



# **Women, communities and mining: The gender impacts of mining and the role of gender impact assessment**



Nester Endey lives near the Gold Ridge Mine and tells her story. "Negotiations have only been done by the men. The women are not involved. The women really want to be in the negotiations, but the men dominate. Men are more interested in money. When they get money from the negotiations they get into alcohol. Very little [gets back] to the women and children," said Nester. Nester is also concerned that chemicals from a tailings dam upstream will overflow into their water supply. If this occurs, say the women, "it will damage our gardens and drinking water and we'll have nothing to earn money from because one of the ways we earn money is to sell things from the garden at the market". Photo: Lara McKinley/OxfamAUS.

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## **Women, communities and mining: The gender impacts of mining and the role of gender impact assessment**

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Front cover: Jemimah John and her daughter live near the Gold Ridge Mine in the Solomon Islands. "Women from my community didn't get to share in the mining royalties, we weren't consulted. It was hard for us to negotiate. Men just see the big money coming, and they don't want to hear the women talking. It would be better if the government and mine worked with the community, if they came and spoke to us when they wanted to do things," said Jemimah.  
Photo: Lara McKinley/OxfamAUS.

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# Executive summary

This report informs mining company staff of the potential gender impacts of mining projects and introduces some tools and approaches that they can use to conduct a gender impact assessment of these projects. These tools should be of particular interest to community relations advisors as they are designed to help incorporate gender into community assessment and planning tools including social baseline studies, social impact assessments and risk analysis, community mapping exercises, and monitoring and evaluation plans.

By undertaking a gender impact assessment mining companies can ensure that their activities respect the rights of women and men; promote women's empowerment and participation in community decision-making processes; and increase the benefits of mining.

The report also encourages the informed and meaningful participation of women and men from mine-affected communities in gender impact assessment processes and supports the achievement of gender equality.

This report presents a gender impact assessment framework to help assess and then avoid the potential negative gender impacts of a mining project. This framework should be adapted as necessary for the specific situation or context and is summarised below.



Women attending a community meeting express their grievances with the owners of the Vatukoula mine in Fiji. Photo: Anne Lockley/OxfamAUS.

## *A gender impact assessment framework for mining projects*

### **STEP 1: COLLECT DATA**

Collect and compile baseline data that is disaggregated by sex and other categories such as ethnicity and socio-economic status/level of poverty.

### **STEP 2: UNDERSTAND CONTEXT**

Undertake a context analysis to understand the communities that may be affected by a mining project, how they are structured, how they function, and the roles and responsibilities of women and men in these communities.

This includes understanding:

- women's and men's roles and the gender division of labour;
- the differences between women's and men's access to and control of resources;
- factors that influence the differences identified in gender roles, division of labour, and access to and control of resources and other benefits;
- the influencing roles of state, market and community institutions and how they may perpetuate gender inequality; and
- women's, men's and the community's resources, assets and strengths.

### **STEP 3: IDENTIFY ISSUES INTRODUCED BY THE MINING PROJECT**

Identify the issues introduced by the mining project (including displacement, loss of land, influx of workforce) and examine how they could intersect with and impact on gender relations and roles, including in relation to:

- gender and power relations;
- women's access to and control over resources;
- gender roles and responsibilities; and the gender division of labour and workload of women;

- women's participation in community management and decision-making processes; and
- community wellbeing, including health, livelihood and education.

#### **STEP 4: UNDERSTAND WOMEN'S NEEDS**

Examine how the project specifically responds to women's needs by asking:

- What do women need to help their current activities, ie what are women's practical gender needs?
- What do women need to achieve greater equality in the community, ie what are women's strategic gender interests?
- How does the mining project respond to or impact on women's needs and interests?

#### **STEP 5: MAKE RECOMMENDATIONS AND DEVELOP A GENDER STRATEGY**

Make recommendations to avoid the potential negative gender impacts of the mining project and to promote gender equality and women's empowerment. Develop a gender risk awareness strategy to ensure that ongoing decision-making and other activities incorporate a gender perspective.

#### **STEP 6: REGULARLY AUDIT AND REVIEW**

Following completion of the gender impact assessment, undertake regular independent external and community based gender audits or reviews to monitor how the company addresses gender issues and to identify any unforeseen gender impacts.

Gender impact assessment is a tool with enormous transformational potential — it gives a voice to women's perspectives, needs and interests; ensures that gender is considered in the planning and implementation of mining projects; and enables projects to be more responsive to women's needs and interests. This offers mining companies an opportunity to contribute to the promotion of gender equality and women's empowerment, and will help mining companies fulfill their responsibility to respect human rights.

### **ABOUT OXFAM AUSTRALIA**

*Oxfam Australia is an independent, non-government aid and development agency and the Australian member of the Oxfam International confederation. For more than 50 years, it has been a vehicle for Australians to help others to build a fairer and more sustainable world by fighting global poverty and injustice. The agency undertakes long-term development projects, provides humanitarian responses during disaster and conflict, and advocates for policy and practice changes that promote human rights and justice.*

*Oxfam Australia takes a rights-based approach to its work. This reflects the view that poverty and suffering are primarily caused and perpetuated by injustice between and within nations, resulting in the exploitation and oppression of vulnerable people. Such injustice and suffering are neither natural nor inevitable; they result from systems based on injustice, inequality and discrimination and from the violation of human rights by those with greater access to power.*

*The agency believes that mining must be done in accordance with rights codified under the international human rights system, including the right of indigenous peoples and local community members to determine their development and to give or withhold free, prior and informed consent to mining activities.*

*Oxfam Australia believes that private sector investment can be a driver of economic growth and poverty reduction, provided appropriate regulations and controls exist. However, without adherence to human rights standards, mining can cause the loss of land and livelihoods, degradation of land and waterways, and increased violence and conflict. The most vulnerable or marginalised members of communities — such as women, children and indigenous people — tend to be most excluded from the economic benefits of mining, and to bear the brunt of its negative social and environmental impacts.*

*Oxfam Australia speaks in its own voice. It does not assume a mandate to speak on behalf of others, but aims to facilitate local and indigenous communities to speak for themselves.*

*For more information please visit [www.oxfam.org.au/explore/mining](http://www.oxfam.org.au/explore/mining)*

# 1. Introduction: business, human rights and gender

**Business can and does contribute to the promotion of human rights and can help people to find a pathway out of poverty by generating economic growth and employment. However, some areas of business activity can have a negative impact on human rights and cause poverty and injustice; this can occur across a range of industries, including mining, and have a gendered impact.**

It is widely accepted that business has a responsibility to respect human rights — or in other words, to do no harm. In his “Protect, Respect and Remedy” framework<sup>1</sup>, Professor John Ruggie, United Nations Special Representative on Business and Human Rights, suggests that businesses can best meet this responsibility by employing a human rights due diligence process. This requires companies to become aware of, prevent, and address adverse human rights impacts. Core elements of this process include having a human rights policy; undertaking human rights impact assessments; integrating human rights throughout the company; and tracking as well as reporting performance.<sup>2</sup>

Research undertaken for Professor Ruggie<sup>3</sup> shows that a high proportion of alleged cases of corporate-related human rights abuses occurs in the extractive industries sector. It is therefore essential that mining companies have robust due diligence mechanisms in place, and process to remedy any grievance experienced by communities, to meet their responsibility to respect human rights.

Recognising that women’s rights are human rights, it is equally important that mining companies become aware of, prevent, and address the potential gendered impacts of their activities. This might include a stronger gender focus in recommendations around human rights impact assessments, inclusion of gender impacts in guidance on human rights policy development or better corporate reporting on gender issues.<sup>4</sup> An essential

starting point is to conduct a gender impact assessment — the topic of this report.

Additionally, the design of company-level grievance mechanisms should follow some basic principles to ensure women’s participation in grievance resolution processes. This includes ensuring the mechanism is accessible to women — being mindful of any barriers that might otherwise prevent women from using the mechanism — and rights compatible, in both substance and process. The mechanism must be based on the inclusion, participation and empowerment of women and men, and with attention to vulnerable people — which in some contexts may include women.

It is acknowledged that many mining companies have anti-discrimination and employment policies that actively promote women’s employment in what is often considered to be a male-dominated industry. It is also acknowledged that some mining companies are developing their own guidance material to help them integrate gender into their community relations work.

Mining companies will fulfil their responsibility to respect human rights by paying close attention to the gendered impacts of their operations. This may help companies receive and then retain a “social licence” to operate. In addition, the potential negative impacts of mining operations and the associated costs to the company in terms of possible legal, financial or reputational risks and to communities can be minimised.

<sup>1</sup> Ruggie J, Human Rights Council, Protect, Respect and Remedy: A Framework for Business and Human Rights, 7 April 2008, <http://www.business-humanrights.org/Documents/RuggieHRC2008>

<sup>2</sup> Ibid

<sup>3</sup> Corporations and human rights: a survey of the scope and patterns of alleged corporate-related human rights abuse, A/HRC/8/5/Add.2, 23 May 2008, <http://www.reports-and-materials.org/Ruggie-2-addendum-23-May-2008.pdf>

<sup>4</sup> Kathryn Dovey, Putting Gender on the Business and Human Rights Agenda, June 2009, Realizing Rights – The Ethical Globalization Initiative.

## 2. The impact of mining on women

**The impacts of mining operations are not gender neutral. Women can experience the direct and indirect consequences of mining operations in different, and often more pronounced, ways than men.**

The particular experiences of women have been explored and documented in numerous forums by Oxfam Australia and others. The grievances voiced by women from mine-affected communities and women mine workers reveal that mining can, and often does, impact on women and those things of concern to women. For example:

- The failure to consult with women when negotiating a community's free, prior and informed consent to develop a mining project, access to land, compensation and royalties disempowers women, and may go against traditional decision-making structures.
- The payment of compensation and royalties to men "on behalf of" families and communities denies women access to and control over the financial benefits of mining. This encourages women's economic dependence on men, disempowering them, skewing gender relations or exacerbating existing inequalities. Additionally, women-headed households may not receive payments if they do not have a male representative.
- Loss of land and displacement can lead to loss of livelihoods and increased work burdens for women in providing for their families. Where women are traditionally responsible for meeting the subsistence needs of families, and are no longer able to do so due to loss of land, they can be forced to become economically dependent on men and the income derived from formal employment.
- Displacement and the shift from a traditional subsistence economy to a cash-based economy can lead to the loss of traditional values and way of life. This can diminish women's traditional status

in society, particularly where newly-created gender roles emphasise women's work in the domestic sphere, ie their reproductive work, and undermine their productive and leadership roles.

- The effects of environmental damage and degradation can undermine women's capacity to provide food and clean water for their families, and subsequently lead to an increase in their workload such as having to walk greater distances to access water, fuel/wood, forest products and land to plant food crops.
- As men gain employment in mines, there is a withdrawal of male labour from traditional subsistence activities. This can result in an increased work burden for women who become solely responsible for subsistence activities and providing for families.
- Due to the decline of traditional mechanisms of social control and the influx of a transient male workforce, social and health problems can become more prevalent in communities. These problems can include increased alcohol use, domestic violence, sexual violence, sexually transmitted infections and HIV and AIDS, and prostitution.
- Women can experience discrimination in the mine workplace. Employment and training opportunities are often prioritised for men and women are only allowed to work in the most menial, low-paid positions. Maternity leave may not be provided and women returning from childbirth or caring for children may struggle to regain employment.

The grievances expressed by women — including those with a human rights dimension — identify particular areas of concern that need to be addressed in the planning and implementation of mining projects.

These grievances can be mitigated through gender sensitive and responsible mining practices. Attention to gender analysis and planning will contribute to sustainable development and gender justice. This is particularly important when operating in weak governance zones.

### 3. Gender impact assessment: an introduction

**Gender refers to the socially constructed roles and relationships between women and men. These are learned, change over time, and vary within and between countries and cultures according to social, religious, historical and economic factors. Gender contrasts with sex, which describes a set of biological differences between men and women. Gender roles and responsibilities affect women's and men's ability and incentive to participate in development activities, and lead to different project impacts for men and women.**<sup>5</sup>

The objective of gender impact assessment is to ensure that projects avoid negative impacts on women and other members of their communities, and to promote women's empowerment and participation. A gender impact assessment should be undertaken as part of or along side social, human rights and economic impact assessments.

Gender impact assessment allows project planners to consider the impact that a project may have on women, men, boys and girls, and on the economic and social relations between them. Gender analysis can ensure that neither women nor men are overlooked or disadvantaged by development projects; increase the effectiveness of projects; help project staff to identify barriers to women and men participating in and benefiting from a project; and help project planners and implementers to identify appropriate strategies for involving women and men and meeting their needs.<sup>6</sup>

A gender impact assessment must consider and provide:

- sex-disaggregated household, workplace and community data relevant to the project;
- an understanding of gender relations and their implications including an understanding of:
  - the gender division of labour and different responsibilities of women and men including their productive and reproductive roles;

- the experiences of women as distinct from, and in relation to, the experiences of men;
  - who has access to and control over resources, assets and the benefits from the project; and
  - the ways in which women may be subordinate to men — for example if women have less access to resources such as land, income and political influence — and through what mechanisms this inequality is maintained and reinforced.
- an understanding of women's and men's different needs, priorities and strengths. This includes identifying:
    - women's practical gender needs; and
    - women's strategic gender interests.
  - an understanding of the barriers to meeting women's and men's needs and interests and the risks related to gender equality issues, including resistance to change from various quarters and possible backlash;
  - the identification of opportunities for greater equality and empowerment for women; and
  - recommendations to address women's practical needs and strategic interests. In particular, a gender impact assessment should provide answers to the following questions:
    1. What are the likely impacts of this project on women, their needs and their interests?
    2. How will addressing the concerns of women and improving gender equality contribute towards a more sustainable project?
    3. How can women's practical needs and strategic interests best be supported and advanced by the project?

<sup>5</sup> See Appendix B for more terms and definitions

<sup>6</sup> Juliet Hunt, "A Human Rights Approach in Practice: Gender Analysis, Mainstreaming and Human Rights" in Gillian Moon (ed), *Making Her Rights a Reality: Women's Human Rights and Development* (1996)

**Right: Juanita Cut-ing at her home in Didipio, the Philippines. Juanita is concerned that mining in her community will put her agricultural-based livelihood at risk. Photo: Jason McLeod/OxfamAUS.**



## 4. A gender impact assessment framework for mining projects

Various gender impact assessment frameworks have emerged in the last few decades. There is no “one size fits all” and each has strengths and weaknesses. Their suitability depends on the context in which they are being used but all have the potential to be useful when considering the gender impacts of a mining project.

Mining companies should consider the established frameworks (including those listed in Appendix A) and the tools and concepts contained in each as a starting point, and consider how these could be used to draw out the information needed to assess the gender impacts of a mining project.

Mining companies should also consider how to incorporate the various elements of this framework into their existing community assessment and planning tools including social baseline studies, social impact assessments and risk analysis, community mapping exercises, and monitoring and evaluation plans. Mining companies also need to consider which tools are most appropriate for the different stages of the mining cycle.

Following is a suggested framework for assessing the potential gender impacts of a mining project and draws on elements of various frameworks. This should be adapted as necessary for the specific situation or context.

This framework could also be used to undertake a gender impact assessment of other natural resource projects such as large-scale dams or logging or plantation projects.

### STEP 1: COLLECT DATA

An essential first step in gender impact assessment is the collection and compilation of baseline data that is disaggregated by sex and other categories such as ethnicity and socio-economic status/level of poverty.

Information must be collected in consultation with women, men, indigenous peoples, members of different ethnic groups and classes, women’s organisations and other community organisations. The effective participation of women and men — both individually and in groups — must occur to ensure the data accurately depicts the diversity of the community. The analysis that follows must also be done with participation from women and men. It is recommended that companies engage an independent gender expert to collect and facilitate data analysis.

Care is needed to ensure that the collection of the baseline data and participatory analysis that follows occur at times and places convenient for women to maximise their opportunity to participate.



## STEP 2: UNDERSTAND CONTEXT

### Women’s and men’s roles and the gender division of labour

A thorough context analysis allows mining companies to understand the communities that may be affected by a mining project, how they are structured, how they function, and the roles and responsibilities of women and men in these communities.

To understand the way a community functions and the diverse impacts a mining project could have, it is essential to analyse the roles of women and men, and how the relationships between women and men determine these roles and responsibilities.

The Harvard Analytical Framework’s activity profile (Table 1) is a useful tool for the collection and analysis of data on gender roles and the division of labour. Caroline Moser’s gender roles identification approach could also be used. In addition to productive and reproductive roles, Moser’s framework considers women’s and men’s contributions to community work — hence acknowledging the “triple roles” that women play.

The activity profile shown below can be adapted to include different age groups (ie adults, children, elderly), time allocation (percentage of time allocated to each activity), where the activity is performed (ie home,

in the family field, family shop) and other important information.

This information can later be used to identify how a mining project could impact on the workload and income of women and men in a community and whether or not these impacts affect one group disproportionately. For example, the analysis could consider whether men’s employment at the mine results in the withdrawal of male labour from traditional subsistence activities, and whether this would then increase women’s workloads as they become solely responsible for subsistence activities and providing for families.

### Access to and control of resources

The differences between women’s and men’s access to and control of resources are a potential indicator of the power imbalances between them. The Harvard Analytical Framework’s access and control profile (Table 2) can be used to track women’s and men’s access to resources, their control over these resources and the benefits derived from their use. Control means the ability to make decisions about the use, including the sale, of a resource and is therefore considered separately to the question of access.

This tool can also be used to consider who would have access to and control over the benefits that

TABLE 1: ACTIVITY PROFILE			
Activities	Women/girls	Men/boys	Where/when
<b>Productive activities</b> Fishing Selling fish Cash cropping Paid employment			
<b>Reproductive activities</b> Care of children Cooking for family Collecting water Subsistence/food production			
<b>Community work</b> Community management activities Community politics			

*Adapted from Candida March, Ines Smyth and Maitrayee Mukhopadhyay, A Guide to Gender-Analysis Frameworks, 1999*

may become available from a mining project such as compensation, royalties, employment and community projects. If this is not equitable then how and to whom benefits are distributed will need to be rethought. It is important to remember that the payment of compensation and royalties to men, for example, can deny women access to and control over the financial benefits of mining, potentially resulting in or increasing women's economic dependence on men.

Additionally, the access and control profile can help identify who would be most affected if a mining project were to have negative consequences on community resources such as land or water. A reduction in the availability of land or water, or environmental damage, can undermine women's capacity to provide food and clean water for their families and subsequently lead to an increase in their workload.

**Factors that influence gender roles, division of labour, and access to and control of resources**

The analysis should identify those factors that influence the differences identified in gender roles, division of labour, and access to and control of resources and the benefits that may be derived from a mining project. Such an analysis should not be restricted to gender but consider the other aspects of relationships between people, such as ethnicity or indigeneity, economic status and disability. This analysis should consider how relationships of power and authority are structured and negotiated.

**The influencing roles of state, market and community institutions**

An understanding of the structural and institutional aspects of social relations provides a foundation for considering how a mining project may impact on a community and gender relations. An important factor to consider is the influencing roles of state, market and community institutions and the strength of these institutions, especially in weak governance zones. The context analysis should consider the various institutions that are relevant to the community and that may also perpetuate gender inequality. Naila Kabeer's institutional analysis (taken from her Social Relations Approach; see *Apendix A*) recognises that the causes of gender inequality are not found in the household or the family only.

Institutions include the:

- state and its various arms such as the judiciary, police, army, local, regional and national governments and bureaucracies;
- market, which may include farming enterprises, cooperatives, banks, global corporations active in the area (other mining projects, for example) and family-run businesses; and
- community (or civil society) including voluntary associations, tribunals and other local decision-making bodies, land or water user groups, and women's groups.

**TABLE 2: ACCESS AND CONTROL PROFILE**

	Access		Control	
	Women	Men	Women	Men
<b>Resources in the community and/or household</b> Land for subsistence farming Land for cash crops Labour				
<b>Benefits derived from the use of resources</b> Income from sale of cash crops Asset ownership Education opportunities				

*Adapted from Candida March, Ines Smyth and Maitrayee Mukhopadhyay, A Guide to Gender-Analysis Frameworks, 1999*

An institutional analysis should identify the power structures, rules, practices, activities and influence of institutions, examining how they interact with, create and reinforce inequality, poverty and women's subordination. An institutional analysis should consider how a mining project may reinforce these "institutional" inequalities and the relationship between institutions — for example the police and army, or local council of chiefs — and the company.

### **Resources, assets and strengths**

Finally, the context analysis should identify the capacity of women and men to respond to change or crisis, and identify women's, men's and the community's resources, assets and strengths.

### **STEP 3: IDENTIFY ISSUES INTRODUCED BY THE MINING PROJECT**

The previous steps have established how gender relations and gender roles are structured within a community, and what influences this. The next step is to identify the issues introduced by the mining project and examine how they intersect with and impact on gender relations and roles, and community wellbeing.

Issues commonly introduced by mining operations include displacement, loss of land and livelihood; environmental impacts; the availability of formal employment to community members; and the influx of

a transient male workforce. The introduction of these issues to a community can cause changes in social relations and roles, community values and ways of life. The next step in the gender impact assessment requires an analysis of the intersection of these and other context specific issues introduced by the mining project, and the structural and institutional aspects of the community identified by the context analysis.

In particular, the intersectional analysis should examine how the development of the mining project will interact with and impact on:

- gender and power relations within the community;
- women's access to and control over resources, including the potential benefits of the mining project;
- gender roles and responsibilities;
- the gender division of labour and workload of women;
- women's participation in community management and decision-making processes including in relation to the mining project;
- community wellbeing, including health, livelihood and education.

It is important that the intersectional analysis identifies the indirect, as well as the direct, consequences of the mining project on the community, and that women and men are involved in this analysis.



## **STEP 4: UNDERSTAND WOMEN'S NEEDS**

Having explored the gender impacts of the mining project on members of a community, the next step in the gender impact assessment is to examine how the project specifically responds to women's needs.

The first step is to identify the practical gender needs and strategic gender interests of women in the community. A useful tool for undertaking this task is the gender needs assessment taken from the Moser Framework.

A gender needs assessment asks:

- What do women need to help their current activities, ie what are women's practical gender needs?
- What do women need to achieve greater equality in the community, ie what are women's strategic gender interests?

The next step is to analyse how the mining project responds to or impacts on women's needs and interests. The Women's Empowerment Framework, (see *Appendix A*), can be used, as it provides a system to assess whether a project will promote gender equality and women's empowerment.

The Women's Empowerment Framework asks whether the project is positively concerned with women's needs and interests and improving the position of women relative to men. This can be established by assessing:

- the level of women's material welfare relative to men;
- women's access to resources (including land, credit and training) on an equal basis with men;
- the level of community awareness of gender issues raised through the project (important for encouraging women's participation and overcoming resistance to change);
- women's equal participation in the decision-making process, policy-making, planning and administration. This means involving women in making the decisions that will affect their communities; and
- women's control over the decision-making process to achieve equality of control over resources and the distribution of benefits.

A project should aim to have positive impacts at all levels, but especially as it relates to participation in and control of decision-making processes. By focusing on this, mining companies can avoid situations where they might otherwise fail to consult with women when seeking the free, prior and informed consent of the community or when negotiating access to land, compensation, royalties or the design of community development projects.

## **STEP 5: MAKE RECOMMENDATIONS AND DEVELOP A GENDER STRATEGY**

The potential gender impacts of the mining project identified by the gender impact assessment must be addressed in project planning and then during mine construction, operation and closure. The gender impact assessment must make recommendations to avoid or minimise the negative gender impacts of the mine project and to promote gender equality and women's empowerment. Support from the mine manager and chief executive officer is critical.

In addition, to ensure continued attention to gender issues during the lifecycle of the mining project, a gender risk awareness and compliance strategy must be developed. A checklist can assist in ensuring that ongoing decision-making and other activities incorporate a gender perspective. This checklist must be considered during regular monitoring and evaluation activities. The Harvard Analytical Framework's checklist (see *Appendix A*), comprises a list of questions that could be used as a starting point and checked by the mining company throughout the life of the mine. The questions can be added to or amended to draw attention to those areas of concern identified by the gender analysis including through the intersectional analysis and women's needs analysis.

## **STEP 6: REGULARLY AUDIT AND REVIEW**

Following completion of the gender impact assessment, it is important to conduct gender audits or reviews to monitor how the company addresses gender issues and to identify any unforeseen gender impacts. Gender audits should be undertaken at regular intervals

throughout the life of the mine and should include both independent external and community-based analysis.

**Independent gender audit**

The external gender audit reviews the company’s implementation of the recommendations and gender strategy resulting from the gender impact assessment. It examines how the identified gender issues have been addressed, and whether anticipated negative gender impacts have been avoided. It should also identify unexpected impacts.

**Community-based gender audit**

A community-based gender audit complements the external audit by examining community perspectives of the gender impacts of the mining project. By revisiting concerns expressed by community members during the gender impact assessment process, the audit examines how these concerns have been addressed and any additional issues that have arisen.

One approach to community-based gender auditing is to use a gender analysis matrix (Table 3). The gender analysis matrix is a useful tool for a community-based gender audit and impact assessment. This matrix is intended to initiate a process of analysis by community members and also encourages community members to identify and challenge their own assumptions about gender roles.

The impact of a mining project is examined at four key levels, namely women, men, households and

community; however, other levels such as age group, class or indigeneity can be added as appropriate. On each of these levels, the gender analysis matrix requires community members to identify the impacts of the mining project on labour, time, resources (considering both access and control) and socio-cultural factors. Other kinds of impact could be added to the matrix.

For each identified impact, community members are asked:

- Are the effects listed on the matrix desirable?
- Are they consistent with the community’s aspirations?
- Are they consistent with company commitments?
- Which results are unexpected?

The analysis should be done by community members — in mixed groups of women and men and separately — to draw out a range of responses that accurately reflect the impacts of the mining project on women and men. The analysis should reflect different positions of responsibility and authority.

If impacts are identified that are not consistent with the community’s goals for its development and commitments made by the company, then the mining company must respond by working with women and men in the community to resolve these negative impacts.

<b>TABLE 3: GENDER ANALYSIS MATRIX</b>				
	<b>Labour</b>	<b>Time</b>	<b>Resource (access and control)</b>	<b>Culture</b>
<b>Women</b>				
<b>Men</b>				
<b>Household</b>				
<b>Community</b>				

*Adapted from Candida March, Ines Smyth and Maitrayee Mukhopadhyay, A Guide to Gender-Analysis Frameworks, 1999*

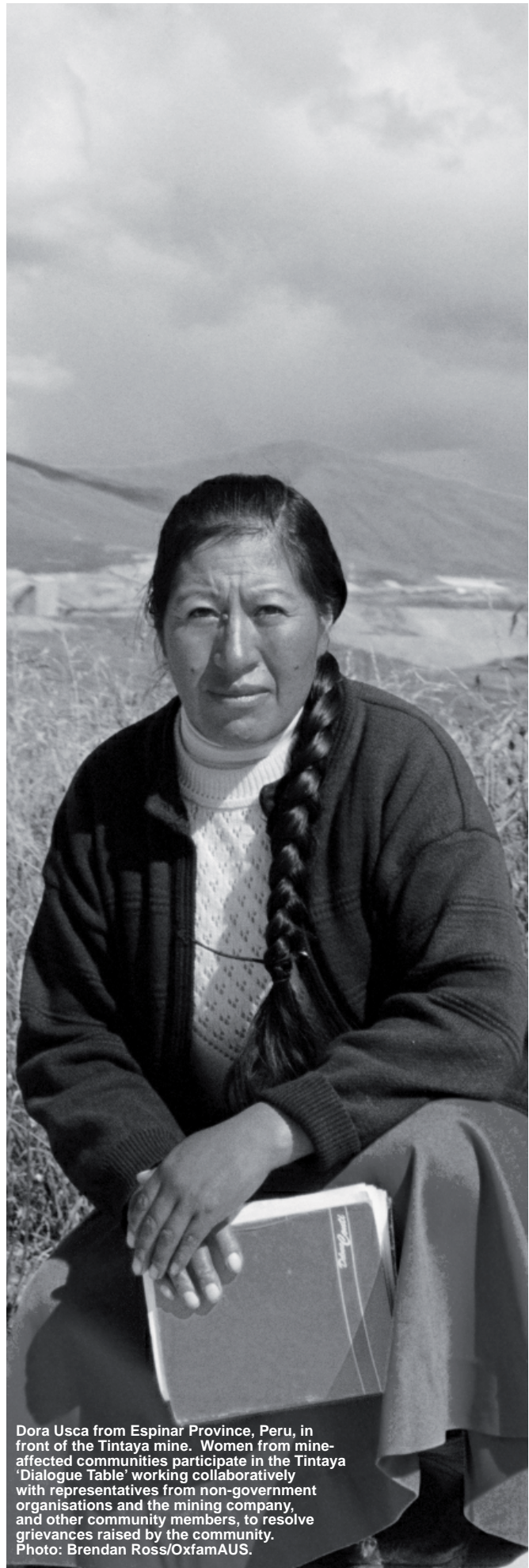
## 5. Conclusion

**Women can experience the consequences of mining projects in different, and often more pronounced, ways than men. Women often bear the brunt of mining projects yet fail to equitably enjoy the potential benefits.**

Gender impact assessment is a tool with enormous transformational potential — it gives a voice to women’s perspectives, needs and interests, and helps to address the power imbalance between the proponents of mining projects and affected community members. It ensures that gender is considered in the planning and implementation of mining projects, and enables projects to be more responsive to women’s needs and interests. This offers mining companies an opportunity to demonstrate responsible business practice through the promotion of gender equality and women’s empowerment in mine-affected communities.

For mining companies to address the gender impacts of mining projects, it is recommended that a gender impact assessment:

- is undertaken as part of social, human rights and economic impact assessment and due diligence processes;
- involve the equal and effective participation of women and men from the different social and ethnic groups in mine-affected communities;
- is founded on the collection and analysis of sex-disaggregated data and aims to:
  - identify the potential gender impacts of the project and how they can be avoided;
  - promote women’s practical gender needs and strategic gender interests; and
  - contribute to gender equality and the empowerment of women;
- results in recommendations to the mining company and a gender strategy that incorporates women’s needs and interests in the mining project, and promotes women’s equality and empowerment;
- is integrated into project planning and implementation; and
- is monitored through regular independent gender audits.



Dora Usca from Espinar Province, Peru, in front of the Tintaya mine. Women from mine-affected communities participate in the Tintaya ‘Dialogue Table’ working collaboratively with representatives from non-government organisations and the mining company, and other community members, to resolve grievances raised by the community. Photo: Brendan Ross/OxfamAUS.

# Appendix A: A guide to gender analysis frameworks

This report has referred to the following established frameworks. Further details of the concepts and tools can be found in “*A Guide to Gender-Analysis Frameworks*” by March, Smyth and Mukhopadhyay, and other references. March, Smyth and Mukhopadhyay also provide an analysis of the strengths and weaknesses of each framework or approach and case studies to show their use.

Each framework typically consists of a series of tools designed to facilitate the capture and analysis of specific information and is often displayed in a table of matrix form.

## **HARVARD ANALYTICAL FRAMEWORK**

The Harvard Analytical Framework examines the gender division of labour, and maps the work and resources of men and women in a community. The framework reflects an efficiency approach to integrating women in development and is designed to demonstrate that there is an economic case for allocating resources to women as well as men.

## **MOSER FRAMEWORK**

The Moser Framework was developed by Caroline Moser in the early 1980s as a method of gender analysis and planning within the women’s empowerment approach. Moser argued for the integration of gender planning in all development work with the goal of the emancipation of women from their subordination, and their achievement of equality, equity and empowerment.

## **WOMEN’S EMPOWERMENT (LONGWE) FRAMEWORK**

The Women’s Empowerment Framework was developed by Sara Hlupekile Longwe within the context of an empowerment approach, and questions what women’s empowerment and equality mean in practice, critically assessing to what extent a development intervention supports this empowerment.

## **SOCIAL RELATIONS APPROACH**

The Social Relations Approach (developed by Naila Kabeer) sees the goal of development as increasing human wellbeing, and aims to assess projects in terms of technical efficiency and their contribution to the broader goals of survival, security and human dignity. The Social Relations Approach recognises that the underlying causes of gender inequality are not just found in the household or family. This approach focuses on the relationships between people and their relationship to resources and activities, and how these are re-worked through “institutions” such as the state or the market.

## **GENDER ANALYSIS MATRIX**

The Gender Analysis Matrix, developed by Rani Parker, is a transformatory approach intended to initiate a process of analysis by community members themselves. This framework is based on the principles that gender analysis cannot promote transformation unless it is carried out by the people being analysed, and that all necessary knowledge for gender analysis exists among the people whose lives are the subject of the analysis.

## **INTERSECTIONALITY**

While not specifically designed as a gender analysis framework, Kimberlé Crenshaw’s conceptualisation of “intersectionality”<sup>7</sup> is a useful tool in gender analysis because it analyses the intersection of various forms of women’s discrimination and disempowerment. This approach analyses the interaction of different dimensions of discrimination and subordination that structure the relative positions of women and men.

<sup>7</sup> See Kimberlé Crenshaw, 1991 “Mapping the margins: intersectionality, identity politics, and violence against women of colour” 43 *Stanford Law Review* 1241–99; and Kimberlé Crenshaw, Background paper for the Expert Group Meeting on the Gender-Related Aspects of Race Discrimination, held in Zagreb, Croatia, 21–24 November 2000.



# Appendix B: Terms and definitions

These definitions have been adapted from the Australian Agency for International Development (AusAID)'s *Guide to Gender and Development* and *Gender equality in Australia's aid program – why and how*.

## **GENDER ANALYSIS AND IMPACT ASSESSMENT**

Gender analysis is the process of considering the impact that a development program or project may have on women, girls, men and boys, and on the economic and social relationships between them. Key issues for analysis include the gender division of labour; access to and control over resources and the distribution of benefits; social, economic and environmental factors which influence all of the above; and decision-making capacity. Gender analysis is a specific form of social analysis which requires the collection of sex-disaggregated data. Incorporating a gender perspective into development activities involves applying gender analysis throughout the project cycle.

## **GENDER DIVISION OF LABOUR**

Women and men have multiple work roles. These include production, reproduction, essential household and community services, and community management and political activities.

- **Productive role**

Productive activities include all tasks which contribute to the income and economic welfare and advancement of the household and community. Women and men perform a range of productive roles. Women's productive roles can include cash and subsistence farming (whether or not they control any income from their labour), fishing, foraging in forests, care of livestock, marketing and transporting, food processing for sale, cottage or home-based industries (micro-enterprises), and waged/formal sector employment.

- **Reproductive role**

Reproductive activities are those activities carried out to reproduce and care for the household. Responsibility for contraception and decision-making about reproduction may be in the hands of

women or men, depending on the cultural context. Child rearing is generally primarily women's responsibility although in most societies men also play some role. Women's other reproductive roles include pregnancy, childbirth and breastfeeding.

- **Household and community services**

Essential household and community services are those which must be carried out daily to meet the family's and community's basic needs such as fuel and water collection, provision of shelter and clothing, cleaning, education, healthcare, care of the elderly, and food processing and preparation. While females carry major responsibility for these services in most societies, men and boys generally also undertake some of these tasks.

- **Community management and political activities**

This refers to the management and conservation of resources for collective community consumption (such as fuel, forests and water) as well as participation in cultural and religious ceremonies, formal and informal political activities, and involvement in development organisations, such as non-government organisations or women's groups. In community affairs, men in many societies are often more likely to predominate at regional and national political levels. However, women also have their own formal and informal structures for involvement in community affairs and decision-making at a village or neighbourhood level, and increasingly at regional and national levels through women's organisations and networks.

## **GENDER EQUALITY**

Gender equality refers to equal rights, responsibilities and opportunities for women, men, girls and boys. Equality does not mean that women and men are the same but that people's rights, responsibilities and opportunities do not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of women and men are taken into consideration, recognising the diversity among different groups of women and men. Equality between women and men is a human right,



Antoneth Aisa lives downstream from the Tolukuma Gold Mine in Papua New Guinea. The mine discharges waste into local rivers and as a result the river water can no longer be used. The mine is required by its permit to provide community members with clean water. Now that this has occurred in Antoneth's community, Antoneth can easily provide her family with clean water for drinking, cooking and washing.  
Photo: Christina Hill/OxfamAUS.

and a precondition for, and an indicator of, sustainable people-centred development.

### **GENDER ROLES AND RESPONSIBILITIES**

Gender refers to the socially constructed roles and relationships between women and men. These are learned, change over time, and vary within and between countries and cultures according to social, religious, historical and economic factors. Gender contrasts with sex, which describes a set of biological differences between men and women. Gender roles and responsibilities affect women's and men's ability and incentive to participate in development activities, and lead to different project impacts for men and women

### **PRACTICAL GENDER NEEDS**

Practical gender needs are the needs women and men have for survival and economic advancement which do not challenge the existing sexual division of labour, legal inequalities, or other aspects of discrimination due to cultural and social practices. Meeting practical gender needs in development programs may include providing services such as clean water, shelter and healthcare as well as income-generating opportunities. If women are involved in decision-making and training in new areas, strategic interests may also be addressed through such practical projects (see definition of strategic gender interests below).

### **SEX-DISAGGREGATED DATA**

This refers to the differentiation by sex of statistical and other data. This is a basic requirement of good practice in development programming, without which it is difficult or impossible to determine the gender impacts of development activities.

### **STRATEGIC GENDER INTERESTS**

Strategic gender interests refer to the status of women relative to men. They seek to bring about greater equality between men and women, and to eliminate various forms of sexual discrimination. Strategic interests may include legal rights, protection from domestic violence, increased decision-making and increasing women's control over their bodies. Practical needs and strategic interests are complementary. For example, programs that only target practical needs may not be sustainable unless strategic interests are also taken into account.

### **WOMEN'S EMPOWERMENT**

Women's empowerment is a process of transforming gender relations so that women gain the skills, confidence and ability to make choices and decisions about their lives.

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Women and men living near and working at the Vatukoula Gold Mine in Fiji have complained of poor wages and inadequate health and safety practices for workers, gender discrimination by the company and substandard company-provided housing. Local women have complained that many families are forced to share common bathroom facilities, and that woman workers are overlooked when the company allocates housing to its workers. Photo: Shanta Martin/OxfamAUS