

# Gender and the Extractive Industries: An Overview

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## Gender and the Extractive Industries

The Oil, Gas, and Mining industries (herein extractive industries) have the potential to deliver significant growth and development opportunities for host countries. In many countries, though, women have been largely excluded from these benefits, while being at the same time disproportionately vulnerable to many of the risks associated with the extractive industries. These asymmetries – in employment as well as community engagement - can be both bad for business, as well as contributing to negative social and economic outcomes at the community level, and have long been overlooked in the sector (UNDP, 2015). Conversely, improved gender diversity in workforces can have business benefits; increased engagement with community women can strengthen community relations and perceptions of operators; and investment in women in the community is known to deliver long-term health, education and local development outcomes (Keenan, Kemp, 2014). Improved understanding of the gender-dimensions of the extractive industries can help ensure that these industries support women and positive development outcomes.

This knowledge note highlights how the extractive industries differently impact men and women. It outlines the potential costs of failing to understand these impacts, as well as outlining how government, civil society, and private sector actors can help build women’s capacity to access development opportunities and influence community engagement.

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## What do we mean by gender?

While men and women have certain biological or sex differences, in most cultures, men and women also have different socially determined roles and responsibilities in workplaces, households and society. These socially constructed roles are referred to as “gender.” These roles are often constructed around power relations that give men and women different levels of access and control of resources and capital, and experience different impacts and benefits. This means that when extractives operations enter a community, men and women are differently impacted by changes in the social, economic, and environmental conditions. (Cane, 2015)

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## How do the extractive industries differently impact men and women?

The extractive industries can have significant impacts on host communities; from the natural environment to access to jobs, changes in the cost of living and traditional social dynamics. Given the different gender roles and responsibilities of men and women they often experience these changes differently.

**Different access to employment:** Extractives operations typically include significant job creation; however, the sector has traditionally involved heavy manual labour, and jobs in typically male-dominated sectors. This bias not only disadvantages women from the economic opportunities of working in the sector, but can also deprive

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**The Gender and Extractive Industries program gathers knowledge and builds awareness of the gender dimensions of the extractives sector through research, analysis, and knowledge sharing across activities, and then deploys this knowledge to help mainstream gender in policy and operational activities.**

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## CASE STUDY: Women in Papua New Guinea (PNG) Leading the Way in Community Benefit Sharing

In PNG, women have traditionally been largely excluded from the financial windfalls of mining, while being vulnerable to many of the social and economic risks. According to research, while mining has brought significant monetary influxes from compensation, royalty programs and wages, these payments have traditionally gone primarily to men. In some communities, this led to high bride prices, increasing polygamous marriages, a loss of status in women, and increased sex work and sexually transmitted infections. These incidents have been attributed to the destabilization of social harmony, marriage and household dynamics in many communities (Macintyre, 2013).

However, in 2006/7, in Western Province, women from nine communities impacted by the Ok Tedi Mining Limited (OTML) were represented by a female Papua New Guinean in negotiations for mine benefit streams, and were able to secure 10 percent of these funds to be dedicated to women's and children's programs. This not only created funds for women's priority projects, but formally recognized the importance and value of women's participation in mining-related decision-making at the highest levels. At a review of this agreement five years later, in 2012, these set-asides for women and children were increased to 18.24 percent.

The World Bank is providing ongoing support for women in mining communities in PNG through:

- Support for a capacity building for a national interdepartmental Women in Mining Technical Committee
- Small grants programs for women in extractives communities
- Literacy, numeracy, and small business development training for women in oil, gas, and mining communities
- An upcoming program to address family and sexual violence in extractives communities in PNG. This project will bring together companies, civil society, and government to develop collaborative public-private approaches that aim to change norms around gender based violence.

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**Improved understanding of gender impacts can improve the operating environment, improve business outcomes, and improve results of community investment.**  
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extractives companies of a broader more diverse labor force. Research by the IFC shows that gender diversity in the workforce is good for business, and case studies in mining companies demonstrate a concrete business case for hiring more women in the mining sector. Evidence also shows that women who are employed are more likely to invest in education, shelter, health and family nutrition. While women currently make up only a small part of the extractives labor force, increasing women's employment is good for business as well as communities.

**Different involvement in decision-making:** Community consultation and engagement is a critical aspect to any extractive industry operation, from the initial exploration and consultation, to compensation, social license to operate, and developing a mutually beneficial relationship with the community. However, women are often excluded from community consultations and negotiation – due to cultural norms, a focus on 'formal' community leaders, a lack of formal land tenure, or meetings may be organized in a way that conflict with domestic responsibilities (Keenan and Kemp, 2014). As a result, women are often excluded from consultations that determine land use, compensation, community investment, or other major community decisions. However, the World Bank is working with companies and governments to address these issues. In countries like Papua New Guinea, companies and government are working together to ensure that women are included in consultations, and to specifically ensure that women have say over how community resources are spent.

**Disruptions of established social patterns:** The extractive industries often disrupt social systems through the distribution of work, technologies and new economic revenues. In numerous countries, the extractives have led to worsened gender inequalities in terms of power, personal autonomy and decision-making (see Case Study). Specific frequently identified impacts include:

- Loss of natural resources, decreased access to land (often women do not hold formal land tenure) and a reduction to land based livelihoods
- Increased vulnerability to sex-work and rises in HIV/STDs due to an influx of predominantly male workers and increased disposable incomes

- An increase in alcohol-related and gender based violence.

However, an increasing number of activities, like a new World Bank project to address sexual and gender based violence in extractives communities in Papua New Guinea, are creating opportunities for governments and companies to work together to address these issues. World Bank-supported small grants programs in Tanzania and Democratic Republic of Congo (DRC) are also creating opportunities for women in mining communities to engage with and benefit from these industries.

**Changes in environment:** In societies where traditional livelihood practices are reliant upon the surrounding environment, socio-ecological impacts on women can be particularly adverse (See box 1) (Cane, Schleger, et. al. 2015; McGuire, G. 2003). Extractive industry-induced environmental changes including loss of land, decreased water quality and quantity, and increased air pollutants also tend to impact disproportionately upon the well being of women and children. For example, in many societies it is a woman's responsibility to collect water. When water quality and quantity are affected by operations it is the women's responsibility to find alternative water sources or care

for associated health problems in the family.

### What is the World Bank doing?

Since 2007, the World Bank's Gender and Extractive Industries Program has been working with governments, communities and companies to better understand and address how mining (large and small-scale), oil and gas differently impact women and men. The Gender and EI program gathers knowledge and builds awareness of the gender dimensions of the extractives sector through research, analysis, and publications, and then deploys this knowledge to help mainstream gender in policy and operational activities. Activities include:

- Support to governments to better understand and address gender dimensions of the extractives sector, including support to mainstream gender into mining policy and regulations, as well as support for national instruments, like the Papua New Guinea Women in Mining Technical Committee and Mining Vision, and Tanzania National Roadmap for Gender and Mining.
- Support for multi-stakeholder national level dialogue, workshops, and networks to support women in the extractive industries. These

have included a national workshop in Tanzania to develop a national gender and mining roadmap (2010), multiple national women in mining and petroleum conferences in Papua New Guinea (2003, 2005, 2010), and the first DRC Women in the Mining Sector conference held in September 2015, in Bukavu, DRC.

- Small grants programs to support women in mining communities in Papua New Guinea, Tanzania, Uganda, DRC, and Ethiopia.
- Support for literacy, numeracy, and small business development training for women in extractives communities, including in Ethiopia, DRC, Tanzania, and Papua New Guinea.
- Support to develop public-private collaborations around gender-based violence in extractives communities.
- Research and toolkits on gender dimensions of artisanal and small scale mining, large scale mining, and oil and gas industries; research on the gender, conflict, and ASM in DRC; analysis of women's role and opportunities for extractives benefit sharing; and upcoming research on gender based violence in extractives communities in Papua New Guinea. ▶▶▶



Woman small scale miner in Laos.

## Key Takeaways

- Companies, governments and civil society all have opportunities to improve women's engagement in the extractive industries, as well as the gendered impacts of the sector on the community.
- Improved understanding of gender impacts can improve the operating environment, improve business outcomes, and improve results of community investment.
- Key first step for any stakeholder is to use a gender-lens to understand key issues: how will any proposed operations impact men and women and what opportunities do men and women have to understand issues, participate in consultations, and benefit from investments, compensation, payments, or other opportunities? Dedicated gender assessments should be used at all stages of project development.
- Women and men should both be included when negotiating the opening of an operation. This can include negotiating community agreements, land access, cultural heritage management and royalty distributions.
- Understanding women's social roles in affected communities and incorporating engagement measures can ensure the extractives industry promotes a more equitable response to the changing social environment.
- Companies and governments can work with communities and civil society to remove barriers preventing equal participation of men and women in planning and implementing projects to stabilize and improve business.
- Governments can create a regulatory environment to include Gender Impact Assessments to complement Social and Environmental Impact Assessment, and Social Impact Management Plans to identify vulnerable groups in the community and engage with gender issues.

### Resources:

- "Mining for Equity: The Gender Dimensions of the Extractive Industries." The World Bank, 2009.
- "Mainstreaming Gender into Extractive Industries Projects: Guidance

## CASE STUDY: World Bank working with Women in Mining in DRC

In Democratic Republic of Congo (DRC), the World Bank has been working with the government of DRC to support women in mining at local and national levels.

A small grants program supports 500 women in south Kivu province. Women receive literacy and business skills training, which then help them to develop and manage grant activities. Activities combine alternative livelihood projects, technological upgrades to improve women-run mining operations, support to formalize security of tenure, and education on relevant mining legislation applicable to their operations. Given the high rates of gender-based violence (GBV) in some of the affected project areas, education sessions were also conducted on GBV male and female community members

At the national level, the first Conference on Women in the Mining Sector was held in Bukavu in September, 2015. Over three days, 160 women highlighted key challenges and opportunities including: the need to support women to self-organize, the need to support access to finance, through savings and loans schemes and microcredit (which would allow women to create greater production efficiencies, and therefore focus on more profitable areas of the value chain). Women requested education on the Mining Code, its accompanying regulations, and other national legislation governing women's rights and participation in the sector. Women also noted the need to have more qualified women working in mining in government and private sector. The Workshop concluded with a National Action Plan to put in place a Women in Mining network in the DRC; this Action Plan will be supported by the World Bank and DRC Ministry of Mines.

Note for Task Team Leaders." The World Bank, 2009

"Extracting Lessons on Gender in the Oil and Gas Sector." The World Bank, 2013

"Gender Dimensions of Artisanal and Small-Scale Mining: A Rapid Assessment Toolkit." The World Bank, 2012.

"Negotiating with the PNG Mining Industry For Women's Access to Resources and Voice: The Ok Tedi Mine Life Extension Negotiations for Mine Benefit Package" The World Bank, 2014.

"Women in Mining: A Guide to Integrating Women in the Workforce." The World Bank (IFC), 2009.

"Investing in Women's Employment: Good for Business, Good for Development." The World Bank (IFC), 2013

"Resources and Resourcefulness: Gender, Human Rights, and Resilience in Select Artisanal Mining Towns of

Eastern Congo." The World Bank, 2014.

"Gender Sensitive Approaches for the Extractive Industry in Peru: Improving the Impact on Women in Poverty and their Families." The World Bank, 2011.

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- Keenan, J. and D. Kemp. (2012), *Practitioner Perspectives Study*. In Keenan & Kemp, *Mining and local-level development: Examining the gender dimensions of agreements between companies and communities*. Brisbane, Australia: Centre for Social Responsibility in Mining, The University of Queensland
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