶⁹ and women are now taking a more central role in village planning committees, and discussions about the future of mining in their communities.⁷⁰

⁶⁸Forthcoming: The World Bank. "Mainstreaming Gender into Extractive Industries Projects: Guidelines for TTL" (Washington, DC: The World Bank, 2009).

⁶⁹Baig, J. and Wissik, D. "Women in Community Development – Experiences from the Kainantu Gold Project." (Kainantu: Highlands Kainantu Limited, 2005) 2.

⁷⁰The World Bank, "Brief: Extractive Industries and Women" (Washington: The World Bank Group, 2008)

- **Kecamatan Development Project (KDP):** This World Bank-funded community program in Indonesia supported the empowerment of women by promoting their participation in community decision making on the selection of infrastructure projects. This was achieved by using female facilitators in council meetings and initiating a competitive reward for promoting women's participation. KDP helped liberate women from time burdening tasks such as walking and collecting water. A gravel road was built to the local rice paddies to ensure easy transport of the rice for women and reduced their time burden in traveling to and from the paddies. In a nearby village, a water pipe was built through a dense forest to pipe water directly into the village, thereby reducing the time women spent collecting water. A women's engineering program has also been established. Over the course of these projects, women's status has progressively improved with women now initiating 55% of proposed projects across 23 provinces.⁷¹
- In **Poland**, the World Bank has supported training of 24 women leaders from communities impacted by EI downsizing and mine closures. These women leaders have mobilized considerable grant funding, including from European union sources and are now able to provide leadership in their communities on topics including women's health issues, domestic violence, alcohol and substance abuse, poverty alleviation, small business development, employment counseling, public relations, legislation, public speaking, and entrepreneurship.⁷²
- In **Ghana**, the IFC-supported Newmont Gold Ghana Ltd is offering innovative programs to support both men and women, through promoting the hiring of women, support to small and medium enterprises – with special focus on supporting female entrepreneurs – and the recruitment of a gender specialist to ensure equitable participation in community consultations.
- The IFC is providing support to Lonmin in **South Africa** to meet its goal of a 10% female workforce by the end of 2009 and to enhance its community relations with women and women's groups.
- With the support of the Communities and Small-scale Mining (CASM) facility, housed in the World Bank/ IFC, an **African Women in Mining Network (AFWIMN)** was launched during the 2003 CASM meeting. As of 2007, 23 countries had registered chapters.⁷³ Individual chapters, as well as the national network have worked with governments on programs such as promoting the use of coal briquette stoves, and have lobbied international forums like the African Union to promote women in mining.⁷⁴

⁷¹The World Bank. "IDA at Work" 4.

⁷²The World Bank. "Brief: Extractive Industries and Women" 2008.

⁷³Tanzania Chapter, AFWIMN. "African Women in Mining Network (Tanzania Chapter) : AFWIMNTZ Business Plan for Manufacturing Coal Briquettes [sic] for Domestic Energy Fuel as Substitute for Firewood and Charcoal." <http://74.125.95.132/search?q=cache:eF16Xb5clcj:www.bidnetwork.org/download.php%3Fid%3D108895+%22African+Women+in+Mining+Network%22&hl=en&ct=clnk&cd=5&rl=us>. January 21, 2009.

⁷⁴Panapress. "Women miners petition AU for support." May 7, 2005. <http://www.panapress.com/newslatf.asp?code=eng086663&dte=05/07/2005>. January 21, 2009 IPP Media. "Women in league for coal fuel use." June 30, 2006. <http://www.ippmedia.com/ipp/guardian/2007/06/01/91632.html> January 21, 2009.

In recent years, gender issues have received attention in all major continents and national and international gender and EI events have taken place in Australia, India, Papua New Guinea, Peru, and South Africa, and Mongolia.

Selected International Conferences and Workshops on Gender and the Extractive Industries

Australia

- Mining, Gender, and Sustainable Livelihoods Workshop, Canberra, Australia, 2008. <http://empoweringcommunities.anu.edu.au/workshop.php>
- Indigenous Women and Mining Workshop, Karratha, Western Australia, 2004.

India

- Third Annual International Women and Mining Network Conference, Visakhapatnam, India, 2004

Papua New Guinea:

- Pacific Women and Mining Conference, Madang, PNG 2007
- Women in Mining Conference, Madang, PNG, 2005.
- Women in Mining Conference, Madang, Papua New Guinea, 2003

Peru

- Fifth Annual Conference on Women in Mining, Trujillo, Peru, 2008.
- Fourth Annual Conference on Women in Mining, Ica, 2006.

CASM

- 2007 Annual Meeting, Mongolia. For more information and links to these events, please visit: www.worldbank.org/eigender.

A number of coalitions and women's associations have also begun forming, particularly in the mining sector around the world. This list of women-focused organizations is far from exhaustive, as there are many organizations dedicated to the social, environmental, and economic impacts of mining at the community level.

- **Tanzanian Women Miners Association (TAWOMA)** and the **Female Mining Association of Tanzania** includes 300 members, or approximately 26% of Tanzanian women involved in small-scale mining. TAWOMA provides advocacy, market research, fund-raising and business development opportunities for women. TAWOMA and the Female Mining Association have worked together to lobby for quotas of mining land to be dedicated to small-scale women miners, and TAWOMA has also helped members to obtain titles for members' individual and group mining lands.⁷⁵ Contact: tawoma@yahoo.com
- **The International Women in Mining Network** (*Red Internacional Mujeres y Minería*, RIMM) is an international organization that is dedicated to bringing together women from around the world to work for justice for women in mining communities. The organization, with a secretariat headquartered in India, has members from 28 countries.⁷⁶ Website: <http://www.rimmrights.org/>

- **Oxfam Australia** has organized numerous workshops and conferences to bring women and communities together around the issue of gender and mining, particularly in the South Pacifica and Australia.⁷⁷ Website: <http://www.oxfam.org.au/campaigns/mining/women/>
- The **Porgera Women's Association**, founded in 1995, is now comprised of 65 groups involved in microcredit, literacy projects, and agricultural and environmental activities in Papua New Guinea.
- A **South African Women in Mining Association** was founded in 1999, with support from South Africa's Minister of Minerals and Energy, Phumzile Mlambo-Ngucka, with the objectives of helping informal groups obtain rights and licenses for mining, and for promoting women's employment in the mining sector.⁷⁸

⁷⁷International Finance Corporation. "Integrating Women into Mining Operations." (Washington: The World Bank Group, 2007) 4.

⁷⁸International Women in Mining Network. "About us." <http://www.rimrights.org/profile.htm> January 21, 2009.

⁷⁷Oxfam Australia. "Women in Mining: Conferences and Workshops." <http://www.oxfam.org.au/campaigns/mining/women/conferences.html>. Nov. 16, 2008.

⁷⁸South African Women in Mining Association. "Background." <http://www.sawima.co.za/> Nov. 16, 2008.

WHAT CAN BE DONE TO ENHANCE OUTCOMES FOR ALL?

Given this understanding of how EI, and EI related programs, differently affect men and women, safeguards, interventions, and policies must be made sensitive to these issues, and gender equity and women's empowerment must be promoted in the EI context. Key stakeholders in this commitment should include mining companies, national and regional governments, as well as civil society and communities themselves. This chapter provides a selection of suggested for actions and considerations by each of these stakeholders. For more indicators and activities, Annex 1 provides a list of activities, indicators, outputs, and outcomes for successfully implemented gender-sensitive activities.

Governments including Ministry of Energy and Mines can take actions in the following areas:

Health and Education

- **Improve health and education:** Governments can strengthen local health outcomes by increasing investment in local health centers, with particular attention to EI-related illnesses and injuries, and by increasing local ownership and local accountability in health centers. Investments should be made in improving health seeking behavior and awareness of health concerns, particularly regarding mineral processing and extraction, and sexual activity. Investments should be made in HIV/AIDS awareness and treatment, as well as in determinants of health such as easy access to clean water and improved sanitation facilities. To improve education, governments can invest in schools, and reduce school fees or create incentive programs to encourage students to attend, introduce programs to improve local accountability between schools and communities, and invest in programs to promote and create awareness of the importance of education, particularly for young women.

Employment and Economic Empowerment

- **Promote employment opportunities for women:** At the national as well as local level, governments and EI companies should work to promote economic opportunities specifically for women, by strengthening the enabling environment for women to work (such as legislation mandating equal pay for equal work and gender-sensitive benefits), and encouraging employment of women by EI companies and suppliers.
- **Clarify existing laws and regulations:** Ministries, working in close collaboration with other involved government ministries or agencies, should provide EI companies and civil society with clear requirements and documentation of existing (and proposed)

laws and regulations regarding equitable treatment of men and women, meaningful and diverse community consultation, and community rights to access and accountability mechanisms. Such information needs to be provided both to EI companies, as well as to civil society, to ensure social accountability.⁷⁹

- **Promote women's empowerment:** Actions to encourage female labor force participation should be coupled with activities to support women's empowerment – targeting men as well as women. Activities to promote women's empowerment can include providing literacy programs for adult women, vocational training and business skills development and promoting women entrepreneurs through start-up grants for women, increasing access to credit and financial services, increasing access to microcredit, promoting women's land ownership, and facilitating women holding resources in their own names.⁸⁰
- Additionally, programs should address traditional gender roles and stereotypes about women's roles, to ensure that increased economic opportunities do not create an undue burden on women working both outside and inside the home. This might include support groups for women and families, providing childcare for working women, and focusing resources on improving infrastructure so as to lessen domestic burdens and improve access to markets.⁸¹
- **Improve monitoring and evaluation, reporting requirements:** Ministries should support increased monitoring and evaluation of gender-specific indicators, both in target regions and nationally, to provide both baseline and progressive information on how EI projects affect women, economically, as well as socially. This information should be collected in such a way as to explore the effects of EI on men, women, and gender relations.

“Women imagine that mining is about drilling rocks. It is not only that. Mining is about the whole value chain and there are multiple areas in which women can be involved besides drilling.”

Smangele Mnogomezulu, South Africa Women in Mining Association

Social Empowerment

- **Develop stricter mandates for EI companies, in terms of engagement with local communities:** Ministries of Energy and Mines, working in close collaboration with other government ministries or agencies responsible for social, gender, and women's issues, should provide guidelines and require evidence of a more substantive commitment of EI companies to understanding gender impacts and relations in impacted communities, to consulting both men and women on proposed activities, in ways that allow both to genuinely express perspectives and concerns, and to understand how activities will impact men, women, and gender relations within a community. The Ministry may enforce this by requiring gender-equal consultative processes and by specifying gender-sensitive information that must be included in all documents to be submitted to the Ministry, from Environmental Impact Assessments and Environmental Management Plans to mine closure proposals.⁸²

⁷⁹The World Bank. “New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru.” 13.

⁸⁰Dutt 14-15

⁸¹Ibid 14-15.

Provincial and local governments can take actions to:

Social and Economic Empowerment

- **Support women's participation in regional development:** Ensure that women are included in regional and local development planning committees, in EI Review Committee meetings, and in all consultations regarding all phases of EI project planning, implementation, operation and closure.
- **Ensure representative structures:** For government-managed social or community development funds, reinforce rules regarding participation and consultation of women, ensuring that mandates on participation and representation are carried out in a meaningful and substantive way at the local level.⁸³
- **Promote capacity building:** Provide support and capacity building to women's organizations, in terms of their registration as organizations, access to funding, development of organizational skills, budgeting, vision, and mission, in the formulation and implementation of projects and their inclusion in the public participatory processes.⁸⁴
- Provide childcare for working women, in all industries.
- **Enforce gender monitoring and regulations:** Regional and local governments should take responsibility for ensuring that national gender-related directives are implemented on the ground, by engaging with civil society, to promote women's participation in forums and consultations.
- **Gather gender-disaggregated information** on hiring in EI companies and EI company suppliers, and share these with EI companies, donors, and civil society.
- **Appoint a gender focal point** at the local and provincial government level, with sufficient authority to impact policy and decision-making.
- **Establish informational mechanisms** through gender-sensitive training of staff in key local structures such as the police, or health posts – to gather information on risks experienced by women as a result of EI, and set up a multi-sectoral facility for addressing these risks.⁸⁵
- **Encourage and support local banks** to promote women's access to financial services and access to loans.

Small-scale and Artisanal Mining

- **Increase local government presence** to better enforce regulations on small-scale mining.
- **Conduct public service announcements** about the dangers of ASM, particularly negative health impacts on women, and how to mitigate them.
- **Subsidize girls' education**, to encourage families to send girls to school, rather than to mines.

Extractive Industry Companies can take actions to:

Health and Education

- **Working with local governments and EI companies on programs** to prevent or provide support in cases of domestic abuse, alcohol or drug abuse.

⁸²The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 13.

⁸³Ibid 14.

⁸⁴Ibid 14.

⁸⁵Ibid 14.

- **Provide HIV/AIDS awareness programs**, including public service announcements, counseling and screening, and condoms with paychecks.
- **Encourage girls' education:** Work with governments on programs to encourage primary and secondary education, including potential subsidies for families to keep children in schools, where families may face pressure to have children work in mines instead.
- **Work with local government and civil society** on programs to prevent or provide support in cases of domestic abuse, alcohol or drug abuse.
- **Support adult female literacy.** While educating children is clearly the responsibility of government, EI companies can create huge good will among community women's groups at modest cost by providing literacy training and courses for illiterate adult community members.

Employment and Economic Empowerment

- **Encourage female employment in EI and make EI work more gender- and family-friendly:** Provide maternity leave, gender-segregated bathrooms and changing facilities, provide cribs for children.
- **Ensure equal pay for equal work.**
- **Promote women's employment in spin-off and service provider employment** opportunities by obtaining data, developing good practice examples to be shared among suppliers and possibly providing incentives (e.g. in bid evaluation criteria) or setting targets for suppliers.
- **Undertake shift pattern assessments** to ensure the most family-friendly shifts for men, women, and/or families hired.⁸⁹
- **Provide women with female-friendly equipment, uniforms, and facilities** in the workplace.
- **Increase economic empowerment of women:** Consider programs to pay part of wages directly to women, while conducting sensitization to diminish negative reactions to such an arrangement.
- **Increase employment opportunities for women at all levels.** Simultaneously, conduct sensitization for families on the benefits of women's economic empowerment. Conduct careful and frequent impact assessments to ensure that women are not being over burdened.
- **Design participatory monitoring and evaluation system** for impact assessments of effects of EI on gender.
- **Appoint a gender focal point:** EI companies should each appoint a gender focal point in their company at the local intervention level, as well as at the national level (where there are multiple interventions). Such a position should include developing a thorough understanding of how the company's activities affect men and women differently, and how/whether men and women are equally able to enjoy the benefits of the Company's activities, or those associated with EI. This position should be full time, and also be clearly mandated with an understanding of how EI activities impact relationships between men and women, and should help ensure women's equal access to benefits and protection from risks.⁸⁷

⁸⁶The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 14.

- **Include women in community consultations: Ensure women are equally represented in community consultations:** Mandate significant representation of both men and women in consultations, but research and ensure that consultations are conducted in a way that is acceptable to both men and women (for instance, provide childcare to facilitate women's participation; attempt to schedule meetings at a time of day which is least disruptive to women's family obligations, etc). If mixed male-female consultations are not effective in allowing women to express concerns or ideas, undertake single-sex workshops as well.⁸⁸
- **Define clear strategies for gender-sensitive EI activities:** EI companies, at both the local and corporate levels, should invest in better understanding how their activities impact women across their interventions. At the corporate level, companies need to define and prioritize ensuring that women in local communities do not disproportionately feel the negative effects of EI, and need to mandate that country- or local-level interventions account for steps taken to assure this.⁸⁹
- **Provide gender-sensitive training and establish informational mechanisms** through gender-sensitive training of supervisory staff and in key structures such as EI site security – to improve gender awareness and gather information on gender aspects of company operations.
- **Provide safeguards for land tenants:** In addition to consulting with both male and female landowners and providing compensation for land taken for EI construction or operations, companies should also identify the tenants of any land used and provide safeguards and compensation to the tenants – particularly female tenants – who are vulnerable to eviction and loss of livelihood and food security.⁹⁰
- **Provide support to female subsistence farmers** to enhance productivity of farming.

Social Empowerment

- **Conduct social mapping** to ensure that all social and economic groups, and women from all of these groups, are included in community forums. Ensure that women are invited to participate in all community forums, and where necessary, conduct independent women's consultations to ensure that women feel comfortable expressing themselves.
- **Conduct gender sensitization activities:** Conduct meetings and trainings on gender awareness and the advantages of gender equity, for employees, as well as for the community at large, highlighting the specific changes or interventions that will be adopted, to ensure that men and women understand and embrace activities which may run counter to tradition.
- **Work to create an environment free of harassment of women,** both in the workplace and in the community at large, so that women are freer to engage in social and economic activities.
- **Support capacity building for women, as well as capacity building and financial support for women's organizations:** While it is not part of their core activities, companies can create substantial good will and improved reputation by providing

⁸⁸The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 14.

⁸⁹Ibid 14.

⁹⁰Ibid 14.

⁹¹Ingrid Macdonald. "Tunnel Vision : Women's Rights Undermined." (Unpublished Remarks, Madang, Oxfam Community Aid Abroad, 2003) 7.

capacity building opportunities for women's organizations, in terms of mission and vision, registration, development of organizational skills, funding, budgeting, and formulation and implementation of projects.

- **Conduct social mapping, including gender mapping**, to fully understand land use and ownership – legal and customary – to understand land and resource use patterns.
- **Conduct open, participatory community meetings** to determine the environmental impacts of EI, and implement steps to offset negative implications. Provide opportunities for participatory monitoring of environmental changes.

Civil society, including communities themselves can take actions to help government, communities and EI companies to better understand the impact of EI on women, as well as raise awareness of the issues and hold government and EI companies accountable for how they have responded on these issues. Activities may include:

Economic and Social Empowerment

- **Ensuring that women's groups will be well represented** in community leadership and decision making bodies
- **Promoting women's empowerment** through capacity-building programming that promotes women's education, health, social engagement, and economic opportunities.⁹¹
- **Undertaking and disseminating research** on how women are impacted by EI in specific communities.⁹²
- **Taking women's views into account for determining community expenditures and investment programs and to support funding women's programs**
- **Developing or identifying existing training materials** to better educate government, EI companies, and other civil society groups on what is a gender-sensitive approach, and how to improve gender sensitive programming.⁹³
- **Conducting activities to educate the whole community** about what why women's economic, social, and political opportunities benefit women as well as the whole community.⁹⁴

Donors can take actions to:

- **Energize all stakeholders to conduct internal assessments and audits of their gender sensitivity and expertise**, keeping in mind the human rights, development, and business cases for ensuring that EI does not exacerbate or create problematic gender relations, and that EI processes promote and capitalize on women's active engagement in business and development.
- **Encourage all stakeholders to invest in partnerships** with other stakeholders to maximize communal expertise, and take communal action, on the gender impacts of EI.
- **Prepare their own gender-related project guidelines** taking into account initiatives included in the World Bank's publication: *Mainstreaming Gender in the Extractive Industries: Guidelines for Task Team Leaders*.

⁹¹The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 15.

⁹²The World Bank. "New Approaches for Improving the Development Outcomes of the Extractive Industry in Peru." 15.

⁹³Ibid 15.

⁹⁴Macdonald 9.

ANNEX 1: POTENTIAL INDICATORS FOR MONITORING AND MEASURING THE IMPACT OF A GENDER SENSITIVE APPROACH TO EI PROJECTS

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
A. ECONOMIC EMPOWERMENT OF WOMEN Improved economic empowerment of women in the Community		
1. Improved access to banking and micro enterprise systems	<ul style="list-style-type: none"> • Banks and microcredit institutions promote and accept women as loan recipients • Loans do not require countersignature of husband • Women have access to finance to start their own small businesses 	<ul style="list-style-type: none"> • Number of men v. women with bank accounts in their own names • % of men v. women the community with bank accounts in their own names • Number and amount of loans made to men v. women in their own names in past 6 months by accredited banks or microcredit institutions • Number of microcredit schemes which women can access • Number of pro-female banking regulations • Number of female-focused capacity building programs in EI communities • Ratio of female to male-owned businesses in EI community.
2. Improved participation of women and acceptance of women in community economic activities and decision making bodies	<ul style="list-style-type: none"> • Women are active participants in community consultations and forums • Women's views are taken into account when community takes decisions on how community income is to be spent 	<ul style="list-style-type: none"> • Number of men v. women who spoke at last community decision-making meeting • % of community funds spent on services (as opposed to buildings or infrastructure) • % of community funds spent on projects proposed by women v. men or specifically for women's services and needs

Impact: Improved development outcomes through increased access to EI benefits for women and decreased vulnerability to risk

ASSOCIATED ACTIVITY

- Prepare, implement, monitor and enforce banking regulations that remove any barriers to and facilitate women's equal access to finance (**Government**)
- Prepare, fund and implement, microcredit programs targeting women (**Government, possibly EI company community program; civil society**)
- Prepare, fund and implement training programs in small business skills to accompany microcredit programs (**Government, NGOs and possibly EI company community programs; civil society**)

- Conduct gender sensitization activities regarding women's right to work, control income and have a strong voice in community decision making (**Government, EI companies, civil society**)
- Take women's views in to account when deciding on activities and projects to be funded by company community programs (**EI companies**)
- Fund and provide childcare programs for women working in ASM or in supplier/spin-off businesses (**Government**)

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
A. ECONOMIC EMPOWERMENT OF WOMEN (cont'd) Improved economic empowerment of women in the Community		
3. Increased control of economic resources by women including right to own and other assets in their own names	<ul style="list-style-type: none"> • Increased share of household income controlled by women • Increased share of land and economic assets owned and under control of women • No decrease in economic empowerment of women, as men earn more cash, which is often spent outside the home 	<ul style="list-style-type: none"> • Ratio of small businesses or micro enterprises owned by women v. men • % of women owning small businesses or micro enterprises • % of local land owned by women • Share of earned household income controlled by women (%) • Ratio of women to men in community with land titles in their own names • Number of families that participate in programs to give women direct access to cash or in-kind wages
4. Women's economic empowerment not diminished through loss of land for farming and other land-based livelihoods,	<ul style="list-style-type: none"> • Size of gardens not decreasing, nor getting further away • Compensation for all displaced, not just landowners • Support to female subsistence farmers to improve productivity • No decrease in fish stocks, grazing land, hunting land without compensation 	<ul style="list-style-type: none"> • % of women who report reduced access to garden because of EI • % of those who report being displaced who received compensation • Percent of women who say their revenue has decreased, in terms of farming, fishing, hunting, or grazing because of EI • % of women subsistence farmers who report improved productivity as a result of extension programs • % of women who report access to sacred lands has been negatively impacted
B. EMPLOYMENT IN COMMERCIAL-SCALE EI OPERATIONS: Improved empowerment of women through EI-related employment		
5. Increased direct employment of women by EI companies	<ul style="list-style-type: none"> • Affirmative action initiatives and programs to increase hiring and employment of women by EI companies 	<ul style="list-style-type: none"> • Ratio of men to women's employment • Number of women employed by EI company in total: • Ratio of women employed in unskilled and skilled jobs to those in supervisory and managerial positions • % of women actively seeking work • % of men actively seeking work
6. Increased opportunities for women in supervisory and management in EI companies	<ul style="list-style-type: none"> • Recognition by EI companies of the value of including women in supervisory and management positions • Sensitization of the work force and community leaders regarding the benefits of women taking leadership roles 	<ul style="list-style-type: none"> • % of supervisory positions held by women • % of managerial positions held by women

ASSOCIATED ACTIVITY

- Prepare and implement any legal reforms needed to remove legal restrictions preventing women owning land or other assets **(Government)**
- Design and where feasible implement programs to help women access salaries directly **(EI companies)**

- Conduct community consultations (including participatory consultations with women's groups) to determine patterns of land use, including gender patterns (land use versus land ownership; disruption of land use for different purposes) specific impacts of EI on land use. Separate consultations by gender if necessary. **(Government, EI companies, civil society)** *(Note: See also point 3)*
- Use of participatory monitoring to monitor environmental impacts of EI, and mitigation methods, ensuring that women's representatives are fully involved. **(Government, EI companies, civil society)**
- Community resource map generated to indicate resource use, availability and accessibility **(Government, EI companies, civil society)**
- Design compensation programs to ensure all persons losing land ownership or use are compensated. **(Government, EI companies, civil society)** *(Note: See also points 5 and 28)*
- Prepare and provide agricultural extension programs to support subsistence agriculture which might include provision of small equipment, improved irrigation, new types of crops, improved crop storage **(Government and possibly EI company community programs)**

- Appoint national and regional gender focal points (within EI companies and within government) with responsibility for gender issues for both the workforce and the community including promoting women's employment, and improving working conditions for women. **(EI companies, Government)**
- Establish informational mechanisms to gather information on risks experienced by women as a result of EI, and set up a multi-sectoral facility for addressing these risks **(Government)**
- Pass/publicize laws prohibiting gender discrimination in the workforce **(National Government)**
- Prepare and implement affirmative action programs and capacity building programs for women to promote jobs in EI, as well as to boost jobs skills in general and reduce barriers to women's employment **(EI companies, Government)**

- Set targets for female employees in all levels of operations **(EI companies)**
- Collect gender-disaggregated employment data for EI companies and spin-off industries. **(EI companies, governments)**
- Appoint women to supervisory and management positions **(EI companies)**
- Provide mentoring and training programs to prepare women for supervisory and management positions **(EI companies)**
- Prepare and implement communications campaign to workforce regarding company values, objectives and actions and benefits of women in supervisory and management positions **(EI companies)**

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
B. EMPLOYMENT IN COMMERCIAL-SCALE EI OPERATIONS: Improved empowerment of women through EI-related employment		
7. Equal pay for equal work	<ul style="list-style-type: none"> No differentiation in pay for women and men 	<ul style="list-style-type: none"> Ratio of pay for women and for men for same type of job in EI companies Ratio of pay for women and for men for same employment grade in EI companies
8. Increased indirect employment of women in suppliers and spin-off industries related to the EI industry	<ul style="list-style-type: none"> Affirmative action initiatives and programs to increase hiring and employment of women by suppliers and spin-off industries related to the EI industry 	<ul style="list-style-type: none"> Number of women employed by EI industry suppliers and spin off businesses % of total jobs, skilled jobs and managerial jobs held by women in EI industry suppliers Number of women employed by EI company suppliers in total: in skilled jobs and in managerial positions
9. Improved working conditions for women in formal EI work, as well as suppliers and spin-off industries	<ul style="list-style-type: none"> Improved working conditions for women including changing and shower facilities, uniforms designed for women, childcare support, good maternity leave conditions and equal pay for equal work in EI companies Equal or better ratio of women: women's toilets as men: men's bathrooms. 	<ul style="list-style-type: none"> Number of women's only toilets in EI company operations separately for the work site and the company office ; Number of men's or joint toilets in EI company operations separately for the work site and the company office;
10. Decreased harassment of women in the workplace	<ul style="list-style-type: none"> Women are shown respect in the work place 	<ul style="list-style-type: none"> Number of corporate and legal instruments and programs to minimize gender discrimination in the workplace Number of reported cases of harassment in EI companies Number of women in community who say they have experienced/are experiencing harassment in the workplace
11. No significant overburdening/time poverty of women as a result of working in EI	<ul style="list-style-type: none"> Positive relation between number of women employed, and use of domestic help 	<ul style="list-style-type: none"> Number of women working in ASM who report having assistance in the home from someone other than a school-age girl.
C. EMPLOYMENT IN ARTISANAL AND SMALL-SCALE MINING		
12. Fair share of rewards for women in ASM	<ul style="list-style-type: none"> Increase in number of female mine owners and operators 	<ul style="list-style-type: none"> % of ASM owners and operators who are female % of ASM daily earnings that women receive on average; % of ASM daily earnings that men receive on average % of women in the community who work in ASM; % of men in the community who work in ASM % of girls in the community who work in ASM; % of boys in the community who work in ASM

ASSOCIATED ACTIVITY

- Pass/publicize laws requiring equal pay for equal work (**Government**)
 - Put in place remuneration policies and procedures to provide equal pay for equal work, monitor pay levels and ensure that policies are implemented (**EI companies**)
- Monitor numbers and conditions of female employees in suppliers, and provide incentives for and give priority to those that employ women and promote spin-off jobs for women. (**EI companies**)
 - Prepare and provide skills training and capacity building for women and women's groups to support women's entrepreneurship (**Government, EI companies, civil society**)
- Put in place, monitor and enforce Government regulations on equal working conditions (**Government**)
 - Institute gender-sensitive employment benefits policies (**EI companies**)
- Put in place, monitor and enforce Government regulations prohibiting gender-discrimination and harassment in the workplace. (**Government**)
 - Put in place, monitor and enforce corporate programs to minimize and mitigate gender-related harassment (**EI companies**)
 - Put in place and enforce company sanctions against harassment (**EI companies**)
- Undertake communications campaign including Public Service Announcements on importance of education for girls. (**Government, civil society**)
 - Fund and provide childcare programs for women working in ASM or in supplier/spin-off businesses (**Government**)
 - Fund and provide extension service capacity building programs that address improved efficiency to reduce women's and children's time needed in ASM to earn a living wage (**Government**)
- Prepare, implement, monitor and enforce affirmative action and legislative programs to remove barriers to women being mine owners and operators (**Government**)
 - Capacity building for women (**Government and civil society**)
 - Provision of childcare (**Government and civil society**)

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
D. SOCIAL EMPOWERMENT OF WOMEN (cont'd) Improvement in the well being and standing of women in the home and in the community		
13. Women are well represented in community leadership structures and decision making bodies	<ul style="list-style-type: none"> • Women as active participants in community meetings. • Women significantly represented on local decision-making bodies 	<ul style="list-style-type: none"> • % of community leadership positions held by women • #, % of women who participate in women's civil society organizations • % of civil society groups focused on women's issues
14. Improved outcomes for women of community activities and consultations based on increased women's participation in agreements on EI related projects and activities	<ul style="list-style-type: none"> • Increased representation of civil society women in EI consultations • Increased avenues for women to express opinions regarding EI 	<ul style="list-style-type: none"> • Number of women who were present during last public consultation on EI. • Ratio of men to women at last public consultation on EI. • Ratio of women to men who spoke during last public consultation on EI. • Ratio of villages with female representation to number of villages total at last community consultation • Number of women who consider that their lives are better rather than worse because of the EI operation • % of community funds spent on services (as opposed to buildings or infrastructure) • Ratio of number of proposals made by women to number of proposals made by men to receive funding for community projects • Percent of community funds spent on projects in part or in full directed at women's needs or activities.
15. Women groups have a strong voice and their views and concerns are fully taken into account in local and regional development planning and decision making	<ul style="list-style-type: none"> • Local and regional development including infrastructure provision, community facilities and business incentives meet women's needs and priorities 	<ul style="list-style-type: none"> • Percentage of female members of local and regional development committees • Amount of consultation with women's groups regarding local and regional development plans • % of women who consider that local and regional development plans are well designed
16. Women live in a safe environment with no increase/decrease in violence against women	<ul style="list-style-type: none"> • No increase in alcoholism or prostitution • Introduction of programs implemented by EI company, local government and community, focused on the men in the company and in the community to reduce domestic and other violence against women. 	<ul style="list-style-type: none"> • Number of reported cases of violence against women (police records) • # of cases of violence against women treated by doctors/nurses

ASSOCIATED ACTIVITY

- Conduct focus groups to determine barriers to women's participation
 - Conduct capacity building exercises for women to prepare them to take on leadership roles (**Government, civil society, EI companies**)
 - Prepare a social map that highlights women's ability/barriers to participating in consultations (**EI companies, governments**)
 - Inform men and women on importance of women's participation in community consultations (**Government, civil society, EI companies**)
 - Collect gender-disaggregated social data to monitor impacts of EI on men and women (**EI companies, governments**)
-
- Conduct independent consultations with women to ensure that gender issues are discussed in community meetings; generate a social map of the community. (**Government, EI companies**)
 - Include women among community leaders consulted at all stages of EI, (from exploration to closure including retrenchment if it should occur) (**Government, civil society, EI companies**)
 - Include women among community leaders consulted on community programs for spending EI-related revenues (**Government, civil society, EI companies**)
-
- Ensure that women are well represented in Local and Regional Planning Committees; in EI Review Committee Meetings and in consultations regarding all phases of EI development (**Government, civil society, EI companies**)
 - Undertake research into how women are impacted by EI in specific communities and disseminate results (**Government, civil society, EI companies**)
-
- Design and implement community initiatives to reduce violence against women (**Government, EI companies, civil society**)
 - Design and implement community support programs to prevent and/or provide treatment and counseling in cases of alcoholism, drug addiction, substance abuse (**Government, EI companies, civil society**)

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
D. SOCIAL EMPOWERMENT OF WOMEN Improvement in the well being and standing of women in the home and in the community		
17. Improved safeguards and safe havens for women who experience domestic or community violence	<ul style="list-style-type: none"> • Police force trained and capable of responding to domestic violence in an informed and responsible • EI security personnel trained and capable of responding incidents in a gender sensitive manner • Community facilities for women who seeks safe haven from abusive partner 	<ul style="list-style-type: none"> • % of police trained to deal responsibly with cases of domestic violence • % of EI security personnel trained to deal with incidents in a gender sensitive manner • Number of counseling centers for victims of domestic abuse • Number of women seeking safe haven • Number of women and children in safe haven
18. Decreased vulnerability of unemployed female headed households so that they and the families they care for are able to afford to live and do not become more marginalized and forced out of the community because of rising costs of food, transport, land and housing when EI development takes place	<ul style="list-style-type: none"> • Government and civil society programs to provide economic and employment support to female headed households • Increased availability of childcare within community, increasing women's ability to work 	<ul style="list-style-type: none"> • Unemployment rate of female headed households • % of children under 5 yrs of age in childcare programs • Cost to government of economic support payments to poorest and most vulnerable • Number of people leaving the community involuntarily due to loss of dwellings or land or inability to afford food or transport
19. No significant increase in prostitution	<ul style="list-style-type: none"> • Regulation (government) or safety nets (government or civil society) to provide protection to sex workers 	<ul style="list-style-type: none"> • Number of registered sex workers (where applicable)
20. Improved opportunities for empowerment for girls and women through improved electrification, roads and decreased time spent gathering water or fuel	<ul style="list-style-type: none"> • More time available for school for girls and for household chores and subsistence agriculture for women • Increased percentage of homes with electricity 	<ul style="list-style-type: none"> • Number of homes with electricity • Time allocated per week transporting goods to market • Time needed to get clean water • Time needed to gather fuel

ASSOCIATED ACTIVITY

- Design and implement communications campaigns for both company workforce and community in general to discourage violence towards women including domestic violence (**Government, EI companies, civil society**)
- Design and implement counseling to reduce and prevent violence towards women including domestic violence (**Government, EI companies, civil society**)
- Implement training programs for police and government service providers on how to deal with violence against women (**Government**)
- Implement training programs for EI security personnel on how to deal with incidents in a gender sensitive manner and adhere to international guidelines (**EI companies**)
- Provide community safe haven living facilities for abused women and children (**Government**)

- Design, fund and implement social programs for female headed households to provide where needed affordable housing and food for the poorest and most vulnerable in the community (**Government**)
- Provide adequate compensation and restore livelihoods associated with loss of land, dwellings and subsistence livelihoods (**EI Companies**) – *(Note: See also points 3 and 22)*
- Provide and fund publicly available childcare (**Government**)

- Prepare and Implement of programs to provide protection to sex workers (**Government, civil society**)

- Based on outcomes of community forums and consultation with women's groups, support small-scale community infrastructure projects to build improved clean water connections and paths to access firewood thereby offsetting disruptions in access of water, firewood for impacted communities. (**EI companies compensation and community programs, local government**) *(Note: See also point 5)*

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
D. SOCIAL EMPOWERMENT OF WOMEN Improvement in the well being and standing of women in the home and in the community		
21. EI company investments and operations take account of women's views and identify, monitor and improve impacts for women	<ul style="list-style-type: none"> • Stricter mandates for EI companies to collect data on, report data on and address gender related issues 	<ul style="list-style-type: none"> • Number of Environmental and Social impacts Assessments Reports and Environmental and Social Management Plans and Implementation and Monitoring reports that address gender-related impacts • Views of women and women's groups as to whether EI companies are doing a satisfactory job addressing impacts on women
22. Women's groups are well informed about environmental and other impacts of the EI activities and have a channel for voicing their concerns	<ul style="list-style-type: none"> • Participatory monitoring of EI development impacts including both environmental impacts and gender –related (e.g. employment) impacts to include women's representatives 	<ul style="list-style-type: none"> • Number of women involved in participatory monitoring • Ratio of men to women involved in participatory monitoring
E. HEALTH AND EDUCATION Increased empowerment of women, through improved health and educational outcomes		
23. Improved general health of women and all of the family members they care for	<ul style="list-style-type: none"> • Increased use of local health centers for primary care • Local health centers are well staffed with needed equipment and good supply of medications 	<ul style="list-style-type: none"> • % of women who say they would visit local health center for primary care needs • Number of women treated at health centre in past year • Infant mortality rates • Maternal mortality rates • Number of sexually transmitted diseases diagnosed in past year • Number of health providers funded • Number of different medications on the shelf • New clinics built/ invested in • Average distance to health centers
24. Reduced/low rate of HIV/AIDS	<ul style="list-style-type: none"> • Increased availability of programs to prevent and provide HIV/AIDS treatment, by EI companies, government and civil society. 	<ul style="list-style-type: none"> • Number of women infected with HIV/AIDS; ratio to number of men infected • Number of women being treated for HIV/AIDS; ratio to number of men being treated • Mortality rates of women with HIV/AIDS; mortality rates of men with HIV/AIDS • Percent of sex workers infected with HIV/AIDS
25. Improved health outcomes through improved access to sanitation facilities including facilities for girls at schools	<ul style="list-style-type: none"> • Affordable food supplies and food security of poorest and most vulnerable 	<ul style="list-style-type: none"> • Average distance to sanitation facilities • Number of reported sanitation-related illnesses • Ratio of girls to girls' toilets at each local school • Ratio of boys to boys' toilets at each local school
26. Improved health outcomes through improved access to clean water/ no adverse health impacts of water pollution	<ul style="list-style-type: none"> • Improved access to sanitation facilities • Decreased incidences of illness from sanitation related diseases 	<ul style="list-style-type: none"> • % of dwellings with own water taps • % of women who report that access to clean water has been reduced. • Average distance to clean water supply • Number of water related illnesses reported at local health center

ASSOCIATED ACTIVITY

- Create and tighten reporting government guidelines and regulations requiring companies to address gender impacts in Environmental and Social Impact Assessments and in Environmental and Social Management Plans and associated implementation and monitoring reports based both data collection and on community consultations with women and women's groups **(Government)**

- Prepare, put in place, monitor and enforce government guidelines and regulations that support and require women's involvement in participatory monitoring **(Government)**
- Prepare, put in place, monitor and implement company procedures to ensure women are involved in participatory monitoring **(EI companies)** *(Note: See also point 8)*

- Provide high quality health services for EI company workers and families and possibly **(EI companies)**
- Provide adequate budget and funding for health centre operating costs including adequate staffing and medicines **(Government; possibly EI companies community programs)**
- Build/invest in community health clinics **(Government; possibly EI companies community programs)**
- Prepare and implement sensitization programs on the negative health impacts of EI and ASM, particularly on women. **(Government; possibly EI companies community programs; civil society)** *(Note: See also point 6)*

- Undertake communications campaigns to raise awareness and prevent spread of HIV/AIDS **(Government, EI Companies, civil society)**
- Implement condom distribution programs **(EI companies, Government, civil society)**
- Provide adequate budget and funding for HIV/AIDS related treatment and medications **(Government; possibly EI companies community programs)**

- Build improved sanitation facilities in communities and schools, based on gender-inclusive community consultation **(Local governments, possibly EI companies community programs)**
- Undertake communications campaigns regarding good hygiene **(Local governments, possibly EI companies community programs; civil society)**

- Build improved clean water connections for impacted communities. **(EI companies compensation programs; EI companies community programs, local government)** *(Note: See also point 31)*

DESIRED OUTCOMES	DESIRED OUTPUTS	INDICATORS
E. HEALTH AND EDUCATION (cont'd) Increased empowerment of women, through improved health and educational outcomes		
27. Reduced instances of illness from exposure to hazardous materials related to EI	<ul style="list-style-type: none"> • Improved access to clean water source • Decreased incidence of illness through improved access to clean water and sanitation facilities 	<ul style="list-style-type: none"> • Number of reported cases of sickness due to hazardous materials exposure from large-scale EI activities • Number of reported cases of sickness due to hazardous materials exposure from small-scale mining activities • Number of reported cases of injury, and ratio of male and female injuries due directly or indirectly to small-scale mining.
28. Fewer traffic accidents in the community involving mine vehicles and heavy equipment	<ul style="list-style-type: none"> • Safe transportation, storage, handling and use of hazardous materials (e.g. cyanide and explosives for large scale EI and mercury for ASM) 	<ul style="list-style-type: none"> • Number of serious injuries and deaths in community due to traffic accidents and % related to EI company vehicles
29. Decreased health problems due to EI related air pollution	<ul style="list-style-type: none"> • Safe operation and use of EI company vehicles and heavy equipment in populated areas 	<ul style="list-style-type: none"> • Number of cases of illnesses reported due to EI-related respiratory problems
30. Increased education levels for girls	<ul style="list-style-type: none"> • No increase in respiratory problems due to EI • Increased school enrollment for girls. 	<ul style="list-style-type: none"> • Number of teachers funded • New schools built/ invested in • Ratio of boys to girls attending and completing primary and secondary education classes • Average distance from home to clean water source • % of women who report that access to electricity has improved • % of boys and % of girls who work in artisanal and small scale mining (ASM) who do not attend school • % of boys and % of girls who work in artisanal and small scale mining (ASM) who do attend school
31. Increased literacy among women	<ul style="list-style-type: none"> • Increased access to water, sanitation and electricity, and infrastructure reducing time needed for household responsibilities for girls and increasing time available for girls education • Improved availability of and use of literacy training for adult women 	<ul style="list-style-type: none"> • # of adult women v. adult men who attend and complete literacy training classes • % adult women v. % of adult men who are literate

ASSOCIATED ACTIVITY

- Put in place and implement Government regulations and EI company internal procedures to ensure safe procedures for transportation, storage, handling and use of hazardous materials **(Government, EI companies)**
- Provide extension services and training to publicize and facilitate safe handling of EI hazardous materials in ASM (e.g. mercury) **(Local government)**
- Prepare and implement sensitization programs on negative health effects of exposure to hazardous materials particularly on women **(Government; civil society)** *(Note: See also point 1)*
- Increased local government presence to better enforce regulations on small-scale mining to reduce child labor and improve safety and health impacts of ASM working conditions. **(Government)**
- Provide training and extension services to improve mine workings and reduce safety and health risks including providing incentives for the use of retorts to reduce toxic emissions from gold recovery. **(Government)**

- Put in place and implement Government regulations and EI company internal procedures for safe use of EI vehicles and equipment **(Government; EI companies)**
- Undertake appropriate road planning and development including building alternative roads so that EI vehicles and other through traffic bypass populated areas **(EI companies, Government; civil society)**

- Design and implement joint mine-community monitoring of mine environmental impacts including emissions **(EI companies, Civil society)** *(Note: See also point 33)*
- Undertake community and environment surveys to determine and mitigate impacts of EI **(EI company)**

- Provide adequate budget and funding for school operating costs including adequate staffing, books and supplies **(Local Government; possibly EI companies community programs)**
- Provide adequate investment in schools, classroom facilities and school toilets **(Local Government; possibly EI companies community programs)**
- Provide any small-scale infrastructure needed to ensure adequate clean water supply to community **(Local Government; possibly EI companies community programs)**
- Create incentive programs to encourage children to be in school, rather than in ASM operations **(National Government)**
- Provide scholarships or school fee assistance/subsidies for employees and possibly also community **(EI companies community programs)**
- Assist with transport to school for employees and possibly also community **(EI companies community programs)**
- Provide extension services to reduce ASM child labor **(Local Government)**

- Design and Implement adult literacy programs **(Local Government, possibly EI companies community programs)**

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- Assists governments in setting up environmental and social safeguards in projects in order to promote the sustainable development of extractive industries.
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- The Communities and Small-Scale Mining (CASM) Partnership, which promotes an integrated approach to addressing issues faced by artisanal and small-scale miners.
- The Gender and Extractive Industries Program, which addresses gender issues in extractive industries.
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