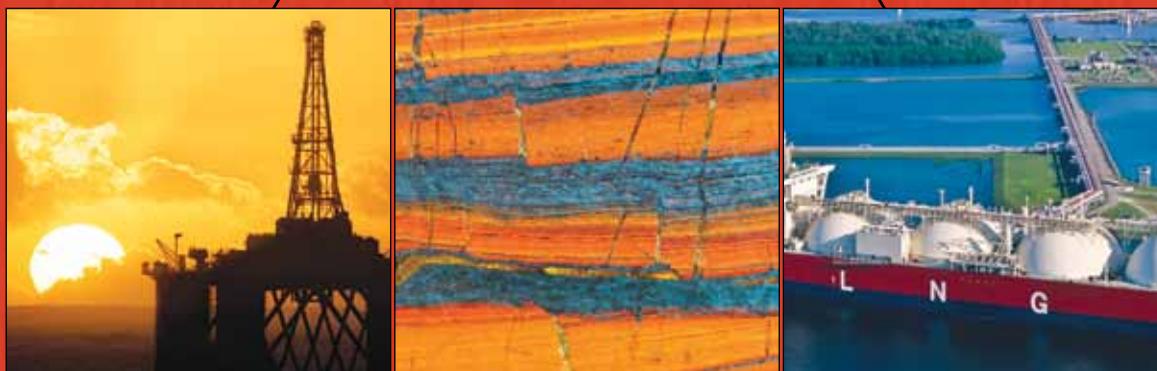


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# Gender-Sensitive Approaches for the Extractive Industry in Peru



**Improving the Impact on  
Women in Poverty and  
Their Families: Guide for  
Improving Practice**

*Bernie Ward  
John Strongman  
Adriana Eftimie  
Katherine Heller*



**World Bank Group's Oil, Gas, and Mining Unit  
Sustainable Development Network  
Sustainable Energy Department**

The Oil, Gas, and Mining Unit series publishes reviews and analyses of sector experience from around the world as well as new findings from analytical work. It places particular emphasis on how the experience and knowledge gained relates to developing country policy makers, communities affected by extractive industries, extractive industry enterprises, and civil society organizations. We hope to see this series inform a wide range of interested parties on the opportunities as well as the risks presented by the sector.

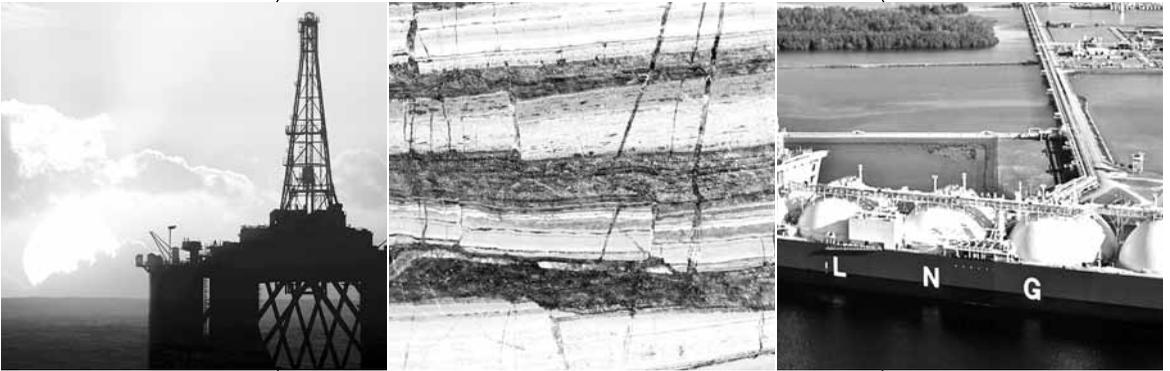
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*Cover photos:* Oil rig, hematite-banded ironstone, LNG tanker

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THE WORLD BANK



Energy Sector Management Assistance Program



Gender Action Plan



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# Abbreviations

ARPEL	Latin American Regional Association for the Petroleum and Gas Industry
EI	extractive industry
NGO	nongovernmental organization
PPA	participatory problem analysis
RTMP	Rio Tinto Management Peru
TOR	terms of reference



# Preface

In 2004, the World Bank identified community-related issues as an important area to be better addressed in its extractive industries activities and made the following commitment:

We will work with governments, sponsors, and communities to ensure that affected communities benefit from projects as broadly as possible, including continuing to encourage and assist SME (small and medium enterprise) linkages programs (World Bank 2004a, p. v).

As part of the effort to fulfill this commitment, the Oil, Gas, and Mining Unit of the World Bank has been engaging in community issues with a particular focus on women. The work to date has involved World Bank projects and/or research tasks in countries in Asia (Papua New Guinea and Indonesia) and Eastern Europe (Poland and Romania). Findings from these efforts have included the following:

- Women usually receive only a small share of the benefits produced by extractive industries; the vast majority of benefits—in particular, income and employment—go to men.
- The negative impacts of extractive industry projects fall predominantly on women rather than on men and are much more significant than generally recognized. These impacts include the breakdown of family relations, and a significant increase in family tensions and domestic violence associated with the arrival of extractive industry projects in poorer communities.
- It is possible to increase the benefits and reduce the negative impacts for women—thereby improving both the relationship of the extractive industry operations with the surrounding community and the overall development impacts of extractive industry operations on the women themselves and their families.
- Women are usually not sufficiently consulted with (if at all) in the extractive industry development process. When they are consulted, they frequently raise issues and propose solutions that differ from those provided by men, concentrating on improvements that

contribute to the well-being of families, such as better health and education outcomes. Men tend to focus more on tangible infrastructure such as new roads and buildings.

- Extractive industry companies can contribute to better development outcomes and poverty alleviation by consulting with women.
- Initiatives need to be carefully designed and implemented, because focusing on women can conflict with traditional cultural values, especially in remote communities, where women are often not treated as equals by men and where men may resist actions and initiatives aimed at improving the social status and economic standing of women.
- By working with both local and national women's organizations, as well as with local governments and other authority structures, companies in the extractive industries can support women and women's organizations to ensure a greater voice and say in decisions that affect women's lives.

In Peru, mining is becoming an increasingly important economic driver in remote locations, and large amounts of funds (over \$1 billion in 2007 alone) have been mobilized for economic development in mining regions. However, a history of conflict exists between some of the mining companies and their neighboring communities, and there is a high degree of poverty at the doorstep of most extractive industry operations in the country. For growth and development to be successful here, gender-sensitive approaches are critical. To this end, the Oil, Gas, and Mining Unit has commissioned this practice guide and its companion research study on Gender-Sensitive Approaches for the Extractive Industry in Peru.

# Acknowledgments

This guide extracts findings and lessons from the research study reported on in *Gender-Sensitive Approaches to the Extractive Industry in Peru: Improving Impacts on Women in Poverty and Their Families* (Ward and Strongman 2011) to improve practice in the field. The study report and related guide are joint products of the World Bank's Oil, Gas, and Mining Unit, the Energy Sector Management Assistance Program (ESMAP), and the Gender Action Plan.

The task team included task team leader Adriana Eftimie (Oil, Gas, and Mining Unit) and consultants Bernie Ward (researcher and principal author) and John Strongman, with support from Katherine Heller (Oil, Gas, and Mining Unit).

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Perú, Reglamentación del Sector Energético del Perú, Rio Tinto, Social Capital Group, Socios Perú, Tintaya [BHP Billiton team], Xstrata Copper Peru Las Bambas, Vector Engineering, Volcan (through the Women's Network), and the Women's Auxiliary of the American Institute of Mining, Metallurgy and Oil Engineers.

Special thanks to Raja Manikandan for coordinating the production and dissemination process and to Nita Congress for editing and designing the publication.

# Executive Summary

In the companion report to this guide, *Gender-Sensitive Approaches to the Extractive Industry in Peru: Improving Impacts on Women in Poverty and Their Families*, Ward and Strongman present solid, evidence-based arguments leading to the conclusion that extractive industry (EI) companies could significantly improve their sustainable development impact on women and families by making some practical and simple changes in their working practices. The report also provides extensive evidence of weaknesses in company and government policies and practices that contribute to a previously underrecognized issue: men are capturing more of the benefits of EI projects, which are not necessarily reaching the wider family; while women and children experience more of the risks that arise from EI projects.

For several reasons, listed below, it is in the interest of EI companies in Peru to focus on improving their development impact on women:

- **Stronger development results.** Working with and in support of women will enable EI companies to demonstrate stronger sustainable development results against key development outcome indicators, including those measuring the status of women and children. Additionally, improving the status of women is a key step toward improving the education and health of the family overall and in ensuring that women are able to capture other development benefits for the rest of the family.
- **Conflict resolution.** Women who are satisfied with the wider development impact of a company have been known to play a constructive role in reducing conflicts, reminding the men of broader, longer-term benefits at critical points when men may be considering action against a company in response to a specific problem.
- **Conflict avoidance.** Women who are not satisfied with the development impact of a company have a long track record of mobilizing against the presence of EI operations in their vicinity; this has been known to lead to women opposing EI developments and refusing to sign agreements with companies.

- **Equality of opportunity.** Given the unequal division between men and women of the benefits and risks from EI project presence, it could be argued that the company has a responsibility to redress this imbalance. In Peru, this responsibility is underscored by the 2007 Equal Opportunity Law (No. 28983), which ensures that men and women can assert their rights to equality, preventing discrimination against them in all spheres of public and private life.<sup>1</sup>

Some of the factors in Peru that limit women’s ability to avail themselves of the benefits arising from EI projects—and which may therefore be in conflict with Peru’s Equal Opportunity Law—include the following:

- EI companies give greater priority to projects proposed by men (which are typically larger-scale infrastructure or productive projects that generate cash income, which may or may not be shared with other family members) than to those prioritized by women (which tend to involve health, education, nutrition, smaller-scale infrastructure, and capacity building, aiming to improve quality of life for the whole family).
- EI companies include men more effectively than women in project consultation, selection, and design—thus increasing the gap between the skills and power of men and women in this area.
- Men are much more likely to be the beneficiaries of social projects, as these tend to favor male interests; and local cultural traditions or educational differences may limit women’s ability to avail themselves of programs, unless these barriers are addressed in the project design.
- EI companies are not effectively monitoring their impacts on women and, as a result, are not taking action to improve these impacts.

Historically, EI companies have operated in this manner since they realize they need to be culturally sensitive to the existing norms of the communities in which they work—contexts in which, to varying degrees, women are not equally incorporated in decision making and benefit sharing. In recent years, however, women in mining areas have been more vocal in expressing their discontent,<sup>2</sup> and all involved are becoming increasingly aware of the new legal framework in Peru that recognizes women’s right to equality of opportunity. Companies in Peru thus have increased

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<sup>1</sup> For further details, see Ward and Strongman (2011), appendix I.

<sup>2</sup> For further details, see Ward and Strongman (2011), chapter 3, section 4.

legitimacy—and are subject to more pressure—in working with women in a more equitable way. This legitimacy can be deepened through working in partnership with local women’s organizations and with key women’s leaders to help a company negotiate the local context.

By taking specific, focused actions as outlined in this guide, EI companies can improve impacts on women in communities in the area of an EI project’s influence; these actions should be widely achievable and deliverable. Undoubtedly, the quality of a company’s community engagement strategies and community relations would be further deepened if, in addition to the approaches outlined here, it engaged specific help and support from a gender expert to address more specific issues arising in the affected communities. These issues might include how to analyze and work with different groups of women (wives of migrant workers, indigenous women, women from different ethnic or religious groups); how to interpret the complex web of accountability given different sources of funding; and how to use culturally appropriate tools for building women’s and men’s abilities in planning and community monitoring.

Senior management needs to be aware that not all actions to be performed are the responsibility of the company’s community relations team. For example, with regard to the employment of women, the personnel, procurement, community relations, and management functions of a company must all work together to ensure that women are appropriately recruited and incorporated into the workforce at all levels, as temporary, rotational, and permanent employees, and also into the supply chain.

A key area for senior management consideration is the development of appropriate terms of reference for baseline studies, as this will ensure that the situation and perspectives of women are addressed through data gathering and consultations from the outset.

No approach will work if responsibility for gender sensitivity is dispersed too broadly across the company and no one is monitoring effective implementation or results. For this reason, senior management’s commitment can most effectively be demonstrated by the appointment of a gender champion and gender team.



# Why Is Gender Sensitivity Crucial to Improved Outcomes?

In recent years, large amounts of development assistance in the form of infrastructure and social programs have been made available to communities across Peru as a result of the presence of extractive industry (EI) companies. These funds have come through corporate-managed social programs, royalties, the tax on EI profits redistributed through the *canon minero*, social funds, and the voluntary contribution established by Peru's Supreme Decree 071-2006-EM. In 2006, funds from the *canon minero* alone outstripped international cooperation aid to Peru (GPC 2007). Projections for 2007 and beyond indicate a decreasing supply of international cooperation aid to Peru; the fall 2008 downturn in metal prices notwithstanding, it is still likely that social development funds arising from EI sources will continue to exceed international cooperation aid for Peru.<sup>1</sup>

Despite this high level of investment, these funds for the most part have not achieved the social development impact intended. Extreme poverty persists within the areas of influence of large-scale mining operations, and this poverty is in stark contrast to the profits being made by EI companies.

It is noteworthy that, even given the high levels of social investment by industry, many communities remain strongly opposed to extractive projects. Analysis as to why this is the case raises questions about the extent to which these social development funds provide genuine benefits to the wider population of local communities. It also raises questions about the effectiveness of EI companies and local governments in identifying, minimizing, and mitigating environmental and social risks that have been created by EI operations.

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<sup>1</sup> See GPC (2007) and APCI (2007). The earthquake of August 2007 somewhat changed this dynamic; however, the overall downward pattern of aid is expected to continue.

In assessing the overall sustainable development impact of companies, it is necessary to look at both benefits and risks. For the community, concern about the environmental and social harm that many may experience with the arrival of an EI project may outweigh the income and employment benefits that would accrue to a smaller number of people.

Community dissatisfaction with the benefit-risk balance reveals itself at various levels. A group of women in Ayacucho refused to sign an agreement with an EI company, according to information provided by that company; they stated that they could see no overall benefit for their community in supporting the operation. In a 2007 regional survey carried out by several nongovernmental organizations (NGOs) in Cajamarca, participants identified the principal problem related to mining resources in the region as “limited support for other sustainable and profitable economic activities.”

Research confirms an important but often overlooked aspect of the distribution of benefits and risks of EI operations: men are capturing more of the benefits of EI projects, which are not necessarily reaching the wider family; while women and children experience more of the risks that arise from EI projects.

## Unequal Sharing of Benefits and Risks

All the stakeholders interviewed for the companion report to this guide (Ward and Strongman 2011) stated that not only do men receive the vast majority of EI-related employment (typically, more than 90 percent of employment goes to men and less than 10 percent to women), but that the social programs funded from EI sources—whether administered by the public sector or by the company—are also biased toward men in several ways.

- They give greater priority to the projects proposed by men (which are typically larger-scale infrastructure or productive projects that generate cash income, which may or may not be shared with other family members) than to those prioritized by women (which tend to involve health, education, nutrition, smaller-scale infrastructure, and capacity building, aiming to improve quality of life for the whole family).
- They include men more effectively than women in project consultation, selection, and design—thus increasing the gap between the skills and power of men and women in this area.
- Men are much more likely to be the beneficiaries of social projects, as these tend to favor male interests; and local cultural traditions or educational differences may limit women’s ability to avail themselves of programs, unless these barriers are addressed in the project design.

The stakeholders interviewed also believed that the majority of risks a community may experience from the presence of an EI operation would accrue predominantly to poorer women and their children. The risks highlighted include the following (Ward and Strongman 2011, p. 5):

- Increased water contamination bringing health risks and, in some communities, the need to travel farther to collect water
- Increased local prices for land, housing, basic goods, fuel, and transport, making life more difficult for women who generally do not receive a corresponding increase in cash from a partner (either because he is not sharing his increased income with the family, or because the woman does not have a male partner)
- Increased traffic, making roads less safe and child care more difficult
- Increased power differential for men over women because the presence of EI companies leads to more employment opportunities and a greater number of community decision-making processes; women's involvement in these spheres usually remains limited
- Women must take on men's work at the family farm as men seek paid work elsewhere
- Increased cash, leading to increased negative social behaviors by some men, including alcohol abuse and gambling
- The above social impacts leading to an increased risk of family disintegration or family violence

Some of the risks noted above also accrue to men, particularly poorer men. These latter may even be as vulnerable as women in this regard—and maybe more so where women are better educated or wealthier. Peruvian women are not homogenous; their experiences vary greatly depending on geography and culture, income and education, recent community history, and migratory patterns. Nonetheless, in Peru as a whole, the position of women in general is worse than that of men as measured by most indicators, and this difference is greater in highland and rural areas (COSUDE 2004; CEDAW 2007).

“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 home: perhaps the women were right.”

—Interview with mining company

Given that in Peru women tend to be the most disadvantaged people, it is therefore of concern that they may experience more of the risks and less of the benefits arising from the presence of EI operations, thus exacerbating their relative disadvantage.

## Achieving Sustainable Development from EI Operations

Companies interviewed for the Ward and Strongman report noted that their development impact does not seem to have benefited women and families as much as anticipated, reflecting learning gained more broadly about how sustainable development initiatives can fail to have the desired effect for women and families. As a 2005 World Bank report explains:

Initially, it was assumed that development was gender-neutral and would address the needs and preferences of both men and women. Subsequent recognition that development might actually benefit men more than women, or indeed have a negative impact on the status of women, led to efforts to ensure that women were included as project beneficiaries. More recently, the increasing recognition of women's capabilities, resources and skills, and their significant ability to contribute to the value of development initiatives as full partners has encouraged the integration of women into leadership and consultative roles. The concept of assisting women evolved into that of investing in women (World Bank 2005b).

These trends may help explain why even in situations where large amounts of funding have been invested in projects that were delivered in a timely and professional manner, they often do not seem to have the wider, knock-on development impact intended.

It is now widely recognized within the international development community that investing in women's empowerment—be it through their education, rights, decision-making processes, income levels, and so on—is a key step toward growth, poverty reduction, and sustainable development.<sup>2</sup>

A growing body of evidence indicates that increasing women's economic opportunities leads to higher rates of family savings; greater spending on family nutrition, health, and girls' education; and declining household poverty. Research also indicates that the higher the level of literacy and education for women, the better the health outcomes for a community. Gender

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<sup>2</sup> See arguments such as those on the World Bank's Gender Equality as Smart Economics website (<http://siteresources.worldbank.org/INTECAREGTOPGENER/Resources/WBGAPfinalCleanNov2.pdf>) or in World Bank (2001a).

equality in employment and financial services has also shown greater business returns, since women have a better track record of starting successful businesses and repaying loans.<sup>3</sup>

Moreover, research has found that longer-established EI companies have recognized, based on the limited impact of their previous programs, that

- education of women is vital to the education of future generations,
- women make more reliable project partners, and
- the benefits women receive from social programs are more likely to be shared with other family members.

EI companies have made considerable strides toward improving their performance in recent years and now recognize the overall importance of engaging in constructive dialogue, promoting multisector participatory development planning processes, stronger environmental management, and transparency—to mention but a few of the findings of recent research on mining and development in Peru.<sup>4</sup>

The consultation undertaken for the Ward and Strongman report confirms that these actions are necessary, but it also indicates that they are unlikely to be sufficient to bring about the deeper, long-term sustainable development outcomes companies are seeking. Thus, one important way EI companies—and the local governments charged with administering distribution of oil, gas, and mining taxes and royalties—could significantly improve their development impact would be to make sure that their development assistance approaches have a stronger focus on women, particularly women from poorer families who are currently the least likely to be able to avail themselves of the benefits offered by a company's presence.

It is not simply the scale of funding, or even its timely use, that is crucial to achieving more positive development outcomes. It is also the types of processes used to identify and select community programs and projects—and how poorer women and men are included in these.

## The Business Case for Focusing on Women

The following elements contribute to making the overall business case for companies to focus on improving their development impact on women:

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<sup>3</sup> Again, see the World Bank's Gender Equality as Smart Economics website (<http://siteresources.worldbank.org/INTECAREGTOPGENDER/Resources/WBGAPfinalCleanNov2.pdf>) and World Bank (2001a).

<sup>4</sup> For example, see Office of the Ombudsman (2007) and Bebbington et al. (2007).

- As development funding derives from EI sources, there is a strong argument for those resources to focus more effectively on improving the situation of the poorest and most vulnerable people in communities; these tend to be poorer women.
- Given that the majority of benefits from the presence of EI companies accrue to men while the majority of risks accrue to women, it could be argued that there is a responsibility on the part of the company to seek to redress this imbalance. This argument is strengthened in those instances where the presence of a company may not only fail to benefit, but actually to worsen, the position of some of the most vulnerable women in the surrounding communities.

Aside from these essentially developmental and moral arguments of corporate responsibility to the poorer and more vulnerable members of society, there are also *tangible benefits* to be realized by the company:

- Working with and in support of women will enable EI companies to demonstrate stronger sustainable development results against key development outcome indicators, including those measuring the status of women and children. Additionally, improving the status of women is a key step toward improving the education and health of the family overall and in ensuring that women are able to capture other development benefits for the rest of the family.
- Women who are satisfied with the wider development impact of a company have been known to play a constructive role in reducing conflicts, reminding the men of broader, longer-term benefits at critical points when men may be considering action against a company in response to a specific problem.
- Women who are not satisfied with the development impact of a company have a long track record of mobilizing against the presence of EI operations in their vicinity; this has been known to lead to women opposing EI developments and refusing to sign agreements with companies.

## The Way Forward

There is considerable interest and motivation across the EI sector in Peru to take action to improve the sector's impacts on women and families. Further, at the national, regional, and local government levels in Peru, conditions favor the promotion of women's rights, as evidenced by the 2007

promulgation of Supreme Decree No. 207-2007-PCM prioritizing the equality of men and women, and the Ministry of Economy and Finance's guidance issued in the same year noting that gender inclusion must be placed higher on the participatory budgeting agenda (Ministry of Economy and Finance 2007).

Interviews with NGOs, universities, consultancy groups, and EI companies reveal that there are many approaches—some already being implemented—that could be applied by companies in Peru, without significant (and sometimes without any) additional costs, that could make a major difference to the sustainable development impact these funds have on women and families.

The opportunity lies in bringing these together inside each EI area of influence as a single, integrated approach to increase benefits and decrease risks for women. This should be done in such a way as to create synergies among all key stakeholder groups—companies, government, and civil society. It should replace the current practice of implementing isolated initiatives to benefit women and instead look to ensure that women have full, equal access to the socioeconomic development associated with EI projects.

One way to move this process forward more quickly is a closer relationship among the EI companies, local governments, and the “development industry”—that is, those NGOs, community-based organizations, universities, research centers, think tanks, funders, foundations, and training organizations whose primary objective is the development of theories and practices to alleviate poverty—so that the latter's knowledge on issues such as gender, rights-based approaches, and community-driven development as well as practical project experience in maternal health, bilingual education, and productive chain development, among others, might be mobilized and used to achieve stronger, better-informed social development results and reduced conflict.

## Approach and Organization

This guide seeks to enhance women’s empowerment. Empowerment is the strengthening of capacity through access to information and training and the ability to influence decisions related to individual and social development.

The guide emphasizes building individual and collective capacities so women can strengthen their self-reliance and have greater power to make decisions about their lives, their environment, and development processes. Experience shows that this can only happen when the perspectives and practices of men evolve alongside those of women; hence the importance of including both men and women in all phases of consultation, program development, and operations.

“I think that because of a lack of information many people, whenever the subject of gender is mentioned, think only of workshops exclusively for women on productive projects... yet in reality it is not only about this... it is about finding ways for women to become involved in decision making, the process of prioritizing projects, and so on...”

—Jimena Solugueren, Poderosa CIA

The guide is focused primarily on improving development impacts for women in communities neighboring EI operations rather than on women in the EI company workforce; this is because companies tend to be much more familiar with actions involving women’s workforce issues than with addressing EI project impacts on women in the community.<sup>1</sup>

The approach recommended by and detailed in this guide draws on the investigation and consultation undertaken with companies, the public sector, and NGOs across Peru in the production of the companion report (Ward and Strongman 2011). The research discovered many positive areas of emerging good practice as well as areas in which current practice was typically weak. There was strong agreement among

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<sup>1</sup> Chapter 4 does include a brief section on women and employment, which describes how the personnel, procurement, community relations, and management functions of a company can work together to ensure that women are appropriately recruited and incorporated into the workforce as temporary, rotational, and permanent employees, and also into the supply chain.

stakeholders regarding the importance of improving the situation—and a recognition that significant impacts would be possible without their being costly or complicated to deliver. Drawing on this learning, the basic strategy recommended for an EI company in Peru to improve its impact on the women in its neighboring communities comprises three elements:

- **Element 1: Understand Women’s Situation and Perspectives.** A company needs to understand the situation and perspectives of the women in its area of influence and the benefits and risks that the company’s presence could pose to them. This information, and the relationships built in the process of researching it, can form the basis for taking action to improve the company’s impact on women and families.
- **Element 2: Design for Gender Sensitivity.** A company needs to design and implement its operations in a gender-sensitive way—that is, taking into account the differentiated needs and priorities of women and men. As a first step toward this goal, a company could focus on its social programs, resettlement programs, and employment practices, since these are key, immediate delivery areas and ones in which a significant impact frequently can be realized with minimal cost and effort.
- **Element 3: Translate Commitment into Action.** A company should appoint a gender champion (for staff and for external issues) and a suitably qualified support team to support its research activities and program implementation in this area, and to ensure that this work continues to be a corporate priority.

Given that these elements fall within the rubric of different teams inside an EI operation, coordination and responsibility for them will need to be centrally maintained.

The next three chapters discuss each of these elements in turn. Throughout this discussion, the guide provides clear and simple suggestions about what a company could do to build on and improve current practices.

Box 2.1 explains the analytical framework this study uses to examine gender.

Many of the specific actions a company will take will be determined by an analysis that compares the current community situation to that prior to its engagement so as to determine what changes have taken place. This analysis will derive from baseline studies. Such studies are usually undertaken by consultants. Because these studies are so critical to the development of gender-sensitive approaches in the community, this guide provides specific

### **Box 2.1 Women and Gender in Development: An Evolving Paradigm**

It has long been recognized that the needs of women, particularly those of poor women, are likely to differ from those of mainstream society, which tends to be dominated by the perspectives, needs, and interests of men as the primary holders of power in society. In planning development projects that would benefit poor women, their situation was separately considered and frequently addressed through solutions that took a passive, dependent approach, such as food programs. In the 1970s and 1980s, this orientation evolved into what is known as the “**Women in Development**” approach, which assumes that **women’s poverty is due to their economic or productive exclusion** and therefore focuses largely on income-generating programs for women to address the problem.

By the 1990s it was recognized that the **unequal power relations between men and women**, and in particular the subordination of women, was at the heart of women’s more severe experience of poverty than men. In response, the theory and practice of “**Gender and Development**” was developed to promote equal opportunities, including decision making, the exercise of rights, and the development of personal abilities.

Development initiatives started to look at incorporating capacity and skill development activities in their work with women, and to examine more closely equality of access in their mixed development initiatives. This approach evolved over time to include a key component on women’s empowerment—women’s knowledge of their rights and their ability to make decisions about their own development—and also to include affirmative action (assigning quotas, targets, and indicators) as a way to increase pressure for greater equality between men and women, by making current inequalities visible.

The international NGO CARE summarizes the current state of thinking on the issue:

...over time, we have shifted from understanding poverty as a phenomenon of unclaimed rights as well as of unmet needs, and now have a greater appreciation of the humanmade, structural elements that underlie the poverty of entire groups of people. That’s why we are transitioning from working with women as victims of poverty to empowering poor women to challenge and change the contexts in which they live (CARE 2005, p. 4).

The Gender and Development approach is holistic and organic. Rather than focusing on the perspective and situation of women in isolation from their society, this approach attempts to look at women and their concerns relationally and within their social context. As Muñiz (2007) notes:

[Gender and Development] connects development to the promotion of equitable relations and the elimination of all forms of discrimination based on sex, gender, class, and ethnic-

ity. It is aimed at overcoming gender inequities, reformulating the roles and models of exclusion...

[A gender approach] is an analytical category that interprets the unequal social relationships between men and women, and analyzes the institutional and cultural causes and mechanisms that structure the inequalities... It is also a political commitment to resolve the existing gaps between men and women and to redistribute power in order to transform current inequalities.

Thus, Gender and Development, unlike Women in Development, is based on appreciating male perspectives as well as female. The following table highlights the differences in the two approaches. In particular, it shows the differences between the analysis of the root causes for women's disempowerment—and in appropriate interventions to seek to address identified issues.

	Women in development	Gender and development
Focus	Women	Women and men—socially constructed relations between women and men
Approach	Women are a development problem that has to be addressed as a matter of policy	Policies should address gender relations—the relations between women and men that determine participation, access, and benefits
Problem	Women are excluded from the mainstream	Women are already integrated into the mainstream but their contributions are not valued or acknowledged, thus leading to unequal access and distribution of benefits; there are unequal gender relations of power, access, and rights that prevent women's full participation and equitable development
Goal	More efficient, effective, and just development	Equitable, sustainable development in which women and men share equally in decision making, resources, and power
Solution	Integrate women into the mainstream	Empower both women and men to enable them to transform the mainstream and to change the unequal relations between them
Strategy	<ul style="list-style-type: none"> <li>• Women-only projects</li> <li>• Women components</li> <li>• Integrated projects</li> <li>• Increase women's income</li> <li>• Increase women's productivity</li> </ul>	Identify and address the needs determined by women and by men to improve their lives; this is a condition <i>sine qua non</i> for sustainable human development

Sources: Ward and Strongman 2011, appendix H, and Landuyt 1999; table adapted from African Development Bank and African Development Fund 2001.

information on their conduct (chapter 3 and its guidance notes). In addition, appendix A discusses the creation of terms of reference for these baseline studies—a key area for senior management consideration in ensuring that the situation and perspectives of women are taken into account from the start.

Note that this is not an advanced practice guide, but rather a basic outline of essential first steps to be taken. There are other tools and handbooks available in both Spanish and English about each aspect (see appendix B for samples), as well as organizations and projects operating in Peru that can offer further advice and assistance (some of which are listed in appendixes C and D). Notes are included throughout the guide as to why these practices are important for companies to undertake; examples are given of actions companies have begun to take with respect to various topics and issues.

# Element 1: Understand Women’s Situation and Perspectives

## Why Is an Understanding of Women’s Issues Important to an EI Company?

As noted, many women—particularly poorer women—experience the presence of EI companies differently from men; in particular, they may experience more of the risks while the men receive more of the benefits. It is also the case that women may hold different perspectives from men on issues such as health, education, subsistence livelihoods, land access, and the availability and use of water (box 3.1).

EI impacts can vary from family to family: while some families collectively benefit from increased income, especially when it is invested in better education for the children or improvements to the home; others instead experience increased alcohol intake by male heads of household, longer hours of work for women on the family farm, and overall family disintegration. Between these two extremes are many different realities, each experienced differently by the various family members, and each varying with culture, capabilities, and the relationship between the company and the community.

What all this means is that no action taken by a company has a single, simple impact. So to ensure that its development efforts have the broadest possible positive impacts on as many members of a community as practicable, an EI company needs to carefully assess multiple perspectives within the community as comprehensively as it can.

“Women and men do not experience today’s challenges in the same way, be they economic development, environmental degradation, threats to bio-diversity or violent conflicts. It is clearly inappropriate to try to address problems, to identify the appropriate strategies, or to implement the solutions if women are not involved in the process.”

—Earth Summit (2002)

### **Box 3.1 Risks and Benefits of Extractive Industry Activities for Women**

World Bank work in mining communities around the world has demonstrated that women—in particular, poorer women—experience more of the risks and fewer of the benefits as compared to men. This is because the poorer women are least likely to share in employment opportunities or have a say in how funds channeled to communities from sources such as the *canon minero* and voluntary contributions of companies will be used at the local level. However, these women and their families will be most vulnerable to loss of subsistence livelihoods and the rising rents, land, food, and local transport costs that typically accompany EI development.

They will also have the least ability to protect themselves from the uncertainties that arise from changes in cultural values, increased crime, loss of agricultural land, and negative environmental and water impacts, which tend to go hand in hand with EI projects in construction and operation. Even where husbands gain employment from the EI operation, there is no certainty that the increased income will benefit all of the family, since a husband may decide to spend his income independently. In the worst cases, EI operations may exacerbate domestic violence, alcoholism, and prostitution—all of which can flourish when less time is spent together as partners, the husband's new cash income exacerbates the power inequality in the marriage, and disagreements arise over how new income will be spent.

This potential for conflict and social dislocation makes consultations with women, especially the poorer community women, very important. It is vital to understand their priority needs, including those concerning their hopes and fears about the future, so a company can ensure that it is not going to worsen women's situation but instead contribute to improving it.

Thus, when companies do not consult effectively with women, they are ignoring an important source of information that could enable them to improve their overall social impact. And if the surveys companies create and distribute in their communities to gather intelligence do not include representative samples of women—or if data thus collected are not disaggregated by gender—then neither the companies nor the government will be aware of women's perspectives and consequently may make mistakes or inadvertently cause harm (box 3.2).

### **What Information Is Needed?**

Typically, the first step in community research is to hire an expert consultant to gather baseline data, which will provide a snapshot of conditions in

### **Box 3.2 Consequences of Not Exploring Women’s Perspectives**

One company interviewed provided the following example:

In 2003, in a meeting between a community in the northern part of the jungle and the EI company, the community women stated that they held the company responsible for the fact that their husbands hit them. Because the women were talking among themselves in Quechua and the company’s representative did not speak that language, she was not able to understand their complaints. Fortunately, another person who was present translated. It appeared that the women used to collect water from a source close to their homes, but now that source was contaminated (by the company), so they had to walk a longer distance to get water. This meant that the women did not have supper ready for their husbands when they got back from work, and that was why the men had started to hit the women. Consequently, the company built a well, and the immediate problem was resolved.

Obviously this example shows not only the inadvertent contribution of a company to the problems of one group of women, but also reveals the inequality between men and women in that community. The story therefore gave the company a useful insight into the issues women experience and an understanding of how any efforts to promote sustainable development in such a community need to take into consideration the underlying power dynamics between men and women in a particular situation or community.

Another company interviewed explained that it had experienced problems with the most disadvantaged women when it was seeking to extend the geographical boundaries of its operations. A group of people—mostly single women—marched on the mine. They were later identified as residents who were about to lose the land on which the houses they rented were built. Even though the company had arranged for compensation for the house owners, the renters, who would soon become homeless, were not considered. If the company had undertaken a gender-inclusive baseline study at the outset, it would have had a greater understanding of the risks for this group of women and would have been in a better position to avoid—rather than have to address and resolve hastily—the issue along with any possible reputational risk for the company.

a community. With regard to gender issues, most baseline studies seek to understand the division of labor in the family, the extent to which women are involved in public life, and the extent to which effective local women’s organizations have developed. Some studies perform this analysis in greater depth than do others. It does not, however, appear to be standard practice for baseline studies to try to understand and focus on women’s key issues—that is, the risks and opportunities available to them and their perspectives on these.

Because it is not standard practice to explore these issues methodically or in depth, an EI company seeking to have beneficial, positive impacts on its surrounding community must specifically target these issues in defining the terms of reference for the consultant undertaking the baseline study. This means the company must do a certain amount of preliminary research and analysis in advance of setting these terms. For this reason, the EI company must plan a program of research that will help in understanding the situation and perspectives of women in the community.

An initial starting point is to undertake some background research into the context of women in the area. Since these contexts vary considerably from region to region, the research would need to be specific to the location of the EI operations. Information sources include national and local women's organizations. This research should provide a sense of those areas requiring further investigation during the baseline study.

## **Background Considerations in Designing the Baseline Study**

The following presents some key research considerations to be taken into account by an EI company in structuring a truly responsive and inclusive baseline study.

### **Understanding Women at the Household Level**

Understanding women in the household context could include an analysis of

- the roles and division of labor in the household,
- sources of income, and
- household decision making (in particular, who has control of how the various sources of income are spent or saved).

This information, once collected, can be useful as a baseline against which the community and the company can monitor how household roles, responsibilities, and decision making change over time in a community—and whether women are increasing or decreasing their influence in these areas of household life as a result of EI presence in their community.

### **Understanding Women at the Community Level**

In some communities, men and women have different roles in social life. This sometimes implies little or no participation by women when it comes to community-level decision-making activities. The social division of work,

traditional customs, workload, or low public representation may constrain women from participating in a consultation process.

In terms of empowerment of women within the community, the key issues to understand are the following:

- To what extent and in which ways are women involved in public decision-making processes?
- In which organizations are women strongly present (for example, mothers' clubs, parent associations)?
- Which posts (mayor, principal, judge, counselor, head of health post, and so on) are held by women, if any?
- Which organizations—if any—provide support to women to improve their lives? What methodologies are they using in order to make this support of greater impact in helping them engage in the EI project?

A key task will be to build into stakeholder mappings an understanding of the roles and responsibilities of women at the community level, based on insights gained from exploring the above four issues. Such an analysis is unlikely to take place in a typical baseline study, and will need to be specifically requested.

Given the characteristics of rural Peruvian communities and, in particular, the situation of poorer women and their families, some aspects of the above will almost certainly remain unspoken. The key is ensure that all necessary information is gathered in a culturally appropriate manner and made explicit both in the database of information collected and in the summary of the report that is provided to the company once the baseline study and stakeholder mapping are complete. In this way, a clear baseline map of the position of women in the community can be created against which changes can be monitored.

## Sensitive Issues

Some of the issues that will be explored during the course of a gender-sensitive baseline study are very sensitive, such as family violence, prostitution, sexual abuse, and alcoholism. Some communities, families, and women might even deem it sensitive to discuss the increased household and farm-based work a woman may be obliged to take on if a man secures paid work linked to an EI company. Discussions of these types of issues are unlikely to arise naturally in a group or workshop setting, nor may it be appropriate for individual women to describe their own specific situation in a survey.

“Impacts may vary between men and women and between social groups, especially where the rights to own land and other natural resources are not evenly distributed.”

—MEM (n.d.)

For these reasons, it is useful for a company to recognize in advance some of the most sensitive issues or risks women may face. In this way, the research can seek to gather evidence through existing statistics and informal conversations with heads of institutions, using surveys and workshops to deepen that analysis (where appropriate). This information can then be an input into workshops providing a basis for mutual analysis of examples of frequently occurring issues for women in general and hence reducing the likelihood that individual women will feel unable to acknowledge that these issues exist.

## Collecting the Information

Once the types of questions and issues that need to be explored have been determined, there are many different ways to access that information. The standard methods used are secondary data sources, followed by primary data collection through surveys, interviews, and workshops. The specific information requirements will, to a certain extent, dictate the tools used to elicit and explore that information. Since these practices are on the whole very well established and documented elsewhere, this guide does not reiterate this material, but instead provides a series of advisory notes on how to integrate women more effectively into data-gathering processes.

Note that it is also important to analyze the perception of men, since often they do not understand—or are unaware of—the impact the changes in their community resulting from EI operations will have on their wives, in particular with regard to division of labor and use of money. These conversations can be important from two perspectives: to understand the current context and to have a shared analysis between men and women about that context, and to start local dialogue about these issues as a tool for mitigating against the worst impacts.

## Developing the Terms of Reference

Once a company has considered the issues that are germane to its community and preliminarily explored possible issues and obstacles in data collection, it will be able to develop a clear, concise, and comprehensive terms of reference for a baseline study. These terms of reference serve as the strategy holding together all the pieces of research to be undertaken. Appendix A presents two sample terms of reference: one that requests a separate analysis

looking at the context of women in the community; the second taking a gender-sensitive approach to a rapid rural appraisal.

The remainder of this chapter consists of a series of guidance notes covering the following issues related to the conduct of the baseline study and all other exercises involving community information gathering and analysis. This information should be shared with consultants/researchers as a supplement to their terms of reference as appropriate to ensure women's effective involvement:

- Guidance Note 1: Basic Data Requirements and Data Disaggregation
- Guidance Note 2: Collecting Data and Information on Sensitive Issues
- Guidance Note 3: Gender-Sensitive Surveys and Survey Techniques
- Guidance Note 4: Gender-Sensitive Assembly Meetings and Workshops
- Guidance Note 5: Analyzing the Data Collected
- Guidance Note 6: Working Interculturally

Local cultural challenges and traditions may make the use of all or some of the approaches outlined in these guidance notes difficult. Many factors will influence the degree of success achieved, including how closely women's organizations are involved in the process, how formal and inclusive these organizations are, the attitude of local authorities to the efforts, and so on. This may mean that the company might need to undertake some educational work before looking to increase the inclusion of women in baseline studies; this in turn might entail seeking to improve staff skills, the level of trust between the company and the local community, basic capacity levels of women in the area, and so on.

Whether improvements in women's involvement occur quickly and early on the process, or if a long, slow process of building confidence over time is required, enhanced inclusion is a crucial foundation before moving on to Element 2, where practical steps can be taken in collaboration with the community to improve the impact on women of the company's social programs, resettlement initiatives, and employment practices.

### **Guidance Note 1: Basic Data Requirements and Data Disaggregation**

To gain an understanding of the situation and perspectives of both men and women, data will need to be disaggregated by gender and/or studies focused specifically on women undertaken. The following good practice is recommended.

- Note what percentage of respondents to surveys or participants at workshops are women; this will focus attention on female participation and enable interpretation of responses with a gendered lens.
- Make every effort to obtain a representative sample of women and, within that, a representative sample of poorer or more disadvantaged women (widows, single mothers, and so on).
- Obtain official data (generally available from the national census, ministries, and national organizations) that can be disaggregated by gender. Data that may be of use to EI companies in this regard include the following:
  - Data on education (illiteracy, educational attainment, attendance)
  - Data on health (morbidity, access to services, medical attention, level of immunization, nutritional status, mortality)
  - Data on employment (occupation, economic activities, level of remuneration)
  - Data on household structure (to determine how many women are heads of household)

Compare these data against those from other areas or over time to see where the relevant community fits regarding overall patterns.

- If it is not possible to disaggregate all the data by gender, set priorities for disaggregation based on the relevance of each data set for decision-making purposes. For example, if it has been made clear by the wider community that education or malnutrition or water are key issues, then the priority is to develop an understanding of how these may have different impacts on men and women.
- In addition to in-depth surveys and official statistics, individual case studies (including any that may have previously been published) and focus groups can be useful.

Bear in mind that quantitative data alone are not sufficient, but will need to be backed up with interviews and focus groups to gain the knowledge that will help an operational activity or proposed program maximize its positive impacts on women and reduce any potentially negative unforeseen impacts.

## **Guidance Note 2: Collecting Data and Information on Sensitive Issues**

A variety of issues—notably alcoholism, abuse, domestic violence, and prostitution—will be extremely difficult to discuss with women. Researchers will need to know more about such issues before conducting communitywide surveys or workshops so they can ask targeted, focused questions and raise the issues in a sensitive and appropriate manner. Following is good practice guidance in this regard.

- Review Ward and Strongman (2011), appendix A, for an overview of issues women might be facing in an area that neighbors an EI project.
- Seek out quantitative official data sources—Demographic and Family Health Survey, local government, schools, health posts, municipal ombudsmen for children and adolescents, police—to shed light on those issues that seem most likely to be relevant to the local community.<sup>1</sup>
- Compare the data with statistics from other areas or from past data to see where the community fits in with overall patterns. Regional data on violence are available from the Ministry of Women and Social Development (<http://www.mimdes.gob.pe/pncvfs/estadisticas.htm>) and from the Demographic and Family Health Survey (<http://www.inei.gob.pe/>), which in 2006 had a particular focus on family violence.
- For particularly sensitive issues, conduct initial interviews with heads of organizations to gather additional data in advance of the design of surveys or workshops. Besides providers of official data, interviews could be held with sources such as the Glass of Milk program, school teachers, women's organizations, and church groups. Informal chats with groups of women could also be conducted. Recognize that the truth may not always be fully presented and that some issues may be deliberately deprioritized or glossed over for cultural reasons; other issues may be exaggerated.
- Share research and findings with survey interviewers and workshop facilitators and use it in designing surveys and workshops.
- Raise sensitive issues in meetings only after data collection. Do not raise these issues as a separate agenda item, but sensitively and in context, by sharing information gathered, or toward the end of other discussions. This may be best tackled in

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<sup>1</sup> Some official sources may significantly underestimate the incidence of real violence. Research by the Peruvian National Statistics Institute has shown that only 14 percent of the women in Peru who experience violence report it to the authorities.

single-sex meetings to enable greater honesty and less fear of attribution or retribution.

- If possible, work with a local women's group that the women in the community trust; this will increase the likelihood of securing honest feedback on issues of real concern.
- Some women may not be comfortable speaking out in front of other women or groups of women. Also different women may have different issues; variations in response could be linked to age (adolescent mothers, young adults, older women, elderly), marital status (married, cohabiting, single, widowed), or socioeconomic group.
- Ask women "What is happening elsewhere in your neighborhood?" rather than "What is happening to you?"
- Seek men's perspectives on sensitive issues as a starting point for creating a shared analysis between the sexes. Seek insights to important issues: What are the reasons some men do not share their increased income with their partners, while others share equally? What are the root causes for increases in alcoholism or violence? Why is it that many men do *not* increase their alcohol intake or resort to violence? This additional element of analysis is important in being able to mitigate against these impacts, and perhaps even to catalyze local supportive action for the men who are more prone to such behaviors.
- Careful preparation and insightful interviewing skills are critical to successful identification of sensitive issues. Ensure that any information received is respected and not used or released in a way that could lead to attribution or retribution.

### **Good Practices in Action**

*A comment made by an indigenous women who had just come out of a meeting in which she had not participated actively was, “Why does she think I will tell her my most intimate problems when we have just met?” An environment of trust is vital, and this may only be possible over time. Experience in Africa shows that the issue of female genital cutting is raised only in the context of a long-term relationship between NGOs and women’s groups, when trust has been built and other, less sensitive problems have been resolved. Through this process, women’s confidence is built up, and they begin to realize that they can solve problems by working together and engaging with other women. This enables them to start to speak out on more intimate issues.*

*A Peruvian NGO relates the following experience: “In a meeting in Moquegua in one plenary session, we asked if there was any family violence and all agreed that there wasn’t any in the area. We then had separate talks with women in smaller, less formal groups, where it came out that there was unreported family violence linked to the consumption of alcohol (it was a wine-producing region). This smaller group proposed the idea of installing DEMUNA [a municipal ombudsman for the protection of women, children, and adolescents] in the area. They then took this idea back to the full assembly meeting, which agreed.”*

*To make visible previously invisible issues and help build will to work on them, the civil society organization Calandria recommends putting together in advance of public meetings an in-depth analysis of women’s issues. At subsequent public meetings, this analysis is then presented in the context of the particular problems being addressed at the meeting such as local crime. In this way, participants can map incidences (for example, where a robbery took place) and discuss occurrences; they should be asked to verify the data, so the participants can begin to own it, and be invited to brainstorm about it as a means of determining what can be done about the issue.*

### Guidance Note 3: Gender-Sensitive Surveys and Survey Techniques

Consultants have, over many years, developed a broad range of interview questions for use in baseline studies. In many cases, gender-sensitive issues and perspectives can be identified through the simple disaggregation by gender of the information already sought through the interviews or by ensuring representation of females and female perspectives in the survey process. In some cases, additional questions may need to be posed, while acknowledging the limitations of conducting long interviews.

#### Ensuring Representative Samples

- **Heads of institutions.** It is quite likely that the vast majority of institution heads interviewed will be men. Seek out alternative institutions to increase the number of women interviewed in this process, including the heads of all women's organizations, the women's volunteer community police group (if one exists), health promoters, female school teachers, the head of the parents group, and so on.
- **Household surveys.** Ensure a representative sample of women in household surveys (they should comprise approximately 50 percent of respondents). If necessary, increase the number of interviews with women by accessing them through women's organizations (such as the Glass of Milk program or the local mothers club) or groups that tend to have a large proportion of women members (artisan groups, some church-based networks, women's volunteer community police group, literacy programs, the parents group, health promoters, and so on).

#### Questions to Ask

Survey effectiveness in surfacing the risks and benefits the EI company and its operations pose to women can be improved through the following:

1. Include open-ended questions about the risks that affect women, such as "Are there any issues that are of concern to the women in this community currently?" Also ask for information on those risks that specifically affect each group of women: married, widowed, cohabiting, single; old or young; and perhaps even different income groups or those from different geographic areas. This will allow women to present new issues that may not yet have been considered.
2. Include specific questions about those issues (excluding those that are highly sensitive) that previous analysis reveals may be important. For example, question married women about increased work to perform in the home; question single women about dealing with rising local costs of living with no concomitant increase in family income.

3. Where women are found to have a different perspective from that of men, delve more deeply to better understand the underlying issues and the reason(s) for the difference of opinion. Time constraints may limit the ability to make these determinations during the survey; however, it might be possible to set up another appointment with the women for a follow-up interview with a surveyor.

### Gender-Sensitive Survey Techniques

Some women will talk more openly if the interviewer is female; some will feel more comfortable if other women from their community are present; some may prefer to be alone with the interviewer. In some cases too, it may be ill-advised to encourage women to participate at all, as they may be subject to reprisals from males disapproving of their speaking out of turn. Interviewers need to be very sensitive to such issues and should know how to approach them, framing them with appropriate wording and correctly interpreting the words used by the women, as well as the visual and emotional information they communicate alongside their written or spoken responses. The interviewing team should include at least one person familiar with the local culture who can train the others on how to work with women from the community.

Some researchers also undertake interviews with individuals to understand their life stories, asking them to talk about their past, their life now, and what they think their life will be like in the future. These stories can shed considerable light on the situation and perspectives of women if at least 50 percent of such stories are told by women and if the women are carefully selected to include those who are at particular risk (such as a single mother, a widow, or a woman who experiences violence in the home). Follow these steps to ensure a well-selected sample to provide life stories:

- Identify potential interviewees with the local leaders of women's groups or NGOs in the area.
- Involve the staff or consultants who will conduct the interviews in the process of identifying those women who might be the most appropriate for doing follow-up life story interviews.
- Consider organizing a group setting in which women can share their life stories with one another or survey one another.

Be sure to create an environment in which the women feel they can talk in confidence and safety.

### **Guide for Interviewing Women on Sensitive Issues**

**Objective:** *To identify important issues to women that are sensitive in nature, particularly those that may be identified with the arrival of mining activity to the area, and regarding the companies that arrived in the last 10 years in particular.*

**Informants:** *Women, individually.*

**Suggested approach:** *This will be an informal interview with women, once the women's trust has been gained. This is because it concerns sensitive issues relating to the women's private lives. If male chauvinism is mentioned, clarify what they mean by this—do not assume that you each interpret the concept in the same way.*

*What do you believe are the main problems for women in the village? Why? (Look for stories about other women and the problems in their families.) What could be done to resolve the problems? Do the local authorities do anything to address these problems? Has it always been like this? If the answer is no, what has made the changes take place so that you now see these things happening? (If the cause is the mining company's presence, seek more information to gain deeper clarity about the issue.)*

*Do you know if there are problems of alcoholism in the families of the town? If it does exist, does it bring wider problems to the lives of families? Whom does it most affect? Why do you think this happens? (See what reasons the women give to explain the incidence of violence against women, if it exists. Seek out stories of people they know and the frequency with which the violence takes place.)*

**Source:** *Manuel Glave, GRADE.*

## **Guidance Note 4: Gender-Sensitive Assembly Meetings and Workshops**

Mining activities in a community make for increased consultative processes in connection with baseline studies, land access negotiations, the selection of social programs, and training in environmental monitoring. These consultations can either be an opportunity to enhance and confirm women's capacity in these public spaces or can further marginalize women in the public life of the community. In those parts of Peru where a woman's voice is not effectively present or heard in traditional meetings or workshops, it will be necessary to take special steps to

- get more women in the room;
- increase the contribution of women to discussions and conclusions; and
- help get women's issues and concerns raised, noted, and prioritized.

The following steps are relevant for both data-gathering and decision-making workshops.

### **Get More Women in the Room**

Meetings are generally called at the discretion of local leadership, which frequently means that the time and venue are more convenient for men. Measures should be taken to sensitize local authorities to the importance of women's full participation.

A more far-reaching approach would be to incorporate a consultative committee into the operations of the consulting company conducting the baseline survey. This committee would include representatives of all stakeholders and would be sensitized and trained on gender issues related to EI activities for a full understanding of why women need to be involved at all stages of the baseline study.

Specific steps to improve female presence include the following; these should be adapted to the specific cultural context with input from local NGOs and organizations:

- Provide child care at or near the meeting space.
- Select a time of day/day of the week convenient for women.
- Ask networks with predominantly female membership (women's associations, health promoters, parent groups) to encourage their members to participate.
- Select venues close to women's homes.
- Widely promote the event on local radio and/or through posters in prominent places in the community, particularly places where women congregate. This will ensure women are not excluded by virtue of male-dominated "word-of-mouth" networks.

- Hold a separate workshop with women to help them speak openly; this may make them better prepared to attend plenary sessions with the men.
- Ensure transparency when inviting the different actors to attend meetings. It might be wise to create a list of participants and to discuss the list with the consultative committee to secure its feedback.

In this regard, note that Equal Opportunity Law No. 28983, approved March 16, 2007, ensures that men and women can assert their rights to equality, dignity, free development, well-being, and autonomy, preventing discrimination against them in all spheres of public and private life. The law applies to the actions of local government, local authorities, and companies. Remind local actors of this law as part of the process of sensitizing them to gender issues.

### **Hold Separate Meetings with Women**

In some cases, it is not culturally appropriate for women to have a strong voice while in male presence. In such situations, hold a focus group or workshop with members of women's associations or groups in which there is primarily or solely a female presence—such as at monthly school parent meetings. Either request that a special meeting of the group be called, or add key issues to an existing meeting agenda.

### **Conduct Preliminary Training with Women**

Several organizations in Peru have created training programs or guides for facilitators on how to work with women in advance of problem identification or project prioritization workshops (see below on “Training Workshops with Women”). These processes provide an opportunity for women to gather together to identify concerns and set priorities around topics. The tools used may be quite different from those used in traditional workshops. The objective is to help women increase their confidence and/or help them think through issues in advance of the full mixed meeting.

### **Ensure Women Contribute to Conversations**

The facilitator's skills are key to how comfortable women are in speaking out in meetings. Simple actions such as these can help increase a woman's level of comfort:

- Ensure that every participant understands the language being used for the event.
- Increase the amount of time spent in smaller groups during a workshop.
- Include some same-sex breakout groups.
- Use techniques that encourage each person to say a few words.
- Ask specifically “What do the women in the room think about this issue?”

Another technique is to have the first part of a meeting or workshop be a plenary session, and then split the room into smaller working groups. The plenary session works

on issues at the community level, identifying the needs/priorities/concerns/opportunities and so on; in this session, issues of priority to men will likely arise. The working groups should include at least one women's group (perhaps also a youth group, an older persons' group, and so on); these tackle specific issues of concern or priority to those groups.

Using techniques that are not primarily oral—such as social maps (which provide a visual display of community members' perceptions of the physical dimension of their community in social and economic terms<sup>1</sup>), drawings, and socio-dramas—are useful in increasing women's self-confidence. Further, in those communities where women are not traditionally outspoken, they may contribute toward changing the usual protocol in public meetings so women do not feel they must remain quiet. And the use of tools such as community scorecards and citizen report cards can help women working in subgroups demonstrate how their perspectives differ from those of men.

Facilitator attributes are also important. The facilitator should

- be knowledgeable about the community,
- have working experience with women's groups,
- be able to speak the local language,
- be gender sensitive, and
- have excellent facilitation skills and knowledge of tools for drawing in the quieter voices in the room.

### **Ensure That Women's Priorities Are Raised**

Notwithstanding the use of these techniques, in some cultures women will still not feel able to talk openly and comfortably, or be accepted by the men if they do so. For this reason, it is important to collaborate with NGOs or women's associations at the local or regional level that have worked with the particular culture at hand. Several women's organizations in Peru have devised workshops, training programs, and even games that they use with local women's groups prior to—or separate from—consultation meetings as a way to help women think through their issues and priorities separately. Organizations such as CooperAcción and Chirapaq (see below) have created workshops specifically to help women think through their priorities.

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<sup>1</sup> See World Bank, "Tools for Gender Analysis and Social Assessment," <http://siteresources.worldbank.org/INTGENDERTRANSPORT/Resources/2toolsforgenderanalysis.htm>.

Note too that once women's priorities have been surfaced, it is important to raise awareness of this fact among the men, so they do not risk a backlash at home or during any resulting project activities. Thus, any dialogue arising in a single-sex group needs to then be communicated to a mixed-sex group.

#### **Ensure That Women's Priorities Are Noted**

Sometimes, even if women do state their issues, a facilitator may not accord them the same priority given to male perspectives. To ensure that this does not happen, ask the facilitator to take particular note of female views, in an effort to override any subconscious preference for the male perspective. Have the facilitator summarize all issues raised, so that others in the meeting can ensure that women's perspectives are given adequate priority. If a women's group has a secretary, that person could be charged with writing the summary of the various issues raised during the meeting.

#### **Ensure That Women's Priorities Are Selected**

Workshop facilitators should strive to help women feel confident in presenting and pushing for their priorities. But experience has shown that women may lose confidence, even if they have met previously to develop plans and are clearly committed to them. Tools such as a decision-making matrix could be used in this event; this tool allows projects to be scored on the basis of their adherence to selected criteria, such as the following:

- Does this project help enhance benefits or reduce risks for women accruing from an EI project?
- Does this project meet women's practical or strategic needs? Practical needs are those related to survival: water, food, clothing, shelter, basic health care; strategic

needs are related to quality of life, status in the community, and sense of self-esteem (PAHO n.d.).

- Does this project meet the specific demands of women by promoting their economic, political, social, and cultural development?

### **Training Workshops with Women**

*Chirapaq has developed a series of workshop materials (including some games) on such issues as human rights and indigenous women, citizenship and participation, sexual and reproductive health, organizational management and leadership functions, racism and discrimination, copyright and traditional knowledge about craft design, planning and evaluation of actions, and formulation of projects; <http://www.chirapaq.org.pe/htm/publicset.htm>.*

*CooperAcción has created a training module on community planning in mining areas, with particular analysis relating to women (for more information, see <http://www.cooperaccion.org.pe/>). Two of the module's four components specifically address gender—one raises awareness of the roles of men and women, the value of the individual, and the importance of women having the right to participate in decision making; the second, on human rights, addresses general legal rights, processes to hold local government and mining companies accountable, land rights, and the rights of women.*

*Two companies interviewed have tried to strengthen women's groups in their area through a process of workshops or meetings of the parent-teacher association, in which they are able to explore new issues (such as nutrition, family violence, human rights, hygiene, and so on). These companies say that they have seen women's abilities to propose solutions slowly improved.*

## **Guidance Note 5: Analyzing the Data Collected**

All too often, the data collected for and presented in baseline studies sits on a shelf unanalyzed, unused, and unincorporated in planning and development. Needless to say, this does not help improve impacts on women (or men). Analyzing data has two benefits: first, it fully clarifies key priorities; and second, if the analysis is undertaken with the involvement of women, it becomes a learning opportunity that will increase their confidence in resolving their own issues and taking ownership of them.

### **Indepth Analysis**

One common error in the design of social programs is to make a simple leap from problem identification to solution identification without undertaking a deeper analysis of the problem. This is where qualitative information (as opposed to quantitative data) becomes very important: these are the stories that lie behind the numbers.

For example, poor attendance of girls at secondary schools may be due to many different factors, including distance and safety in travel, costs of schooling, a perceived lack of relevance of the subjects being taught, and conflicting family duties. Without insight into these individual barriers, a simple promotional campaign aimed at increasing attendance or a reduction of school fees may well not achieve the desired improvement. Data analysis aimed at understanding the nature of these barriers follows these key steps:

1. Identify the problems (or opportunities to be realized).
2. Distill these into a central problem (or central opportunity) to be prioritized.
3. identify the causes and consequences of the problem using a problem tree or similar tool (for an opportunity, use tools such as participatory visioning or logical framework analysis to ensure that the issues have been thoroughly investigated).

Where sufficient qualitative information is not readily available, it may be useful to either seek this out through focus groups or to conduct problem analysis sessions.

### **Participatory Problem Analysis**

Both women and men need to be included in the process of analyzing the data, ideally through a participatory problem analysis (PPA) exercise. PPA is a methodology whereby a group of people are actively engaged in identifying and collectively agreeing on the problems they face, as well as potential solutions. A particular strength of PPA is that the community gains a much deeper understanding of its issues and builds ownership of both the problems and aspects of the solutions.

- **Including women.** Women should be included to ensure that the aspects of the issues that are important to them have been delineated, along with the various contributing factors to the problems affecting them. Their inclusion will help women better understand the context so that they can contribute toward changing it. Recognizing that women may find it difficult to be equitably involved in decision making, an approach used by some Peruvian NGOs is to support women in undertaking analysis in advance of a PPA decision-making workshop so they can come to these workshops prepared to present their analysis, needs, and viewpoints. Over time, the process of participating will increase their skills so they will then be stronger in the participatory decision-making processes.
- **Including men.** It is also important that men be involved in the analysis of the data, but without their disrupting the women's ability to express themselves. The facilitator will need to prepare both groups separately so the women will be able to speak openly, and the men be able to listen and give their opinions in a constructive manner.

### **Problem Tree**

*A highly accessible tool for participatory problem analysis, the problem tree lets a group take a central problem (such as high levels of malnutrition) and identify the contributing factors or causes (high level of parasites or diarrhea, crop failure, inability to purchase basic foodstuffs due to extreme poverty, lack of knowledge about nutrition, father of the family not passing on income to the woman, etc.). Each cause is then further analyzed to understand its causes (lack of clean water and soap? A lack of knowledge about the importance of hand-washing and hygiene? A different belief structure about the causes of illnesses? And so on). These become the roots to the problem tree. The central problem then gets addressed by taking actions (setting objectives) against the root causes to the central problem. This is the objectives tree.*

*Next, the consequences of the central problem are analyzed. (For example, malnutrition causes children to be shorter, have a higher incidence of other health problems, have low concentration levels at school, have a lower intelligence level and thus be less able to secure good jobs in the future.) The identification of the consequences can then be visualized diagrammatically as the branches of the objectives tree. By examining these consequences, local political will can be created to take steps to address the root causes.*

*For further information on how to undertake a problem tree analysis, see ODI (2009).*

### **Guidance Note 6: Working Interculturally**

Peru is a very diverse country with strong cultural differences between urban and rural areas, as well as between the coastal, highlands, and jungle areas. There are also notable differences among the educational levels of people within the same communities; too, many people are illiterate, and many speak Spanish as a second language. This diversity makes it likely that a company's staff and consultants will not have the same interpretation of information or events as the women and men who live in the communities surrounding an EI project. Staff across all company operations will therefore need to learn how to work interculturally. They will need to use appropriate language and methods of communication to deliver effectively the key messages the company wishes to impart—and to receive information effectively from the communities.

An additional cultural issue needs to be taken into consideration when seeking to work with women or men on gender issues. Various groups in Peru choose to address these issues differently, using a variety of tools and approaches. What some groups may deem a gender-sensitive tool, others may consider overtly feminist. Also, more than one NGO interviewed in preparing this guide commented that some indigenous women are concerned about taking steps to change relations between the men and women in their communities. They are afraid that it may create, or worsen, conflict in their communities and cause their sons to suffer more conflict-ridden relationships with women.

While some organizations in Peru have produced educational and promotional materials to raise awareness of women's rights, others have designed workshops and games to help men and women learn more about one another's respective realities. Still others are delivering intercultural training workshops using a blend of physical and emotional experiences to help facilitators understand the mindset of the Andean culture prior to working with the communities.

Each of these approaches is valid in certain situations, and sometimes a blend of approaches is most appropriate. Given the array of available tools and the variety of

organizations working across communities, this guide does not advocate any specific set of tools or approaches. Instead, companies should contact existing organizations and NGOs that work on women's issues at the local level to learn about what they have developed to work effectively with women in their communities. Tools created by national-level organizations may be useful as well.

### ***An Example of a Gender and Intercultural Training Program***

*Canadian Lutheran World Relief's gender training program for development promoters has three levels. The first explores the different ways in which Western and Andean people perceive the world, detailing variations in the latter perspective depending on locality, as some areas have larger populations of people of mixed race, or of Quechua, Aymara, or Amazon people. For the Shipibo, for example, a human being is pure, and evil comes from outside. The Shipibo do not accept the negative as part of their inner world, and the community works to attack and overcome any evil it perceives. This way of seeing the world is very different from the traditional Western perspective, wherein each individual is perceived as responsible for his or her own actions.*

*In the second level, training is provided on the theory and methodology for gender and development in accordance with an approach promoted by international cooperation agencies.*

*The final level—which differentiates the program from other approaches to gender—focuses on emotional relearning to help the development promoter more effectively enter into the world of the women (and men) with whom he or she is working. This training is seen as important because the theoretical and methodological instruments may be mechanically applied if the promoter has not produced changes in his or her emotional development, thereby producing inconsistencies, since whatever is said with words may be eliminated by actions.*

*Through this training program, the organization seeks an intervention in gender issues that respects intercultural diversity and is consistent with what it believes and does.*

## Element 2: Design for Gender Sensitivity

Gender-sensitive practices should be built into every aspect of an EI company's operations to ensure that the company is fulfilling its community development commitments to the utmost. This guide focuses on three specific areas of EI company operations and provides tailored advice to help EI companies improve their impacts on the most disadvantaged women living in their areas of influence. These three areas are *social programs*, *resettlement programs*, and *employment programs*.

### Building Gender Sensitivity into Social Programs

Women can be effectively included in the design of social programs through

- participatory project planning processes,
- balancing of project content, and
- participatory monitoring and evaluation.

### Using Participatory Project Planning Processes

Projects will be better used by communities if community members have been involved in problem analysis and are therefore in full agreement that the issues selected by the company for support are indeed the main priorities. Participatory analysis is vital in developing a shared understanding of the issues (see Guidance Note 5). Women's involvement is important in the overall community consultation process. In particular, it is essential that women be involved in the analysis, priority-setting, and objective-setting processes to ensure that the projects selected will indeed address the root causes of those issues women believe to be a priority—including those that block women from being able to use their skills and lead more fulfilling lives.

Once an analysis of root causes has been undertaken, the next step is to come up with ideas about the different ways each of these root causes could be addressed. Since there are many different ways to address each issue, these potential solutions need to be mapped in a decision-making process about which solutions seem to best fit the local context. For the community to engage effectively in such processes, they need to have a broader vision of which development opportunities may be possible. Otherwise, they will simply look for outward signs of development (such as swimming pools or football stadiums), with no sense of their own role in bringing about a more sustainable base for the development of their community. Building confidence in their skills is also essential.

- **Step 1: Seek to broaden community horizons and expectations before the project planning process begins.** Acquiring information about good practices may in itself have a gender bias: written information available only in Spanish may prove more accessible to men; men have greater networking opportunities than women, and so are more likely to hear of experiences from outside their community; and visits arranged to see good practices in action are likely (unless carefully organized) to lead to a busload of men visiting an infrastructure project. Any such information-sharing processes therefore need to be carefully designed to increase their ability to reach women.
- **Step 2: Avoid offering a shopping list of “Women in Development”-type projects.** Once women have prioritized their issues and had the opportunity to propose their initial ideas on how to address these, it may be appropriate to supplement their choices if it seems they have had limited exposure to alternative ideas. In listing proposed projects, avoid generic solutions such as guinea pig production, handicrafts marketing, or workshops on family violence. Also be careful not to prioritize initiatives; instead, let the women prioritize those they think will best suit them. In this way, the choice will be theirs, and they will be more likely to give the project their full commitment—and, if it does not succeed, be less likely to blame the company.
- **Step 3: Build women’s confidence in their abilities.** To help women realize that they can achieve change, it may be necessary to take steps that help them build their self-esteem and confidence; this in turn may be key to the success of projects. Some organizations have tackled this issue through training workshops; some by designing projects in a way that fully includes women; others have worked to promote

examples of successful women. A simple and effective tool could be to ask the participants to create mini–case studies of women from their own community whom they believe are or have been successful.

- **Step 4: Work with and through local authorities; where possible, support them to improve their work with women.** So communities do not become dependent on a company, help build the capacity of community organizations and local governments (box 4.1). To this end, link company planning processes to existing local planning processes, and use company skills and tools to strengthen them rather than introduce new, parallel processes that would require communities to be involved in twice as many meetings. This is particularly important for women, since they are more likely than men to find it difficult to free up the time needed to attend meetings. Note that, in some areas, this strategy may not be possible due to the absence or weakness of state presence or for political reasons.

It will not be possible to simply hand over responsibility for gender-sensitive practices in the participatory budgeting process to local authorities, since, frequently, these authorities do not have the experience or skill base to do this well. Instead, where companies are willing to make a corporate commitment to work with and through local authorities, it will be necessary for them to gain an in-depth understanding of—and perhaps even provide some examples and guidance on—how local authorities can include women in consultations, decision-making processes, and project design, and as project beneficiaries. Many guides have been created to support municipalities in building a stronger gender component into their participatory planning (see appendix B).

## Balancing Program Content

When it comes to the issue of gender—or any kind of social inequality or discrimination—EI companies must consider to what extent it is their role to seek to redress power imbalances in the local community. And while excellent arguments can be made for them to do so—from the perspective of all people having equal rights to social development and the positive impact women can make to social development once they are empowered—the contrary position is expressed by an often-heard complaint: the arrival of EI companies changes local cultural traditions and values. There is thus a recognized tension between a company’s legitimate concern not to “rock the boat” locally by seeking to change the status quo, and the company’s

#### **Box 4.1 Mining Company Promotes Sustainable Human Development in the District of Pataz**

The guidelines for implementing Peru's voluntary contribution include strengthening local government capacity. Meanwhile, companies such as Poderosa SA have realized that linking to local authority development strategies to the greatest extent possible can be useful in helping EI companies avoid a situation in which the communities in their area of influence become overly dependent on their delivering development to the area.

Since early 2006, Poderosa SA has worked in partnership with a team of specialist consultants and the district municipality to promote sustainable human development in Pataz. By forming committees for community development (CODECOs) in each community, Poderosa has increased collaboration among district-level authorities, the community, and larger social actors. Each CODECO is democratically formed at the community level; through these, local residents engage in a participatory analysis and planning process leading to the creation of community development plans. These plans in turn link to district and regional development plans.

The projects that Poderosa supports are, where possible, prioritized through the local planning processes undertaken by the CODECOs. In this way, the company ensures that each project has been prioritized by local people as in the overall best interest of the community. The process also means that the projects are part of a longer-term development vision for the community.

An additional feature of the local social architecture is the democratically elected districtwide Inter-institutional Development Committee that acts as a link and facilitator between the CODECOs of each settlement in the district and the district municipality, and which works to ensure transparency in public management.

The next phase of this innovative approach to community development includes the following:

- Consolidating the processes and procedures to help embed the work to date, and to make a more concerted effort to increase the representation of women from grassroots organizations as well as of youth leaders as a means of gradually ensuring the sustainability of the approach
- Strengthening the technical and management skills of key social actors ranging from the local populations and boards of the existing CODECOs; the mayor, counselors, and officers of the municipality; and members of the Inter-institutional Development Committee; these interventions will be undertaken in such a manner as to encourage women from among the different groups of participants to come forward

need to bring about demonstrable improvements in the quality of life for all people—male and female—in its neighboring communities.

This said, there are a wide variety of ways to improve current social program outcomes for women without having to adopt strategies that may be perceived as focusing on trying to change local culture and values. An essential starting point is to better understand some of the key concepts underpinning current thinking about women’s empowerment and development (box 4.2). When projects by EI companies only focus on the productive role

“Facilitators have to work really hard to get health and education to be prioritized in workshops since these tend to be the female priorities and the women are slower at coming forward with their priorities.”

—EI Company Facilitator

of women or men, there is a risk that women’s overall workload may increase, unless an effort is made to address the male-female distribution. Meanwhile, projects that have focused on the reproductive area may be based on the voluntary work of women—who may have little spare time available. The particular context of a community, together with a good analysis of the risks, benefits, and context of women and men, and a participatory decision-making process will help

determine which types of projects to support so that the project mix is well balanced.

The following steps will enable the projects in that mix to be balanced and designed appropriately so they can more effectively meet women’s priority needs.

- **Step 1: Include the community—and its women—in decision making regarding community projects or programs.** Companies have many different ways of analyzing and prioritizing projects within their surrounding communities. Good practice would indicate that communities should always be involved in this decision making. This does not mean only as participants in the analysis of the problems that affect them, but also in deciding which of the solutions might be the most appropriate option. As a representative of one EI company put it, “We have realized that the projects that are the most sustainable are those that the community has decided for itself. Even some projects we were convinced were in their better interest did not succeed—they did not look after the livestock we gave them, for example.”

Some Peruvian communities are organized so that only certain members—generally male landowners—have voting rights in local assembly meetings. Companies will therefore need to take steps to ensure a

### Box 4.2 Understanding the Male-Female Division of Labor

The division of labor between men and women depends on the socioeconomic and cultural context and may be analyzed by differentiating among productive, reproductive, and community management and community politics roles. If little or no information is available on the gender division of labor within the target population, it is often useful to draw up an activity profile for men and women.

- *Productive roles* refer to work undertaken by either men or women for pay in cash or kind. This work includes market production with an exchange value, subsistence/home production with actual use value, and also potential exchange value. For women in agricultural production, this includes work as independent farmers and as wage workers.
- *Reproductive roles* refer to child-bearing and the different activities carried out in caring for household members and the community. These activities include domestic tasks done by women to guarantee the maintenance and reproduction of the labor force—not only biological reproduction, but also fuel and water collection, food preparation, child care, education, and health care.
- *Community management roles* refer to activities undertaken primarily by women at the community level as an extension of their reproductive role to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care, and education. These activities are usually voluntary, unpaid work, undertaken in “free” time.
- *Community politics roles* refer to activities undertaken primarily by men at the community level, such as organizing at the formal political level, often within the framework of national politics. These activities are compensated—either directly or indirectly through status or power.

Activities carried out by women are often unpaid or take place in the informal sector not covered by labor legislation. Women’s work is, therefore, also often excluded from national employment and income statistics. Women’s position in the paid labor force is marginal and vulnerable in many parts of the world..

Source: Adapted from Landuyt 1999, annex I.

more equitable membership that includes older and younger people, females, and non-landowners. Whatever approach is taken to ensure that the decision-making group is regarded as legitimate by the community, it is vital that the poorest and most disadvantaged people in

“In the projects that companies promote with women from communities (of any nature), it should not only be the productive role of women that is promoted, but a balance should be sought between reproductive and community management roles. It is not effective or sustainable for the realization of women’s empowerment to only promote one of their roles.”

—Recommendation made at a research meeting for this guide

the community be represented, including poorer women. Without their presence, it is likely that the project will tend toward the interests of the wealthier and more influential groups, or that politically biased initiatives that suit the interests of prominent individuals, with limited impact on poverty alleviation, are selected.

- **Step 2: Use techniques to add weight to women’s priorities in the decision-making process for project selection.** Even if women are present at decision-making meetings, they may feel (or be made to feel) uncomfortable in promoting their own priorities and will instead vote for projects that benefit others. Prior preparation with women so that they arrive at this decision-making point fully prepared can be helpful (see Guidance Notes 4 and 5); it is often

the case that at this point, local elites and more powerful actors use their weight to persuade others of the need to choose their priority projects.

For this reason, it is a good idea to use a tool such as a decision-making matrix—a standard mechanism used by practitioners to facilitate priority setting in community development planning processes—to help increase the objectivity of the selection process. This tool is described in Guidance Note 4.

- **Step 3: Ensure that there is a balance across productive, reproductive, community management, and community politics roles for projects with women.** This balance will help women increase their access to areas in which they now have little presence (in particular, into community politics through work on leadership development or confidence building) and will help alleviate some of the additional burden they experience in other roles (such as their reproductive responsibilities through improved local pathways to water sources or improved access to education). See appendix D for examples of projects delivered by EI companies and NGOs that strengthen women in their reproductive, productive, and community roles.
- **Step 4: Build into all projects elements that support women in meeting their strategic needs.** *Practical needs* are those related to

survival: water, food, clothing, shelter, and basic health care; *strategic needs* are related to quality of life, status in the community, and sense of self-esteem (PAHO n.d.). Any project, even one initially designed to meet practical needs, can be redesigned to address strategic needs as well:

- A project to develop a market for artisan products can also include work on organizational formation or leadership skills.
- Microcredit programs could include work with women to improve their ability to negotiate with their husbands so that they can retain and use more of the income they generate.
- An agricultural program could include a component on the formalization of land ownership including women’s access to citizenship documentation or land titles.

This approach to program/project design is likely to benefit from input by a gender specialist. Conversely, the EI company team could attend a training course on this approach; appendix C lists some organizations that offer such training.

- **Step 5: Assess all projects to understand how they do or do not benefit women, and modify them as needed to improve their impact.** A checklist of questions—such as those provided in box 4.3—to support project workers in understanding the differential impact any single project may have on men and women is a key gender tool.<sup>1</sup> Some checklists are complex, others are simpler. A critical element, however, is their ability to capture and highlight unintended consequences. As a World Bank paper on gender-responsive social analysis points out, “Development initiatives that affect any one member of the household will be likely to have either positive or negative effects on other members” (World Bank 2005b, p. 29). This concept is underscored by the story detailed in box 4.4, which shows the importance of fully understanding the risks that might limit the ability of women to be equal beneficiaries of projects.

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<sup>1</sup> A simple yet thorough Checklist for Gender Integration in the Project Cycle is available from Networklearning at [http://www.networklearning.org/index.php?option=com\\_docman&task=cat\\_view&gid=43&Itemid=52](http://www.networklearning.org/index.php?option=com_docman&task=cat_view&gid=43&Itemid=52). Further resources are listed in appendix C.

### **Box 4.3 Sample Gender Project Planning Checklist**

#### **Project design and development**

- ✓ What are the special needs of men and women for this project?
- ✓ Have both men's and women's needs been considered in defining project objectives?
- ✓ Have both men and women participated in setting these objectives and in the planning of the project?
- ✓ Have women's and gender-aware organizations been consulted in the project planning process?
- ✓ Without any proactive intervention, is it likely that the target population of the project would be gender imbalanced?
- ✓ Are there any factors that might limit women's—especially poor women's—involvement in this project? What could be done to reduce the limitations and increase women's involvement (for example, provisions for transportation, child care, or food)?
- ✓ Are there any ways in which the project might adversely affect the situation of women (such as increased workload, little access to project resources, conflict in the household if women's activities reduce the time they can devote to their husband's or children's needs or if a woman's income makes her more independent)?
- ✓ If any negative impacts are foreseen, can the project be adjusted to overcome them?
- ✓ What are the risks of "project capture" by elites (including by more powerful women, specific social groups, or men)?
- ✓ Does the project include work on women's strategic needs (such as increasing women's access to citizenship documentation, leadership skills, entrepreneurial attitudes, self-esteem)?

#### **Project monitoring**

- ✓ Have performance indicators been identified?
- ✓ Are the performance indicators relevant?
- ✓ Is the needed information readily available?
- ✓ Do the indicators measure the project benefits for both men and women?
- ✓ Have indicators disaggregated by gender been drawn up for use in monitoring and evaluation so they can be used to track the participation of women and men in the project and its results?
- ✓ Does the project involve women in its monitoring and evaluation?

*Sources:* Various, including Ministry for Foreign Affairs of Finland Development Cooperation 2003, IUCN Pakistan 2006, and World Bank 2005a.

## Participatory Monitoring and Evaluation

Monitoring and evaluation focus efforts in the program toward achieving the goals set, whatever they may be. They also allow corrective measures to be identified when it is found that things are going awry. If done participatively, monitoring and evaluation will lead to greater ownership and responsibility for outcomes by the target group. This three-step process is suggested in participatory monitoring and evaluation.

- **Step 1: Involve the women, as well as the men, in monitoring and evaluation of the projects; set indicators.** It is a well-recognized management principle that what is measured is what receives management's priority attention. Good practice in development encourages

### Box 4.4 Unintended Consequences

In one community in Peru, a woman—a strong organizer of a literacy program in the area—approached a community outreach worker for an EI company that had a small development budget to support people in project development. Together with other community women, the organizer proposed that it would be very useful for the women to have their own milling/grinding machine rather than continue to sell their grain products very cheaply with the husks still on or to travel outside the community with their grain and pay for it to be milled elsewhere. The outreach worker approved the project. It was agreed that the company would provide the machine, but that all else—including procurement and development of an appropriate site—would be the women's responsibility.

The women persuaded the community to give them some land, and the municipality to make a grant of some materials. They researched and implemented the required procedures to connect to the electric grid at the site. Some persuaded their husbands to help in the construction work, with the women working alongside at every stage.

The women delivered on their side of the bargain, so the company provided the machines. On the day the formal training began on how to use the machines, men attended the meeting. Weeks later, when the company representative went to visit the project, she found men working the machine and that the treasurer was a man. So the women had taken the initiative, formulated the plans, and performed most of the groundwork, but the men reaped the ultimate benefits in terms of job creation, money management, and control over scarce community resources.

*Source:* Renée Menard, consultant.

the involvement of beneficiaries in the monitoring and evaluation of projects as a means not only to better understand a program/project's impact, but also to increase beneficiaries' understanding of their own context.

Involving community members in the identification of community indicators and the monitoring of those indicators enables them to choose issues that are truly important to them, that are measurable, and that will transparently demonstrate the extent to which EI project interventions are benefiting the community in the way they wish. If women are closely involved in the selection of such indicators, this will ensure that their priorities too are monitored and will therefore make them more visible.

There are many guides on how to select indicators (see appendix B). Ideally, indicators should be selected at two levels, with similar processes being used in both contexts to set them.

—**Level 1: Overarching indicators for the company.** Set three or four indicators that can act across all the social program areas, as well as resettlement negotiations and employment strategies. Such indicators may include a generic quality of life indicator such as the percentage of women who say that their lives have been improved by the presence of the company in the area; or an indicator to evaluate women's strategic needs, such as the percentage of women who say they feel confident about their ability to participate in public decision-making processes. Another indicator could involve a heavily prioritized practical need that could work across many projects, such as the percentage of women who are fully documented as citizens, the percentage of women who say they have increased access and control over income, the percentage of land titles that include women, or the percentage of women included on land titles.

—**Level 2: Program-level indicators.** For program areas (such as health or economic development), a series of gender-sensitive indicators (as well as the disaggregation of all other indicator data) will need to be developed in order to monitor the program/project impact. See appendix B for resources on a range of gender-sensitive indicators that could be used for different program areas.

- **Step 2: Disaggregate data by gender.** All data on beneficiaries and users of services need to be disaggregated by sex. If this is not done,

there is a strong risk that programs a company believes are gender neutral are in actuality biased toward men—unless the program has been designed specifically in a way that mitigates against that. The only way to know if mitigation efforts have worked is to collect the data, disaggregate the data, and analyze the data.

- **Step 3: Analyze the data and agree on any changes to the project in collaboration with the community.** Once the quantitative data have been gathered and the indicator results analyzed against local and regional patterns, it is likely that qualitative information will be needed to create a full picture. This information can be collected through interviews and focus groups to understand why women are—or are not—equal beneficiaries of a project. The selection of women to be interviewed should not be limited to the more educated, wealthier women in the community. Rather, efforts should be made to ensure that the poorest and most disadvantaged groups are well represented in interviews and focus groups. Based on this qualitative analysis, the company should design strategies as to how to adapt the program/project to decrease gender biases that have crept in.

“We demand that it be made mandatory for governments and mining companies to undertake independent and periodical gender impact assessment and gender audits in addition to social impact assessments of mining projects and present these to local communities and public/civil society before any new projects are permitted.”

—Third International Women and Mining Conference (2004)

## Building Gender Sensitivity into Resettlement Programs

Land negotiations and resettlement are the areas where most harm has come to women—in particular, to the poorest and most disadvantaged women. The World Bank’s involuntary resettlement policy emphasizes the need for resettlement to be accompanied by adequate compensation, including alternative livelihoods that result in those being resettled having equal or better living and income-earning opportunities than before resettlement.<sup>2</sup> Even where these policies are followed, there is a substantial risk that compensation will be received only by the land or residence *owners* (often, the

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<sup>2</sup> See World Bank (2001b, 2004b).

“Supporting the family appropriately in fully thinking through and planning in advance the productive activities they will undertake post resettlement is key to helping avoid some of the worst examples of resettlement payout: where cash is chosen yet people have little or no experience in the cash economy—many are robbed, either of money or of what they purchase with it (they become targets), and others do not understand the fundamentals of investment, depreciation, operating costs, and so on.”

—Susan Joyce, consultant

w wealthier members of the community) and not by the land and residence *users* (typically the poorest and most disadvantaged community members and predominantly women).

Thus, one of the potentially most vulnerable junctures for women in an EI company’s interactions with a community is during the process of negotiating land purchase or resettlement conditions and receiving agreed compensation and equal or better income-earning opportunities. It is very important to ensure inclusion, equal rights, and protection to the most disadvantaged women in negotiating compensation not only for land ownership but also land use; and to facilitate decisions between both male and female community members, and male and female family members, about future livelihood options.

The female of the household must be present when land negotiations take place: if agreements are negotiated only with the man, then the woman may later overturn these if she does not believe they are in the best interest of the other family members.

The approach taken should address the following components.

## Supporting Women in Securing Land Titles and Documentation

When women are undocumented, this impedes their access to title deeds. It is therefore critical to support women in obtaining their national identity documents, as this strengthens not only their access to land title but also their political inclusion. Co-titling for property is usual good practice, and it is particularly important so that women have legal standing regarding key family assets in the event of family conflicts arising over problems of drink, spousal abuse, and so on. Unfortunately, it is often the case that there is not a close enough relationship between the company staff and affected community members in land negotiations or resettlement programs for the company to fully understand these problems and adequately address them. Additionally, land use/ownership rights are often complex and traditional, and vary from community to community. Thus, this issue requires careful and in-depth ethnographic work to ensure women are not at risk of losing their rights in the process (box 4.5).

### **Box 4.5 Good Practice: An Ethnographic Approach**

Where deemed appropriate by the nature of the community, GRADE has used an intercultural, gender- and age-inclusive approach in its socioeconomic baseline studies in *campesina* communities in mining areas. Such an approach can help draw out key issues in a resettlement program.

The ethnographic research starts with mapping the family networks, identifying the position of men and women in the family tree, discovering the gender differences in cultural ways of acquiring rights over natural resources and means of production, home ownership, the creation and maintenance of social networks and alliances, the family pattern of migration, and remittances. Perceptions about changes in the environment are analyzed, as are perspectives about the future, with a particular focus on the processes of forced or voluntary migration—again, being sure to differentiate the information received by gender and age.

The social, productive, and political organization of the area is explained by analyzing the family relations that sustain and regulate it, making visible the differences that social groups assign to men and to women.

### **Facilitating Decisions on Livelihood Strategies: Cash, Savings, and Land**

It is good practice in resettlement programs to facilitate a process whereby people think through what they want to do with their lives to help them design an appropriate resettlement agreement. This process of exploration and support might include, for example, the appointment of a social worker to facilitate community members thinking through the implications of resettlement or a small business adviser to help open bank accounts, review options, or provide savings advice. An even more effective approach could include schemes that seek to increase savings (matching programs, for example).

The following activities should be undertaken in advance of a decision or delivery of any compensation payments and prior to final agreements being signed:

- Advice and guidance in considering options
- An external review of the feasibility of the options identified—working through to determine if recipients really understand the requirements of a new economic activity and assessing the capacity of the individuals and the family to make the new option work

## Building Gender Sensitivity into Employment Programs

There are many initiatives inside Peru, as well as in other countries and regions of the world, to increase the employment of women at EI sites. However, women are still a long way from achieving anything close to equality in employment inside the industry. Some simple steps a company can undertake to improve the scale and quality of employment for women include the following:

- Develop a no discrimination policy.
- Provide in-house training on gender sensitivity.
- Implement family-friendly work practices for male and female staff members.
- Develop a gender-sensitive recruitment process.
- Develop a strategy to increase employment opportunities for women.

### Develop a No Discrimination Policy

Such a policy can take many forms. For example, Antamina's code of conduct covers its temporary and permanent workers, contractors, board members, and directors.<sup>3</sup> It could also go some way toward setting the framework for increasing employment opportunities if the code is followed by Antamina's personnel department in its recruitment practices. Section 10 of the code says:

Employees must maintain a working environment that promotes personal respect. The differences that exist between people should be respected, such as differences in age, race, local or regional origin, gender, sexual orientation, culture, religion, and physical abilities. Employees can be certain that their dignity will be respected and their rights protected. Employees have the right to not be the objects of sexual abuse or any other form of personal harassment.

A specific policy on recruitment procedures that is not only gender sensitive but also actively seeks to encourage applications from female candidates (to overcome existing societal biases and discrimination) would further strengthen an overall no discrimination policy.

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<sup>3</sup> Antamina is an EI company operating in San Marcos; its code is available at [http://www.antamina.com/en/content.php?364/human\\_resources/code\\_of\\_conduct.html](http://www.antamina.com/en/content.php?364/human_resources/code_of_conduct.html).

Operationalizing a policy involves collecting and making available to the workforce gender-disaggregated data on company practices such as hiring, training, and job advancement to make company performance in these areas transparent.

## Provide In-House Training on Gender Issues

Some staff members may feel less comfortable with—or even threatened by—the gender-related changes being promoted. Secure greater acceptance of the proposals through awareness raising and training. Changes to promote within the workforce that could have a positive impact on women involve how employees behave inside their communities and on site.

- **Within communities.** Provide appropriate support to male workers in those aspects of their behavior that could have a detrimental impact on women in their families or communities. Following on from the risks and benefits analysis the company undertook to better understand its impact on women in neighboring communities, it should be aware of those areas where the workforce's behavior may need modification. For example, if the analysis highlighted that male employees are not sharing income with their partners or are spending extravagantly, the company may offer advice or incentives to encourage saving. If alcohol consumption or prostitution was highlighted, then linking workers with appropriate public health services or providing advice or training may be appropriate. Alternatively, if new workers to the area are disrespectful to local women, training on cultural issues may need to take place, perhaps with tight disciplinary procedures implemented. Certain issues may need to be backed up by corporate policy.
- **On site.** Actions to take on site include the following:
  - Develop or update codes of conduct for the workforce to help reduce inappropriate behavior or harassment.
  - Provide training to managers, shift bosses, and supervisors regarding gender-appropriate working behavior, how to encourage it, and what to do if inappropriate behavior occurs.
  - Provide gender-sensitivity training for staff to decrease concerns or prejudices about working with women, sensitizing male workers that women can do jobs that have traditionally been held by men equally well (or even better).

- Ensure that sound and fair procedures are in place, implemented by gender-sensitive managers, to deal with gender or sexual harassment or abuse (including verbal as well as physical abuse).
- Operational facilities such as toilets, showers, changing areas, and so on, may need to be modified to provide women with appropriate privacy and protection from unwanted harassment.
- Uniforms may need to be modified; for example, one-piece work overalls that are suitable for men may need to be replaced with two-piece uniforms for women.

### Implement Family-Sensitive Work Practices for Male and Female Staff Members

Men make up the vast majority of the EI workforce, so it is important that their work conditions take into consideration the wider impact on their families. For this reason, to the extent practicable, organize working conditions so that they fit with family life (flexible time, day care, job sharing, and so on); this will not only make the work more accessible to female workers, but will help male employees play a more active role in family life and so ease the burden on women.

Shift patterns have been noted to influence the extent to which men take on second families, hence making the situation of their first family more vulnerable, so they are an important issue for a company to research, understand, and take into consideration in policy planning.

### Develop a Gender-Sensitive Recruitment Process

Even where women are willing and able to be integrated into the workforce, it is rare to find an EI operation with more than 10 percent female employment—even though it can be demonstrated that in jobs such as driving large-haul trucks, women outperform men in terms of their vehicles having lower maintenance costs, better fuel consumption, and higher equipment availability and utilization because women follow the equipment usage rules more closely than do men. These jobs, however, are typically among the most highly paid, and male workers are resistant to seeing women in such high-paying jobs. A simple policy to increase the female workforce may lead to an increase in women in more administrative positions or as drivers of machinery; such positions are likely only to be available to women with a higher skill level.

Approaches to promoting women's employment in the workforce include the following:

- Introduce changes in recruitment procedures to improve the likelihood of women applying for positions.
- Develop accompanying training programs. For example, the Women’s Program in Chile promoted the hiring of women in mining production jobs including as heavy equipment operators. This was accomplished through targeted recruitment advertisements, a collaboration with the Chilean Ministry for Women’s Affairs, and a rigorous three-month assessment process (IFC 2005).
- Make efforts to remove or reduce internal barriers to the promotion of women inside the workforce.
- Set targets (and monitor performance and take action toward achieving the targets) across the organization for roles that seem to be particularly appropriate for women. These should not only be administrative tasks, as there are many appropriately qualified female engineers in Peru.
- Introduce changes in company working conditions for women to address any perceived biases or discrimination, such as reforming promotion or income decision-making systems.

“Mining not only creates few employment opportunities for women, but it also displaces farms and other sectors in which women are traditionally employed.”

—IFC (2005)

## Develop a Strategy to Increase Employment Opportunities for Women

The vast majority of women in the communities neighboring EI projects in Peru are not highly skilled. Thus, for those poorer, less skilled women, alternative means are needed to help them gain access to a livelihood arising directly or indirectly from the EI project. Recommendations to this end include the following.

- **Maximize the involvement of women in the temporary or rotational workforce.** Have a policy that at least half of the temporary or rotational workers must be female, or at least two people per family, so that the women can substitute a male family member if they so desire. Apply this practice not only to the company’s direct work but also to construction in social programs. Xstrata Peru’s mining project, Las Bambas, has such a policy.
- **Increase the employment of women in the supply chain.**

- For any training or business development support offered to actual or potential suppliers, include a minimum number of women to benefit from this training/support.
- Seek out women’s organizations and NGOs that work with women or female producers to fulfill specific contracts (for lower-skilled women, this may include traffic direction, cleaning, cooking, and provision of vegetables; for higher-skilled women, this may include transport provision, production of uniforms, workshop facilitation, and translation services).
- Set and monitor targets for number of female employees for suppliers.
- Provide training and capacity building to the supply chain with specific priority given to women-owned businesses.
- **Increase employment opportunities for women in the community.**
  - Provide vocational and skills training to women in the community that will improve their prospects for obtaining employment in the non-EI sector in the community.
  - Help attract or facilitate the availability of microcredit funds, including associated training, so that such funds are accessible by women or some funding is dedicated to women.
  - Help attract banking services for the community that are available to both women and men and where women’s business is encouraged.

## Conclusion

The guidance presented here on how to approach social programs, resettlement programs, and employment programs forms the backbone to the corporate strategy; these initiatives are built on the research undertaken to understand the particular context of women in the neighboring communities. The steps outlined are reasonably straightforward and achievable. They do, however, require that there are people in the company who are able to manage this overall approach with the necessary skills to engage appropriately with women, their organizations, and other institutions that affect them.

It is also key that each part of the company be committed to the approach. For this reason, Element 3 involves how to structure a team to implement the actions suggested in this guide.

## Element 3: Translate Commitment into Action

To deliver on Elements 1 and 2 in an integrated way, senior management will need to make a *commitment* to improving its company's impact on poorer women in the neighboring communities. For this commitment to translate into *action*, someone at a senior level will need to be assigned corporate responsibility for ensuring that appropriate steps are taken—this person is here referred to as a *gender champion*. This position may be a full- or part-time role, depending on the size of the company and the priority assigned to the issue.

When a company has appointed a gender champion and formed a gender team, it can be more effective in managing the process of understanding the situation and perspectives of women in the workforce and in the nearby communities and in undertaking the design of appropriate social, resettlement, and employment programs.

### How to Implement

The gender champion will directly (or, depending on the size of the company, through an appointed women's officer or manager) supervise the activities of a *gender team* that will design and implement a program of action. This program will likely entail both community relations and human resource functions.

The World Bank's experience in developing good corporate practice on the issues contained in this guide is that ownership by other parts of the company is very important for successful implementation. The gender champion and gender team would find their roles much easier to perform if they could convene a monthly meeting of senior managers as a gender committee (encompassing such

If a gender committee is too ambitious a step at this point, then ensure that it is a permanent item on the agenda of regular senior management meetings.

corporate units as community relations, communications, health and safety, and human resources, as well as the production units).

## The Gender Champion

### Role

The gender champion will need to work closely with two people—one taking on responsibility for *staff issues* (usually the head of human resources) and one taking on responsibility for *external issues* (usually the head of community relations or social affairs)—so that gender is fully integrated into, and not just an “add-on” onto, how the company operates its business. Regardless of how the work is divided, strong coordination across the internal and external affairs teams will be needed.

Keeping senior management interested is vital. As Ward and Strongman (2011) have shown, there are compelling reasons why EI companies need to improve their impact on women. Those reasons do not cease to exist simply

During data collection and consultation, it is very likely that specialized consultants will be helpful in strengthening the baseline study and undertaking consultations with local groups and, in particular, women and women’s groups.

because a new competing priority—be it a reduction in metal prices, or reduced access to investment capital—has arisen on the company’s agenda. Thus, the gender champion must report to someone sufficiently high up in the management of the organization to be able to acquire the relevant resources, and must be given a clear mandate to bring about the desired change in practices so as to achieve real, measurable impact.

### Tasks

The work of the gender champion is aimed at ensuring that the company’s staff and consultants perform their parts of the company’s gender strategy at a high standard. Directly or through the women’s officer/manager and/or the gender team, the champion will do the following:

- Oversee in-house training to increase staff understanding of how the company wishes to engage with women.
- Develop and maintain relationships with women’s organizations or women’s commissions in the area.
- In collaboration with women, women’s groups, and representatives both inside and outside the company, establish indicators and a

monitoring system so issues of priority to women can be looked at on a regular basis and reported on to senior management each month.

- Sensitize and expose all parts of the company—management, staff, consultants, and contractors—to women’s issues and make them aware of the risks and benefits to women resulting from company operations.
- Advise company staff and consultants on appropriate tools and practices for increasing the empowerment of women through consultation processes, the design and delivery of social programs, and employment practices.
- Create improved communications, including a feedback system within the company. An example could be a monthly meeting at which people from different teams report back on situations in which they have observed men and women responding or benefiting differently, and propose actions on how to address this.
- Use the convening power and influence of the company where appropriate and necessary to influence positive actions by local government and/or other local authorities to improve the position of women and families; and to attract the presence of public or NGO programs that can improve the situation of women.

## The Gender Team

### Role

The team’s role is to support the champion and other company managers in designing and implementing gender-sensitive programs and initiatives.

### Skill Mix

The team will need certain specific and appropriate skills in order to deliver the program of work. Because the necessary skills may not all be available in-house, look carefully at the team’s skill mix and, if necessary, introduce specialist consultants to undertake key tasks. The team should include the following:

- A *sociologist or anthropologist* will facilitate a more sensitive adaptation of approaches and interventions to the local context—and therefore increase the validity and utility of consultation processes.
- The presence of at least one *female* member will help make some women feel more comfortable in talking with the team.

- If the local language is different from the national language—as is the case in many communities in Peru—it is likely that women and older people will not be as comfortable speaking in Spanish as will younger males. To ensure equal access for men and women, and for younger and older people, it is important to have a *facilitator who has mastery of both Spanish and the local language*.

Although not an explicit requirement for the team in terms of its actual membership, including a person from a local women’s organization who is widely trusted and respected by women in the community in the design and delivery of the company’s interactions with the communities—be this via workshops, surveys, focus groups, or project delivery—will provide greater

Many issues of importance to women are likely to come up in conversations outside the real meeting. Team members should mingle with the women and join them for a post-meeting coffee where appropriate; this may well lead to deeper insights.

access to women in the community and result in the women being more open and honest in their responses. It will also allow a learning loop to be developed between the community and the team that will in time help to increase community women’s capacity to engage more effectively with the company and with other organizations and authorities whose activities, for better or worse, influence their lives and the well-being of themselves and their families.

## Conclusion

There are myriad ways in which an EI company can improve its impact on women without having to transform itself into a specialist in the field of gender studies. Including women in consultation, analysis, and evaluation processes is a sufficient result in itself, since through inclusion in these spaces, women will increase their abilities and their public presence, thereby increasing their confidence and their personal power.

Through women's involvement in these public processes—if managed appropriately by well-qualified personnel—the social programs and employment strategies devised should be more appropriate to the needs and aspirations of women. As a result, they should have a deeper impact on women's situation, reducing the risks they experience and enabling them to better avail themselves of the opportunities presented.

The efforts of the company's gender champion (and women's officer) will be critical to the company's strategy, as will be senior management's commitment. Maintaining the political will to gender sensitivity as a priority is key, as is the allocation of resources where required.

Ultimately, the people who will determine the success of the strategy are the women and the men in the community themselves. However, the company's ability to support them in their developmental process could be essential to ensuring that the company has a strong, viable neighboring community able to be a full partner in its own sustainable development.



# Gender-Sensitive Guidelines for Baseline Studies

Baseline studies are usually undertaken by consultant organizations in accordance with terms of reference received from an EI company. Each terms of reference (TOR) will be different, depending on the particular context of the company, its relations with the community, the social context of the community, the phase of development of the extractive project, and so on. The TOR will also delineate if the analysis of the situation and perspectives of women are to be integrated into the full baseline study, or whether the research is to be conducted on a stand-alone basis. Following are two examples of TORs: the first aims to integrate gender into an overall baseline analysis; the latter specifically highlights women's issues as a separate piece of analysis. Note, however, that the stand-alone work was subsequently integrated into the overall baseline study.

## Example 1: Gender-Sensitive Rapid Rural Appraisal

The Regional Association of Oil and Natural Gas Companies in Latin America and the Caribbean (ARPEL) presents a sample TOR for rapid rural appraisal in ARPEL (2003), appendix 1. The TOR outlines the following activities:

1. Conduct adequate preparation in advance with the company to understand its commitment to taking action, the scope of the project, and the nature of the existing situation on the ground.
2. Meet with NGOs and other potential sources of secondary information to better understand the situation of women through sex-disaggregated statistics, and also to understand issues of land tenure and community consultation processes.

3. Meet with members of the community affected by the project to gain a deeper understanding of the situation of women and their perspectives and aspirations.
4. Explore employment opportunities in the different phases of the project and the extent to which women and the company would be prepared to increase women's employment opportunities.
5. Consult with other stakeholder organizations such as women's associations or women's business groups, or government officials, to gain their perspective.
6. Prepare a report through a process of consultation with the company and the community.

The full TOR can be accessed at <http://commdev.org/content/document/detail/1911/>.

## Example 2: Documentation and Evaluation of Gender-Specific Issues

Rio Tinto Management Peru (RTMP) included the following draft addendum in its TOR for the La Granja copper mine social baseline study.

RTMP wishes to ensure that Social Baseline studies are comprehensive and inclusive of all segments of the population. In particular, RTMP wishes to have the needs and concerns of women documented and subject to separate analysis to:

- Identify the priority issues for women;
- Understand where the priorities and opinions of women differ from those of men;
- Ensure that women's issues are incorporated into the social impact assessment and subsequent social management plan in a culturally appropriate manner, and;
- Develop indicators specific to women's issues so that the impacts of the project on women can be monitored over the short, medium and long term.

To achieve these objectives, the Consultant responsible for the Social Baseline Study will:

1. Evaluate secondary data sources to identify issues that adversely affect women, particularly sensitive issues (for example, family violence,

alcoholism, divorce/abandonment, etc.). The approach should be both inclusive (recognition of information available from secondary sources) and exhaustive (recognition of information that is not available from secondary sources).

2. Verify the secondary data and issues identified in step one above through interviews and focus groups with both men and women conducted in a culturally sensitive manner.
3. Through interview and focus groups with women, identify the priority issues and opinions for women residents in the zone.
4. Disaggregate secondary and primary data on the basis of gender to identify where the needs, concerns and opinions of men and women on these matters are congruent and where they differ.
5. Identify indicators that are specific to the needs and concerns of women (particularly their priority issues), which can be used to monitor the status of women in the community over time.

For additional related information, see Rio Tinto (n.d.).

## Selected Tools

This is a short list of some internationally available resources related to gender and development—including mainstreaming, participatory planning, checklists, indicators, and participatory budgeting—that can be accessed through the Internet. Note that the list is not comprehensive, nor can the quality of the materials available on these sites be vouched for by the authors.

### General

- **Gender Tools.** A variety of planning tools are available from the World Bank. <http://go.worldbank.org/TAQVPVB610>.
- **Tools for Operational Work.** The World Bank provides an array of development resources on gender, including sectoral tools, publications, and data such as GenderStats, an online database with sex-disaggregated national-level statistics. Toolkits contain ready-to-use material, including a range of tools for gender analysis and practical “how-to” strategies collected from program and project experience. <http://go.worldbank.org/0BB1SPVLD0>.

### Gender Mainstreaming

- **The Gender Policy, African Development Bank and African Development Fund.** The policy outlines gender issues and concepts, gender terminology, the historical evolution of thinking in this area and explains the importance of priority areas for focusing efforts. It also includes a Gender Analytical Framework (annex 4) a copy of the African Development Bank’s Action plan for gender (annex 5) with a useful logical framework that links objectives to strategies, actions, and indicators. The policy can be downloaded at <http://www.afdb.org/en/topics-and-sectors/sectors/gender/>. (Environment and Sustainable Development Unit of the African Development Bank, 2001.)

- **Gender Mainstreaming: A How-To Manual.** This report provides some practical assessment tools to support practitioners undertake overall strategy development, gender analysis, design gender projects, set objectives and indicators. <http://www.ilo.org/public/english/region/asro/mdtmanila/gender/>. (International Labour Organization Southeast Asia and the Pacific Multi-disciplinary Advisory Team, 1999.)
- **Gender Mainstreaming in Practice: A Handbook.** The handbook provides sector-specific gender briefs, an overview approach to mainstreaming gender in an organization, an array of specific tools, and sector-specific indicators. [http://www.undp.org/women/docs/RBEC\\_GM\\_manual.pdf](http://www.undp.org/women/docs/RBEC_GM_manual.pdf). (Regional Gender Programme of the United Nation Development Programme's Regional Bureau for Europe and the Commonwealth of Independent States, 2002.)

## Gender-Sensitive Participatory Planning

- **Guía práctica para incorporar el enfoque de género en la planificación participativa.** This practical guide for incorporating gender into participatory planning introduces and explains the situation in Peru with respect to gender equity, with a particular focus on the involvement of women in local participatory planning processes undertaken by municipal authorities. The guide provides data on the legal context in Peru, a suggested process, and tools, including a model for prioritizing projects from a gender perspective (annex 4). [http://www.mesadeconcertacion.org.pe/documentos/general/gen\\_00781.pdf](http://www.mesadeconcertacion.org.pe/documentos/general/gen_00781.pdf). (Mesa de Concertación para la Lucha Contra la Pobreza, 2006.)

## Gender-Sensitive Project Checklists

- **Gender Training Material for NGOs.** This material by the Finnish Ministry/Global Finland provides a gender-sensitive project appraisal checklist; the training materials also provide simple information on project planning. [http://global.finland.fi/gender/ngo/english/project\\_appraising.htm](http://global.finland.fi/gender/ngo/english/project_appraising.htm).
- **Sectoral Gender Checklists.** This site of the Asian Development Bank has sample thematic gender-sensitive checklists on issues such as agriculture, education, health, resettlement, urban development

and housing, and water supply and sanitation. <http://www.adb.org/Gender/checklists.asp>.

## Gender-Sensitive Indicators

- **A Project Level Handbook: The Why and How of Gender-Sensitive Indicators.** This handbook by the Canadian International Development Agency provides information on gender-sensitive indicators. The publication is somewhat dated, as it was prepared in 1997; however, the indicator information is useful. The handbook can be downloaded at <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/EMA-2181431-QCF>.
- **Integrating a Gender Dimension into Monitoring & Evaluation of Rural Development Projects.** This World Bank site provides information on gender-sensitive rural indicators. <http://siteresources.worldbank.org/INTGENDER/Resources/metoolkit.pdf>.
- **Indicators on gender from CEPAL.** This site of CEPAL has information in Spanish on indicators that track progress toward the Millennium Development Goals. The data are gender disaggregated for each individual indicator; in addition to national aggregate data on each goal, the site also has a range of regional indicators that are gender disaggregated. [http://www.eclac.cl/mujer/proyectos/perfiles/comparados/milenio\\_pobreza.htm](http://www.eclac.cl/mujer/proyectos/perfiles/comparados/milenio_pobreza.htm).

## Gender-Sensitive Participatory Budgeting

- **International Level.** There is a web site created by the United Nations Population Fund (UNFPA), the United Nations Development Fund for Women (UNIFEM), and others that addresses exclusively the issue of participatory budgeting and gender, <http://www.presupuestoygenero.net/>. This site offers a wide array of literature and includes not only analyses, but also methodologies.
- **In Peru.** Some institutions in Peru have also developed their own guides, including the following:
  - *Trabajando Con La Mujeres Para Que Los Presupuestos Participativos Sean Sensibles al Genero*, Flora Tristán Center for the Peruvian Woman. This guide is aimed at women leaders so they can learn the stages of a participatory budget process, identify their needs in

a development plan, and develop concept papers for participatory budgeting. The training has been applied in San Juan de Lurigancho, and its development it was validated in the city of Concepción in the region of Junin. <http://www.flora.org.pe/titulos.htm>.

- *Module on Concerted and Institutional Planning: Specific Guide on Gender in concerted planning processes*, PRODES (Programa Pro Descentralización). This training manual aims to develop the knowledge of local technical teams about the meaning of gender and how to incorporate it in a cross-cutting way into participatory processes. The guide offers some gender planning tools, points to be considered, and questions that may be asked to the people who are developing concerted planning processes. [www.prodes.org.pe](http://www.prodes.org.pe).
- *Participatory Budget with Gender Equity*, Red Peru Women's Committee. This module is aimed at facilitators. It aims to help them build an awareness of gender issues in theory, and can be implemented in municipal management and local development processes. [www.redperu.org.pe](http://www.redperu.org.pe).

## Selected Resources

This appendix provides a short list of national-level information, training, and project development resources related to gender, women, and development available in Peru. It is not comprehensive, nor has the quality of services delivered by these organizations been verified by the authors.

### Peruvian NGOs

- **NGO database.** Information on Peruvian NGOs by region and/or thematic area is available from the Asociación Nacional de Centros de Investigación, Promoción Social y Desarrollo (ANC; National Association of the Centre for Research, Social Promotion and Development).
- **Centro de Estudios Sociales y Publicaciones (Center for Social Studies and Publications—CESIP).** The center is committed to processes that grant greater autonomy and empowerment to girls, boys, adolescents, and women due to the disadvantages they experience as a result of their age and gender. It provides assistance in the development of programs, training for women in leadership skills, and training for local governments and NGOs. <http://www.cesip.org.pe/>.
- **Centro de Estudios para el Desarrollo y la Participación (Center for Development and Participation Studies—CEDEP).** The center focuses on developing specific and global proposals for the benefit of lower-income sectors and the country in general, and to deliver development projects in rural and urban areas, including a gender focus. <http://www.cedepperu.org/>.
- **Chirapaq.** Chirapaq prioritizes the integral development of indigenous women as the main preservers and transmitters of cultural tradition. The program seeks, by strengthening the self-esteem and self-affirmation of indigenous women leaders, to support women in empowering themselves within their families and organizations (local,

regional, and national) so they can fully exercise their socioeconomic, political, and cultural rights. <http://www.chirapaq.org.pe/>.

- **Centro de la Mujer Peruana Flora Tristán.** The Flora Tristán Center for the Peruvian Woman fights the structural causes that limit women's ability to be full citizens in the exercise of their rights. To this end, the NGO promotes the broadening of women's involvement in political and development processes so these can take gender equity and justice into consideration. <http://www.flora.org.pe/>.
- **Manuela Ramos.** This NGO provides advice, advocacy, training, research, and dissemination of information on defending the legal, social, economic, political, and reproductive rights of women from diverse cultures living in Peru. <http://www.manuela.org.pe/>.

## Information about Women and Gender

- **Bibliography.** An extensive bibliography has been compiled of articles and books written in Spanish and produced in the last 15 years in Peru on women and gender. Topics covered range from analysis of power relationships within marriages in different parts of the country, to how to involve women in participatory decision making, and the design of projects and programs from a gender equity perspective.

## Gender Training

- **Development School.** The Development School's focus is on expanding the capacity of individuals and organizations that work in the area of promoting development and social change. Among others, it provides training workshops on incorporating a gender component into any development project, on gender and cultural identity, and on gender and intercultural issues.

## Sample Projects

The following examples illustrate a cross-section of efforts undertaken by EI companies and NGOs across Peru within specific categories highlighted as key to women's empowerment. Other examples appear elsewhere in this guide and in Ward and Strongman (2011).

- **Productive role.** In Huancavelica, officials of the Buenaventura mine succeeded in persuading the Poverty Reduction and Alleviation Project to expand its area of operations to include communities within the mine's area of impact. The project now provides advice to a textile company with more than 200 female members. For more information about the project, see <http://www.proyectopra.com/>.
- **Reproductive role: family relations.** The Red de Mujeres Mineras (Women Miners Network) links social work initiatives carried out by women in mining companies in Peru's central region. Since 2005, the network has held monthly meetings to share knowledge and plan joint social programs beyond each company's own social programs. Currently, the majority of these joint programs focus on women and young people in accordance with the network's chosen priority. The network has presented workshops on the role of women in Pascua (180 women attending), domestic violence (500 women), partners (800 partners), and the importance of women in mining.
- **Community management: leaving decisions to women.** Doe Run, a mining company, has provided support to strengthen 23 women's organizations in its area of influence. Each organization has a work plan that is prioritized by women. The selected priorities have included training on family integration, domestic violence, and employment activities for women.
- **Local politics: training women leaders.** The NGO CooperAcción developed and is delivering training workshops on women's leadership. These workshops address issues such as gender equity and development, human rights and collective rights, organizational

management, sustainable development, and legal regulations. The leadership methodology applied seeks to build on women's experiences in their daily, family, economic, and community life. Women's empowerment involves developing and strengthening their self-esteem and their knowledge of their individual and collective rights so that—in addition to appreciating their contribution to and participation at the household, productive, and community levels—they can participate in development decision making, thus moving toward change in existing power relations. The training also aims to help women develop a strategy that incorporates men into the empowerment/leadership process, by making them more conscience of the issues and involving them in the work.<sup>1</sup> For more information, see <http://www.cooperaccion.org.pe/>.

- **Local politics: documentation and citizenship.** Through its campaign to promote the citizenship rights of rural women in 15 provinces in Piura, Cajamarca, Arequipa, Cusco, Puno, and Huancavelica, the NGO Flora Tristán has enabled more than 20,000 people to become registered as citizens. This initiative has been a collaboration between civil society and the state, and has included a large role for women's organizations in training other women. These women have in turn replicated workshops in their communities on the importance of becoming documented and the process entailed in achieving this. For more information on the Flora Tristán campaign and its uptake, see <http://www.flora.org.pe/dnimujeres.htm>.

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<sup>1</sup> Source: Julia Cuadros, CooperAcción.

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## **The World Bank Oil, Gas, and Mining Unit**

The World Bank Group's role in the oil, gas, and mining sectors focuses on ensuring that its current interventions facilitate the extractive industries' contribution to poverty alleviation and economic growth through the promotion of good governance and sustainable development.

The Oil, Gas, and Mining Unit serves as the Bank's global sector management unit on extractive industries and related issues for all the regions of the world. It is part of the Sustainable Energy Department within the Sustainable Development Network.

Through loans, technical assistance, policy dialogue, and analytical work, the unit leads a work program with multiple sector activities in more than 70 countries, of which almost half are in Sub-Saharan Africa. More specifically, the Oil, Gas, and Mining Unit:

- Advises governments on legal, fiscal, and contractual issues and on institutional arrangements as they relate to natural resources, as well as on good governance practices.
- Assists governments in setting up environmental and social safeguards in projects in order to promote the sustainable development of extractive industries.
- Helps governments formulate policies that promote private sector growth and foreign direct investments.
- Advises governments on how to increase the access of the poor to clean commercial energy and assess options for protecting the poor from high fuel prices.

In essence, the Oil, Gas, and Mining Unit serves as a global technical advisor that supports sustainable development by building capacity and providing extractive industry sector-related advisory services to resource-rich governments. The unit also carries out an advocacy role through the management of the following global programs:

- The Extractive Industries Transparency Initiative (EITI) Implementation Support Facility, which supports countries implementing EITI programs
- The Global Gas Flaring Reduction (GGFR) Public-Private Partnership, which brings governments and oil companies together to reduce gas flaring
- The Communities and Small-Scale Mining (CASM) Partnership, which promotes an integrated approach to addressing issues faced by artisanal and small-scale miners
- The Women and Extractive Industries Program, which addresses gender issues in extractive industries
- The Petroleum Governance Initiative (PGI), which promotes good governance.
- The Extractive Industries Technical Advisory Facility (EI-TAF), which facilitates "rapid-response" advisory services on a demand-driven basis to build capacity for extractive industry resource policy frameworks and transactions.



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**Energy Sector Management Assistance Program**



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