New approaches for Improving the Development Outcomes of the Extractive Industry in Peru:
Improving impacts on women in poverty and their families

Guide for Improving Practice
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Draft for Events

Guide for Improving Practice
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Preface

The *World Bank Management Response to the Extractive Industries Review* (available at www.worldbank.org) identified community-related issues as an important area to be better addressed in World Bank 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. [1]

As part of the World Bank Group's work to implement the commitment, the Oil, Gas and Mining Policy Division of the World Bank has been engaging on community issues with a particular focus on women. The work so far has involved World Bank projects and/or research tasks in countries in Asia (Papua New Guinea and Indonesia) and Eastern Europe (Poland and Romania). This work has identified that:

1. women usually only receive a small share of the benefits from **Extractive Industries** (EI) with the vast majority of benefits, in particular income and employment, going to men
2. the negative impacts of EI projects fall predominantly on women rather than men and are much more significant than generally recognized, including the break down of family relations, a significant increase in family tensions and domestic violence associated with the arrival of extractive industry projects in poorer communities
3. it is possible to increase the benefits and reduce the negative impacts for women – thereby improving both the relationship of the EI operation with the surrounding community and the overall development impacts of EI operations on the women themselves and their families
4. women are usually not well consulted in the EI development process, but when they are consulted they raise issues and propose solutions that are often different from men – women concentrating on improvements that contribute to the well being of families (such as better health and education outcomes) whereas men typically focus more on tangible infrastructure projects such as (new roads and buildings)
5. EI companies can contribute to better development outcomes and poverty alleviation by consulting with women
6. initiatives need to be carefully designed and implemented because focusing on women can also come into conflict with traditional cultural values, especially in remote communities, where women are often not treated as equals by men

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[1] Striking a Better Balance – The World Bank Group and Extractive Industries: The Final Report of the Extractive Industries Review – World Bank Group Management Response. September 17, 2004.

and where men may push back against actions and initiatives which improve the social status and economic standing of women

7. by working with both local and national women's organizations, as well as local governments and other authority structures, EI companies can support women and women's organizations to have a greater voice and say in decisions that affect women's lives

In the case of Peru, as part of its ongoing work on gender issues, the World Bank Oil, Gas and Mining Policy Division has commissioned the following guide to improve these issues in Peru where: mining in particular is increasingly important as an economic driver in remote locations; where large amounts of funds (including over USD1,000 million in year 2007 alone) have been mobilized for economic development in mining regions (through the Mining Canon and Voluntary Contribution program); but where there is a history of conflict between some of the companies and their neighbouring communities and a high degree of poverty at the doorstep of most of the extractive industries operations.

"The views presented in this report are those of the author and do not represent those of the World Bank, its officers, staff or Board of Directors"

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Abbreviations and Acronyms

ARPEL	Latin American Regional Association for the Petroleum and Gas Industry
CC	Consultative Committee
CEDEP	Centro de Estudios para el Desarrollo y la Participation (Center for the Study of Development and Participation)
CESIP	Centro de Estudios sociales y Publicaciones (Center for Social Studies and Publications)
CIS	Commonwealth of Independent States
CMP	Flora TristanCentre for the Peruvian Woman
CODECOS	Community Development Committees
DEMUNA	Municipal Ombudsman for Children and Woman
DISA	Health Management Areas
DNI	National Identity Document (Peru)
ENDES	Demographic and Family Health Survey
EI	Extractive Industries
GAD	Gender and Development
IFC	International Finance Corporation
IIMP	Instituto de Ingenieros de Minas de Peru (Institute of Mining Engineers of Peru)
ILO	International Labour Organisation
MEM	Ministerio de Energia y Minas (Ministry of Energy and Mines)
MIMDES	Ministerio de la Mujer y Desarollo Social (Ministry of Women and Social Development)
MINSA	Ministry of Health
NGO	Non Governmental Organisation
OESU	Environment and Sustainable Development Unit of the African Development Bank
PARSEP	Reglamentación del Sector Energético del Perú
PERCAN	Peru-Canada Mineral Resources Reform Project
PRA	Poverty Reduction and Alleviation Programme
PRODES	Programme pro-Decentralisation
PUCP	Pontificia Universidad Catolica de Peru (Catholic Pontificate Univeristy of Peru)
RRA	Rapid Rural Appraisal
RTMP	Rio Tinto Management Peru
SME	Small and Medium Enterprise
SNMPE	Sociedad Nacional de Mineria, Petroleo y Energia (National Mining, Petroleum, and Energy Society)
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
WAAIME	Women's Auxiliary of the American Institute of Mining, Metallurgy and Oil Engineers
WID	Women in Development

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ACKNOWLEDGEMENTS

Introduction

"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 prioritising projects, and so on..."

Jimena Solugueren, Poderosa CIA

This guide at many levels seeks to enhance women's empowerment. Empowerment is not about obtaining power over other people, but is instead about creating a favorable impact for oneself, with a full perspective on the rights of all people. Empowerment is the strengthening of capacity (through access to information and training) and the ability to influence decisions (related to individual and social development).

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

This guide is focused primarily on improving development impacts for women in communities nearby to Extractive Industries (EI) operations rather than women in the EI company workforce. This is not because actions for women in the workforce are not considered important but because companies tend to be much more familiar with actions to address women's work force issues than to address EI project impacts on community women. The report does include one sub-section with regard to the workforce which is found on pages 54-57.

Executive Summary: Main Report New approaches for improving the development outcomes of the Extractive Industry in Peru: *Improving impacts on women in poverty and their families*

"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"[2].

Large amounts of 'development assistance' in the form of infrastructure and social programs have in recent years 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 programmes, royalties, the tax on extractive industry profits re-distributed through the various Canons, Social Funds (Fideicomisos) and the Voluntary Contributions[3]. In 2006, funds from the mining canon alone outstripped international cooperation aid to Peru[4]. Projections for 2007 and beyond indicate a decreasing supply of International Cooperation Aid to Peru; and despite the downturn in Autumn 2008 in metal prices, it is still likely that social development funds arising from extractive industry sources will continue to exceed International Cooperation Aid for Peru[5].

Despite this high level of investment for the most part these funds have not achieved the social development impact that was intended: extreme poverty continues to persist within the area of influence of large-scale mining operations; and this poverty is in stark contrast to the profits being made by extractive companies.

It is also striking that even during the days of high corporate profits, and higher levels of social investments from the industry, many of the communities still remained strongly opposed to extractive projects taking place. Analysis as to why this is the case raises questions about

- o the extent to which these social development funds provide genuine benefits to the wider population of local communities.

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[2] Interview with mining company, November 2006.

[3] The rules and regulations surrounding this Voluntary Contribution are contained in Executive Decree 071-2006-EM, which can be downloaded from

http://www.leyesdelperu.com/Normas_legales/2006/12_Diciembre/211206_DS0712006EM.pdf

[4] See paper from Participa Peru from February 2007 on http://participaperu.org.pe/ape-aa/archivos-aa/3c6bb51ada688b58c57cb18308d59d73/NIA_2_2007.pdf

[5] See paper from Participa Peru from February 2007 on http://participaperu.org.pe/ape-aa/archivos-aa/3c6bb51ada688b58c57cb18308d59d73/NIA_2_2007.pdf and also Annual Report 2006 from APCI http://www.apci.gob.pe/portal4/archivos/noticias-publicaciones/publicaciones/diagnostico/Diagnostico-Resumen.pdf The earthquake of August 2007 did change this dynamic in 2007, however the overall downward pattern is expected to continue.

It also questions

- o the effectiveness of EI companies and local governments in identifying, minimising and mitigating environmental and social risks that have been created by EI operations.

When assessing the overall sustainable development impact of companies it is necessary to look at both the benefits and the risks. For the community, concern about the environmental and social harm that *many* in the community may experience with the arrival of an EI project sometimes outweighs the income and employment benefits that would be received by *fewer* people.

Community dissatisfaction with the benefit-risk balance reveals itself through various levels of conflict. From the group of women in Ayacucho who refused to sign an agreement with a company saying they could see "*no overall benefit for their community*" in supporting the operation[6]; to a regional survey carried out by civil society in Cajamarca, in which participants identified the principal problem relating to mining resources in the region as "*Limited support for other sustainable and profitable economic activities*"[7].

The analysis undertaken for the report confirms an important but often overlooked aspect of the distribution of benefits and risks of EI operations:

> **men are capturing more of the benefits and these are not necessarily reaching the wider family; whereas it is the women and children who experience more of the risks that arise from the presence of extractive industry projects.**

The unequal sharing of benefits and risks from EI Operations
All the stakeholders interviewed for the report stated that not only do men receive the vast majority of EI-related employment (typically more than 90% of employment goes to men and less than 10% to women), but that the social programs funded from EI funding sources – be they administered by the public sector or by the company – are also biased towards men in that:
- 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 prioritised by women (which tend to be health, education, nutrition, smaller-scale infrastructure, capacity-building projects *that improve the quality of life of the whole family);*
- They include men more effectively than women in project consultation, selection, design and implementation (*thus increasing the gap between the skills and power of men and women in this area)*; and

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[6] Information from company in April 2007

[7] *Regional Mining Agenda*, Civil Society Campaigning, Cajamarca Region, Network for Proposals and Action, Mining, Environment, Communities, 2007. The Agenda contains a survey, discussions with stakeholders and interviews.

- The men are much more likely to be the beneficiaries of the social projects (*since the projects selected tend to favour their interests; and local cultural traditions or educational differences may limit women's ability to avail of programs unless these barriers are very carefully addressed in the project design*).

Meanwhile, the stakeholders interviewed for the report also believed that the majority of the risks that a community may experience from the presence of an extractive industry operation would accrue predominantly to poorer women and their children.

The risks highlighted included the following:
- increased water contamination bringing health risks and in some communities the need to travel further to collect water
- increased local prices for land, housing, basic goods, fuel and transport making life harder for women who generally do not receive a corresponding increase in cash from a partner (because he is not sharing his increased income with his family; or the woman does not have a male partner)
- increased traffic, making roads less safe and also childcare more difficult
- increased power differentials for men over women because the presence of EI companies leads to more employment opportunities and a greater number of community decision-making processes , whilst women's involvement in these spaces usually remains limited;
- as men seek paid work the women have to take on the man's work at the family farm
- 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 to poorer men. Some poorer men may even be as vulnerable to these risks as women – and perhaps more so than those women who are better educated or wealthier. However, it is also on the whole true that even where a poorer man is vulnerable to these risks, his wife will be even more vulnerable to them. Women are not an homogenous entity in Peru – their experiences vary greatly depending on many fac s such as local geography and culture, income and education, recent community history and migratory patterns. However, in Peru on the whole, the position of women is worse than that of men against most indicators; and this difference usually becomes worse in highland and rural areas[8].

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 extractive industry operations, thus exacerbating their relative disadvantage.

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[8] See 2004 report by COSUDE on the third Millennium Development Goal which can be downloaded from: http://www.cosude.org.pe/ressources/resource_es_24678.pdf and also the February 2007 report by CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women) which can be downloaded in Spanish from http://www.flora.org.pe/pdfs/Peru%20CC.pdf

Achieving sustainable development from EI Operations

Companies interviewed for the 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[9].*

These trends may help to 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. As one company interviewed commented:

> *"The men came presenting projects of road construction – but the women wanted to tackle their health and nutritional priorities.   Five years later after pouring money into the area of infrastructure we are seeing the same levels of unhappiness in the house. Perhaps the women were right."*

It is now widely recognised within the international development community that investing in women's empowerment – be it through their education, rights, decision-making processes, or income levels and so on – is a key step towards growth, poverty reduction and sustainable development[10].

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

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[9] *Gender-responsive social analysis: A Guidance Note Incorporating Social Dimensions into Bank-Supported Projects*, Social Development Department, The World Bank, June 2005 which can be downloaded from http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/873467-1111666957585/20758312/GenderGuidanceNote.pdf

[10] See arguments such as those on the World Bank's *Gender Equality as Smart Economics* website http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,menuPK:336874~pagePK:149018~piPK:149093~theSitePK:336868,00.html or World Bank (2001) "*Engendering Development Through Gender Equality in Rights, Resources, and Voice"* World Bank Policy Research Report, Oxford University Press, New York which can be downloaded from http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,contentMDK:20186672~menuPK:489201~pagePK:148956~piPK:216618~theSitePK:336868,00.html

the health outcomes for a community. Gender equality in employment and financial services has also shown greater business returns since women have a better track record of starting successful businesses and repaying loans[11].

Research for the report has also found that the longer-established EI companies have recognised through observing the limited impact in their previous programs, that
- the 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 to improve their performance in recent years and now recognise the overall importance of engaging in constructive dialogue, promoting multi-sector participative development planning processes, stronger environmental management and transparency (to mention but a few of the findings from recent research into mining and development in Peru[12]).

The consultation undertaken for the 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 that companies are seeking.

Thus, one important way that extractive industry companies and the local governments charged with administering the Oil, Gas and Mining Canons could significantly improve their development impact would be to make sure that their development assistance approaches have a stronger focus on women – particularly those women who are from poorer families who are currently the least likely to be able to avail of the benefits offered by the company's presence.

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

The business case for focusing on women as a key step to improve the development impact of EI operations
The overall business case for companies to focus on improving their development impact on women includes the following elements:

- As development funding is increasingly coming from extractive industry sources, there is a strong argument for those resources to more effectively focus on improving the situation of the poorest and most vulnerable people in communities: these tend to be the poorer women.

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[11] *Ibid*

[12] For example see the Peruvian Ombudsman report on *"The socio-environmental conflicts in Peru connected to extractive activities: April 2007"* which can be downloaded in Spanish from http://www.ombudsman.gob.pe/inf_extra.php or the Peru Support Group report on *Mining Development in Peru* which can be downloaded in English from http://www.perusupportgroup.org.uk/pdfs/Mining%20and%20Development%20in%20Peru.pdf

- Given that the majority of the benefits from extractive indus try presence accrue to men, whilst the majority of the risks accrue to women, it could be argued that there is a *responsibility* on the part of the company to seek to re - dress this imbalance. This argument becomes even stronger in instances where the presence of a company may not only fail to benefit, but actually worsen the position of some of the most vulnerable women in their surrounding communities.

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

- For companies keen to demonstrate sustainable development results against key development outcome indicators (which includes indicators that show the position of women and children) it is recognised that improving the position of women is a key step towards improving the education and health of the family overall and to 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 to reduce conflicts, reminding the men of the wider longer-term benefits at critical points when men may be considering action against a company due to a specific problem.

- Women who are not satisfied with the development impact of a company have a long track record of mobilising against the presence of EI operations in their vicinity and this has been known to lead to women opposing EI developments and refusing to sign agreements with companies.

The Way Forward
Through the many formal and informal conversations held in the process of the research for the report it is evident that there is considerable interest and good will across the extractive industry sector in Peru to take action to improve how it impacts on women and the wider family. Similarly at the level of national, regional and local government the conditions inside Peru are currently more favourable to the promotion of women's rights since the equality of men and women has been prioritised in a supreme decree [13], and the Ministry of Economy and Finance has stated that gender inclusion must be placed higher up in the participative budgeting agenda [14].

Interviews with NGOs, universities, consultancy groups and companies themselves reveal that there are many approaches that could be applied by companies in Peru without significant (and sometimes without any) additional cost which could make a big difference to the sustainable development impact that these funds have on women and families. Many of these approaches are already being practised in Peru.

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[13] Supreme decree, No 207-2007-PCM which can be downloaded from
http://www.minjus.gob.pe/spij/normas/textos/250307T.pdf

[14] *Instructive on Participative Budgeting processes for 2007* from the Ministry of Economy and Finance, which includes Principle 3 of Equality of Opportunities can be downloaded in Spanish from http://www.mef.gob.pe/DNPP/Instructivos/2007/InstructivoPptoParticipativo2007.pdf

The opportunity lies in bringing these approaches together inside each EI district so that there can be an integrated approach to increase the benefits and decrease the risks for women; a programmatic approach that creates synergies between all three key stakeholders i.e. companies, government and civil society itself, which leaves behind the current practice by companies of isolated initiatives to benefit women and instead embraces a more modern perspective on how to ensure that women have full, equal access to socio-economic development associated with EI projects.

A desirable outcome that could move this process forward more quickly would be a closer relationship between the extractive industry, local government and the "development industry"[15] so that the "development industry" knowledge on thematic issues such as gender (and also other areas of interest to companies, such as Rights-Based Approaches or Community-Driven Development) as well as practical projects (such as maternal health, bi-lingual education, or productive chain development) might be mobilised and used to achieve what the EI sector seeks and what the NGOs, civil society and local government have within their mandates to deliver: namely

- **stronger, better-informed social development results and reduced conflict.**

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[15] Those non-governmental organizations, community-based organizations, universities, research centers, think tanks, funders, foundations and training organizations for whom the development of theories and practices to alleviate poverty is a primary objective.

Chapter 1
Introduction – A Message to the Senior Management of Extractive Industries Companies

The companion report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families,* presents strong, evidence-based arguments leading to the conclusion that extractive industry companies could significantly improve their sustainable development impact on women and families by making some practical and simple changes to their working practices. It also provides strong evidence of weaknesses in company and government policy and practice that contribute to a previously under-recognised issue:

> **men are capturing more of the benefits from the presence of extractive industry (EI) projects and these are not necessarily reaching the wider family; whereas it is the women and children who experience more of the risks that arise from the presence of EI projects.**

It is in the interest of EI companies in Peru to focus on improving their development impact on women because this is key to:

- **Stronger Development Results**: Working with and in support of women will enable the EI companies to demonstrate stronger sustainable development results against key development outcome indicators, which includes indicators that show the position of women and children. Additionally improving the position of women is a key step towards improving the education and health of the family overall and to 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 to reduce conflicts, reminding the men of the wider longer-term benefits at critical points when men may be considering action against a company due to a specific problem.

- **Conflict Avoidance:** Women who are not satisfied with the development impact of a company have a long track record of mobilising against the presence of EI operations in their vicinity and this has been known to lead to women opposing EI developments and refusing to sign agreements with companies.

- **Ensuring Equality of Opportunity**: Given the unequal distribution between men and women of the benefits and risks from extractive industry presence it could be argued that there is a *responsibility* on the part of the company to

seek to re-dress this imbalance. This responsibility is underpinned by the 2007 Equal Opportunity Law N° 28983, which ensures that men and women can assert their rights to equality, preventing discrimination against them in all the spheres of public and private life[16].

Some of the factors in Peru that limit women's ability to avail of the benefits arising from EI projects – and which may therefore be in direct conflict with Peru's 2007 Equality Opportunity Law - are that:

- EI companies 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 prioritised by women (which tend to be health, education, nutrition, smaller-scale infrastructure, capacity-building projects *that improve the quality of life of 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 the social projects (*since the projects selected tend to favour male interests; and local cultural traditions or educational differences may limit women's ability to avail of programmes unless these barriers are addressed in the project design)*; and

- EI companies are not effectively monitoring their impact on women and as a result are not taking action to improve it.

EI companies have historically worked in this way since they realise 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 into decision-making or benefit-sharing (see the main report New approaches for improving the development outcomes of the Extractive Industry in Peru: *Improving impacts on women in poverty and their families* for further information on this area). However since women in mining areas have become more vocal about their discontent[17], and all actors are becoming aware of the new legal framework in Peru that recognises women's right to equality of opportunity, companies now have increased legitimacy – and pressure - to work with women in a more equal way. This legitimacy can be deepened through working with local women's organisations in partnership and with key women's leaders to help the company to negotiate through the local context.

The approach outlined in this Guide, Chapter 2: *Actions to improve the impact on women in communities in the area of an EI project's influence* is therefore built on specific, focused actions, and so should be widely achievable and deliverable. If your

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[16] For further details see **Annex 9:** *The legal framework in Peru that supports work on gender* of the main report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families*

[17] For further details see **Chapter 3, Section 4** *Women are mobilising: the growing discontent* of the main report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families*

company can go as far as proposed in this Guide, it will be doing better than most companies in Peru. This is not, however, an "advanced practice" gender guide – it is a basic guide of the first essential steps to provide a solid base. Undoubtedly the quality of your company's community engagement strategies and community relations would be further deepened if on top of the approaches outlined in this guide you also engaged specific help and support from a gender expert to address the more specific issues that will be arising in your communities. Issues such as: how to analyse and work with the politics between different groups of women (wives of migrant workers, indigenous women, women from different ethnic or religious groups); interpreting the complex web of accountability when there are different sources of funding and therefore different 'duty-bearers'; using culturally appropriate tools for building women and men's abilities in planning and community monitoring and so on.

This Guide therefore provides clear and simple suggestions about what a company could do as its first steps to improve its current practices. There are other guides in Spanish and English about each aspect – a short list of which is provided in **Annex 3**. There is also a list of some of the women's organisations in Peru who will be able to offer further advice and assistance in **Annex 4**. Notes are included throughout the guide on why these practices are important for companies; and examples of actions that companies have already started to take with respect to each issue.

Senior management need to be aware that not all the actions outlined here fall under the responsibility of the Community Relations team. There is a section on women and employment (chapter 2, element 2, section iii) – a very important part of the overall strategy - which involves the personnel, procurement, community relations and management functions working together to ensure that women are appropriately recruited and incorporated into the workforce at all levels, as temporary, rotational and permanent employees, and also in the supply cha in.

There is also a section on the creation of the Terms of Reference for baseline studies – a key area for the consideration of Senior Management (see **Conclusion to Chapter 2, Element 1.***Understand the situation and perspectives of women through data gathering and consultations* and also **Annex 1** *Gender-sensitive guidelines for baseline studies*).

Finally – no approach will work if responsibility across the company is dispersed in too many hands and no-one is monitoring effective implementation, or results. For this reason, Senior Management's commitment can most effectively be demonstrated to this area by the appointment of a Gender Champion and team, guidance on which is in **Chapter 2, Element 3.** *Appoint a Gender Champion and a suitably qualified team*

Chapter 2
Actions to Improve the Impact on Women in Communities in the Area of an EI Project's Influence

Introduction

The following recommended approach draws on the investigation and consultation undertaken with companies, the public sector and NGOs across Peru for the production of the companion report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families*. We discovered many positive areas of emerging good practice as well as areas in which current practice was usually weak. Most positively there was strong agreement on the need and openness to improve the situation – and recognition that significant impact would be possible without it 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 neighbouring communities requires a three-pronged approach:

Element 1 Understand the situation and perspectives of the women in your area of influence and the benefits and risks that the company's presence could bring to them. This information, and the relationships built in the process of research, can then form the bed-rock for taking action to improve your impact on women and families.

Element 2 Design and implement your operations in a gender-sensitive way. As a first step towards this goal, we suggest you focus on your social programs, re-settlement programs and employment practices, since these are the key areas within your immediate delivery and where you can have significant impact often through small changes that are not costly.

Element 3 Appoint a Gender Champion (for staff and for external issues) and a Suitably Qualified Support Team, to support your research activities and program implementation, and to ensure that this work continues to be a corporate priority.

Given that these elements fall within the responsibility of different teams inside an EI operation, they will require that coordination and responsibility for them are maintained centrally. These three elements are now presented in turn.

Chapter 2: Element 1
Understand the Situation and Perspectives of the Women in Your Area of Influence

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

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. Extract from MEM *Guide on the Elaboration of Environmental Impact Assessments*[18]

A   Why it is useful to a company to understand the situation and perspectives of the women who live in its area of influence

As explained in the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Towards a sustainable management of Extractive Industry impacts on women in poverty and their families* (chapter 2), many women experience the presence of extractive industry companies differently from men; in particular, they may experience more of the risks whilst the men receive more of the benefits.

Extractive Industry impacts on a family can also vary from family to family: while some families benefit from increased income especially when it is invested in better education for the children or improvements to the home; other families instead experience increased alcohol intake, longer hours of work for women on the small-holding (because the male is finding work linked to the company) and overall family disintegration. Between these two extremes are many different family realities, each experienced differently by the different family members, each varying with culture and capabilities, and the relationship between the company and the community. So, when companies do not consult effectively with women they are ignoring an important source of information that could enable the company to improve its overall impact on women.

It is also the case that women may hold different perspectives from men on issues such as health, education, subsistence livelihoods, land access and availability of and use of water – so if surveys do not include representative samples of women, or if data is not disaggregated by gender, then the companies and MEM will not be aware of women's perspectives and as a result may make mistakes. For example:

"In 2003, in the northern part of the jungle in a meeting between a community and a company, the community women stated that they held the company responsible for the fact that their husbands hit them. As the women were talking amongst themselves in Quechua – and the company's representative did not speak that language- she was

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[18]This can be downloaded from
http://www.minem.gob.pe/archivos/dgaae/legislacion/guias/guiestudioimpacto.PDF

not able to understand their complaints. Fortunately another person who was present translated for the company and it came to light that 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. But the increased time this took 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. According to the women, their husbands were beating them because of the contaminated water – which was the company's responsibility. Within a short time, the company built a well and the immediate problem was resolved[19].

Obviously this example shows not only the inadvertent contribution of a company to the problems of one group of women; it also reveals the inequality between men and women, with the men having power over the women in that community. The story therefore provides to the company a useful insight into the issues women experience and 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.

Finally, an important point to consider is that disadvantaged people in an area may be women, men, young or old. In each community there will almost certainly be some women who are less disadvantaged than some men. However in general, poor women are more disadvantaged than poor men; girls will be more disadvantaged than boys; and often single mothers or widows are more disadvantaged than their married counter-parts – although this is not always the case in situations of family violence. The fact that most companies are not seeking out representative samples of interviews with female-headed households – perhaps the most disadvantaged and therefore most vulnerable people in the communities they impact upon – could be a serious limitation for companies wanting to improve the developmental impacts of their operations.

One company interviewed explained that it had experienced problems with the most disadvantaged women – when it was seeking to extend the geographical boundaries to its operations. A group of people – mostly single women – marched on the mine. They were later identified as being about to lose the land that the houses they rented were built on – so although the house owners were targeted to receive compensation, the renters (who had nowhere else to go since rents elsewhere were higher) would not be compensated but would be made homeless. If the company had undertaken a gender-inclusive baseline study, then they would have had a greater understanding of the risks for this group of women and would have been in a better position to pre-empt the issue thus avoiding the need for management to have to suddenly divert its time to resolve this issue and also avoiding possible reputational risk for the company.

> *So, if it seems to be necessary to understand better the situation and perspectives of women, how do you go about doing it?*

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[19] Interview with an EI company

B.   How to understand the situation and perspectives of women whose lives are impacted by an EI project?

First you will need to know what information you are looking for; and then how to go about collecting that information.

To plan a program of research that will help you understand the situation and perspectives of women you first need to know:

What are the issues that you need to understand better?

You then need to decide:

How to collect the relevant information

Most baseline studies seek to understand the division of labour in the family, the extent to which women are involved in public life and the extent to which effective local women's organisations have developed - some do this analysis in greater depth than others. It does not however seem to be standard practice for baseline studies to try to understand the key issues for women - the risks and opportunities available to them and their perspectives on these issues. For this reason it is important to first define well the content of your research – what are the issues you need to research – and the following four categories should provide a useful framework: the private domain, the public domain, risks and opportunities, and sensitive issues.

C.   What are the issues that you need to understand better?

An initial starting point is to undertake some background research into the context of women in Peru. Since these contexts vary considerably from region to region the research would need to be specific to the location of your EI operations. An initial point of reference to give some background into women's position in society could be gleaned from **Chapter 3, Section 1** : *Women experience greater disadvantage and disempowerment than men in Peru* and **Annex 7:** *Women & decision-making in Peru* , in the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families;* whilst wider research could be undertaken by contacting national and local women's organisations, some of which may have library facilities available to facilitate your research. Following this higher level of secondary research you will have some sense of the areas of deeper primary research that needs to take place.

Note that it is also important to analyze the perception of men, since often they do not understand – or are unaware – of the impact that the new changes in their community (as a result of EI presence) will have on their wives, in particular in the division of labour and the 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 the current context; and to start local dialogue about these issues as a tool for mitigating against the worst impacts.

i) The private (household) domain

Good practice in baseline studies includes an analysis of:
- the roles and division of labour in the household through household surveys
- where the various sources of income come from
- who takes decisions about which issues in the private domain (in particular, who has control of how the various sources of income are spent or saved).

This analysis 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. See page 48 on *Women and Land Negotiations* for further details of particular issues to include in relation to this topic.

ii) The public domain

The following extract is taken from the Guide for Community Relations, produced for MEM in 2001, *Consulting Women*[20]

In some communities, men and women have different roles in social life. This sometimes implies a low or non-existent participation of women when it comes to community-level decision-making activities. The social division of work, traditional customs, work-load or low public representation may restrain women from participating or even being heard in a consultation process. There are even cases in which women are not considered important members of the community and are, therefore, excluded from the lists of stakeholders.

In terms of the empowerment of women, their presence in the public domain is important. The key issues to understand here are:
- To what extent and in which ways are women involved in public decision-making processes?
- In which organisations are women strongly present? (Organisations formed by and for women, such as the Mother's Clubs in Peru, or organisations with a strong female presence, such as the Parent's Associations for schools).
- Which posts (mayor, head teacher, judge, councillor, head of health post, and so on) are held by women, if any?
- Which organisations – if any – are providing support to women to improve their lives? And 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, gathering insights into the four issues outlined above. However, this analysis is unlikely to take place naturally 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 will almost certainly remain un-spoken or un-written. The key here is make sure that all necessary information is gathered in a culturally appropriate manner and made explicit both in the database of information collected and in the

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[20] Extract from the *Guide for Community Relations*, produced for MEM in 2001 can be downloaded from http://www.minem.gob.pe/archivos/dgaae/legislacion/guias/guiaelectricaI.pdf

summary of the report that is provided to the company once the baseline study and stakeholder mapping are complete – this way a clear baseline map of the position of women in the community can be created against which any changes can be monitored.

iii) The risks and the opportunities

As has already been noted World Bank work in other mining countries has demonstrated that women and, in particular, the poorer women in the community experience more of the risks and less of the benefits in extractive industry areas. This is because the poorer women are least likely to share in the employment opportunities or have a say in how funds channelled to communities from sources such as the Mining Canon and the Voluntary Contribution will be used at the local level. But the poorer women and their families will be fully exposed to loss of subsistence livelihoods, rising rents, land, food and local transport prices that typically accompany EI development.

They will also have least ability to protect themselves from the uncertainties and changes in cultural values, increased crime, loss of agricultural land and negative environmental and water impacts that tend to go along with EI project construction and operation. Even in cases where husbands gain employment from the EI operation, there is no certainty that the increased income will benefit all of the family; since he may decide to spend his income independently. In the worst cases it may even exacerbate domestic violence, alcoholism and prostitution, since it can weaken the relationship and partnership working between husbands and wives who no longer spend working hours together and instead find themselves disagreeing over how new income will be spent.

Thus, the consultations with women, and especially the poorer community women, are very important. It is vital to understand their priority issues (which may be to do with their concerns or their hopes for the future) so that the company can be sure that it is not making the women's situation worse and that overall it is going to contribute to improving not worsening the women's lives.

For an overview of what the risks and benefits for women might be see **Annex 1** of the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on poorer women and their families*

Box 1: Extract from *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on poorer women and their families*

Unequal sharing of the risks
The risks highlighted included:
- increased water contamination bringing health risks and perhaps the need to travel further to collect water
- local prices rising for land, housing, basic goods and transport which would make life harder for women who do not receive a corresponding increase in cash from a partner (because he is not sharing his increased income with his family; or the woman does not have a male partner)
- increased traffic, making roads less safe and also childcare more difficult

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- EI-related employment giving men increased involvement in community decision-making processes and the cash economy, and women's more limited involvement in these spaces, combine together to increase the power differential in the relationship between men and women;
- as men seek paid work the women have to take on the man's work at the family farm;
- increased cash leading to increased negative social behaviors by men, such as alcohol abuse, gambling and use of prostitutes; and
- the above social impacts leading to an increased risk of family disintegration or family violence.

iv) Sensitive Issues

Some of the issues noted in the previous section are complex; and others are very sensitive, such as family violence, prostitution, sexual abuse, and alcoholism. It may even be deemed sensitive to explore the increased household and farm-based work that a woman may be obliged to take on if a man secures paid work linked to the company. Discussions of these types of issues are unlikely to arise naturally in a group or workshop setting – and nor may it be appropriate for individual women to describe their own specific situation in a survey.

For these reasons it is useful to have a prior sense of what some of the most sensitive issues or risks that women may face. This way the research can seek to gather evidence through existing statistics, informal conversations with the heads of institutions and use of 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.

You will need to undertake this preparation diligently in order to ensure that you have a good sense of the breadth and depth of information you are seeking to collect. Once it is completed, then you will be ready to think about designing an appropriate data-gathering and consultation process.

D   How to collect the relevant information

Once you have determined the type of questions you want to find the answers to, 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. Since these practices are on the whole very well established, we do not seek to re-iterate the process but instead provide a series of advisory notes on how to integrate women more effectively into your normal data-gathering processes. These guidance notes cover the following issues:

Guidance Note 1   Basic data requirements

Guidance Note 2   Dealing with more sensitive issues

Guidance Note 3   Gender-sensitive survey techniques

Guidance Note 4   Gender-sensitive workshops

Guidance Note 5   Analyzing the data collected

Guidance Note 6   Working inter-culturally

Guidance Note 1
Basic data requirements

Key findings in the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on poorer women and their families* related to the lack of disaggregated data by gender and the fact that consultations were not taken with samples that were representative by gender. So that the data you collect can enable you to understand the situation and perspectives of both men and women, you will need to:

- Disaggregate the data by gender; and/or
- Undertake studies that focus specifically on women to take into consideration their particular context and perspectives.

So the following good practice is recommended:

- Note what percentage of respondents to surveys or participants at workshops are women; this in itself will focus attention on female participation and enable you to interpret responses with a gendered lens.

- Do all that is possible to obtain a representative sample of women and within that a representative sample of poorer or more disadvantaged women such as widows, single mothers, and so on.

- Disaggregate the data by gender in order to know if the women have a different perspective on any issue to the men. The official data that can be disaggregated by gender and that is useful to EI companies includes (according to one consultancy company interviewed):
    - Information on education (illiteracy, educational attainment, attendance at an educational center) (census, and educational establishment)
    - Information on health - such as morbidity, access to services, medical attention, level of immunisation, nutritional status, mortality (DISA, MINSA)
    - Information on employment – occupation, economic activities, level of remuneration (Census 2003)
    - Information on household structure from which it can be determined how many women are heads of household. (Census 2005)

Then compare the data with figures from other areas or from past data to see where this community fits in the overall pattern.

- If you do not have sufficient resources to disaggregate all the data by gender the n recognise that the priority for disaggregation of data should be determined by how relevant each data set is to the company for decision-making purposes. For example, if it has been made clear by the wider community that education or malnutrition or water are the key priorities, then the highest priority will be to develop a much deeper understanding of how those priority issues may have different impacts on men and on women.

- In addition to the in-depth surveys and official statistics it is useful to also use individual case studies, (including any that may have previously been published) and focus groups.

You will find that the degree of analysis necessary will not come from quantitative data alone, it will need to be backed up with interviews and focus groups if you are to really understand how to ensure that an operational activity or a proposed program can maximise its positive impacts on women – and reduce any potentially negative unforeseen impacts.

Guidance Note 2
Dealing with more sensitive issues

In some cultures certain issues will never arise naturally in group or workshop settings – and nor will it be appropriate to mention these issues specifically in a survey. Thus, getting honest opinions from hard-to-reach women who are used to being subordinated (as is the case in many communities in Peru) can be difficult and time-consuming.

For this reason a strategy needs to be developed around finding out more about the sensitive issues BEFORE conducting community-wide surveys or workshops. This can build out from the secondary data collection and is then likely to include interviews with heads of institutions (such as the community leaders, health promoters, heads of women's associations, police, church leaders) as well as perhaps exploring the issues informally with some groups.

Data Collection and Review

- The first step in the process is to review **Annex 1** in the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Towards a sustainable management of Extractive Industry impacts on poorer women and their families* which gives a simple overview of which issues women *might* be facing in an area that neighbours an EI project.

- With this breadth of vision, seek out quantitative official data sources (ENDES data 2006, local government, schools, health posts, DEMUNA, police) to shed light on those issues that seem most likely to be relevant to the local community. Note that the more official sources – such as the statistics held by the DEMUNA on family violence – may significantly underestimate the incidence of real violence since research by the Peruvian National Statistics Institute has shown that only 14% of the women in Peru who experience violence go on to denounce it.

- Compare the data with statistics from other areas or from past data to see where this community fits in the overall pattern. For example data sources at regional level from MIMDES on violence can be accessed http://www.mimdes.gob.pe/pncvfs/estadisticas.htm or from the data for the Demographic and Family Health Survey (ENDES report from http://www.inei.gob.pe/) which in 2006 had a particular focus on family violence.

Survey, Interviews and Workshops Design

- Share this research with the survey interviewers and the workshop facilitators and use it as the basis for the design of surveys and workshops with a particular eye on these key issues

- For particularly sensitive issues undertake some initial interviews with the heads of organisations to gather additional data in advance of the design of surveys or workshops. Relevant organizations should include not only those official providers of quantitative data – such as the health posts or the DEMUNA – but

also additional sources such as the Glass of Milk program, school teachers, church groups, and so on.

- Be prepared to recognize that the truth may not always be fully presented and that some issues may be deliberately de-prioritised or covered over for many different cultural reasons; similarly issues may also be exaggerated. Also use informal chats with groups of women.

- Only when some initial data has been gathered on these sensitive issues should they be raised inside a meeting and then NOT as a separate agenda item but as a sensitively raised issue where you might start by sharing the data you have gathered, or if that feels too direct, you could instead gently raise the issues towards the end of other discussions. This may be best tackled in single sex meetings to enable greater honesty and less fear of attribution or retribution. If this is co-managed with a women's group from the local area that has the trust of local women you will be more likely to secure honest feedback on the real issues and concerns of the women. Remember that women rarely regard themselves as the same as one another and it may be that one 'type' of woman may not be comfortable talking in front of other groups of women.

- Different types of women may also experience different issues. Women could be considered by age (adolescent mothers, young adults, older women, and elderly) or marital state (married, co-habiting, single, and widowed) or even socio-economic group.

- Ask women to re-late 'what is happening elsewhere in your neighbourhood' rather than 'what is happening to you'

- To complete the picture it is also important to seek men's perspectives on the sensitive issues; this once again is a starting point for creating a shared analysis between the sexes. It will also allow very important additional insights to be acquired: What are the reasons that some men, but by no means all, do not share their increased income with their partners? And why is it that some men do share their income equally? What are the root causes to 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 – and therefore understanding of the issue – is important to be able to mitigate against these impacts, and perhaps even to catalyse local supportive action for the men who are more prone to such behaviours.

- A comment heard from an indigenous women who had just come out of a meeting where she had not given her active participation was *Why does she think I will tell her my most intimate problems when we have just met*?' Such issues clearly require an environment of trust before the women feel comfortable talking; and it could be that this many only happen over time. This may mean that the women will first wish to work with the EI company on other less controversial issues before they mention their most sensitive issues. For example, experience in Africa shows that the issue of female genital cutting is raised after 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, they start to realise that they can solve problems by working together and engaging with other women, and this enables them to start to speak out on more intimate issues.

You will need very careful preparation and sensitive interviewing skills if you are to successfully identify sensitive issues. Equally, you must ensure that any information received is properly respected and not used or released in a way that could cause attribution or retribution.

Box 2 : Extract from a document by Manuel Glave of GRADE guiding interviewers through their conversations with women about sensitive issues:

Guide for Interviewing Women – Sensitive Issues

Objective: to identify important issues for women that are sensitive in nature, in particularly those that may be identified with the arrival of mining activity to the area, and to 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 know see these things happening? (if the responsibility is the mining company's presence, seek more information to get 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 the families? Who does it most affect? Why do you think this happens? (family violence— to see what are the reasons that the women give to you 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 and so on takes place.)

Box 3: Good Practice on Raising Sensitive Issues

- "*In a meeting in Moquegua in one plenary session we asked if there was any family violence and all agreed that there just 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 th e idea of installing the DEMUNA (an organisation for the protection of women, children and adolescents) in the area – they then took this idea back to the full assembly meeting which agreed it.*"[21]

    - To make visible previously invisible issues, and help to build the will to work on these issues, **Calandria**[22] recommends presenting in public meetings a deeper analysis of women's issues that has already been put together previously. Then in the meeting this deeper analysis is presented on particular problems (such as local crime), participants can map incidences (for example, where a robbery took place) and discuss when this happens and ask them to verify the data (so people start to own it) and then ask for mutual brainstorming on what could be done about it.

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21 Interview with a Peruvian NGO
[22] http://www.calandria.org.pe/

Guidance Note 3
Gender-sensitive Survey Techniques

In most baseline studies there is already a broad range of pre-set questions that consultants have developed over many years – so there is a natural concern at any request to amplify the scope or number of questions asked in these interviews. There is therefore a balance to be made between the practical limitations of a long interview and successfully obtaining the most important desired information. Many of the issues can be dealt with through the simple disaggregation by gender of the information already being sought through the interviews; others will however require some additional questions to be added.

There are 3 areas to take into consideration:
·   Representative samples
·   Questions to ask
·   How to work sensitively with women

Representative Samples
Interviews with the heads of institutions
For the interviews with heads of institutions it is quite likely that you will find that the vast majority are headed up by men. So you are likely to need to seek out alternative institutions in order to increase the number of women interviewed in this process – such as the head of all women's organisations, the women's voluntary community police group (if one exists), the health promoters, female school teachers, head of the parents association and so on.

Household Surveys
Similarly, if you think you are not achieving a representative sample of women with the household surveys (meaning that approximately 50% of those who respond to the interview are women – which is unlikely if you are using the 'head of household' category) then you would need to try to increase the number of interviews with women by accessing women through women's organisations (such as the Glass of Milk program or Mothers Club) or groups which on the whole have a large proportion of women in their membership (artisan groups, some church-based networks, the women's voluntary community policing group, literacy programs, the parent's association, health promoters and so on).

Questions to Ask
Steps to improve the effectiveness of your surveys at finding out the risks and benefits that the EI company has on women include:

1. Include open questions about the risks that effect 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, co-habiting, single; old or young; and perhaps even different income groups or those from different geographical areas. This will allow women to present new issues that you may not have yet considered.

2. Include specific questions about the issues (though avoiding the very sensitive ones) that you already believe may be important as a result of the analysis you

have already undertaken. For example, for married women this may include increased work in the house; or for single women it may include coping with increasing local living costs with no increase in family income.

3. When you discover that the women have a different perspective to the men, try to delve deeper to understand better the underlying issues in the situation and why there is a difference of opinion. It is likely that this will be difficult to do during the survey owing to time constraints, however it might be possible to organise another appointment with the women for a follow-up interview with a surveyor.

How to work sensitively with women

Some women will talk more openly if the surveyor is female; some will feel more comfortable if other women from their community are present; some prefer to be alone. Your survey team should include at least one person who is familiar with the local culture who can train up the remaining team members in how to work with women from any particular community. It is particularly important to be vigilant to situations in which it would be ill-advised to encourage women to participate in a survey, as outlined in the box *Learning from experience*.

Some researchers also undertake interviews with individuals to understand their 'life stories' – asking the individual to talk about their past, their life now and also 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% of such stories are told by women and if the women are carefully selected to include women who are in a particular risk group (such as a single mother, a widow or a women who experiences violence in the home).

In order that these 'life stories' are well selected:

- Identify potential interviewees with the local leaders of the women's groups or with NGOs who work in the area of the study;
- Involve the staff or consultants who will conduct the interviews in the process of identifying which women might be the most appropriate for doing follow up 'life story' interviews;
- Depending on the group cohesiveness or divisions, it might be possible to organise a group situation in which the women share their life stories with one another, or survey one another.

It is always important that you create a safe environment in which the women feel that they can talk in confidence and safety.

<u>Box 4: Consulting with Indigenous Women - Learning from Experience</u>

Renée, when she was working in Colombia, set a time to do an interview with a couple in the Andean highlands. She walked for 4 hours to the home, but when she got there only the wife was in. She persuaded the wife to do the interview – and the interview was reasonably thorough, with a few gaps, but on the whole OK. The woman did show signs of not wanting to do the interview without her husband being present; but also did not want to disappoint Renée who had just walked for 4 hours. Renée thinks that if she had been more experienced then she might have noticed that the woman had *really* not wanted to do the interview and would not have pushed the issue. 4 days later she saw the woman in the local village and noticed that she had a black eye and the bruises; a neighbour told her that the husband had hit his wife when he realised that she had taken it upon herself to do the survey in his absence.

Renée feels strongly that interviewers need to be very sensitive to such issues – it is a difficult thing to be a truly good researcher and needs a lot of training, sensitivity and subtlety to know how to approach issues or correctly interpret the wording used, as well as the visual and emotional information that is communicated – not simply what is written on the page or said aloud.

Source: Renée Menard

Guidance Note 4
Gender-Sensitive Assembly Meetings and Workshops

" We demand the right for women to participate in community decision-making and for governments and companies to provide proper, timely and detailed gender disaggregated information for the entire project cycle from proposal to post closure stages...".[23]

With the presence of mining comes an increase in the number of consultation processes with communities, such as baseline studies, land access negotiations, selection of social programs, or training in environmental monitoring. These consultations can either be a rich opportunity to enhance and confirm women's capacity in these public spaces or a situation that further marginalizes 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
- to help women's own issues and concerns be raised, noted and prioritised.

The following steps are relevant to both data-gathering and decision-making workshops:

Getting more women in the room: the usual public process in Peru for calling meetings is to leave it to the local leadership, which often means that the time and venue for the meeting is more convenient for men. This can be addressed at a small scale by taking steps to sensitise the local authorities of the importance of the full participation of women. For a summary of the explanation that could be given to the local authorities see **Chapter 3**: *The business case for taking steps to improve the development impact of Extractive Industry operations on women* in the main report "New approaches for improving the development outcomes of the Extractive Industry in Peru: *Improving impacts on women in poverty and their families"* and also the legal underpinnings that are highly relevant in Peru currently, as outlined in **Annex 9:** *The Legal Framework in Peru that supports work on gender* of that report.

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23 Demand 8. Third International women and mining conference, 1st-9th October 2004, India, Declaration – see the Spanish translation of this section.
www.minesandcommunities.org/mineral/women8.htm

However, local power-base permitting, a preferable approach would be for the consultancy company hired by the EI company to deliver the baseline survey with the guidance from a consultative committee (CC) to support its design and implementation of the process. This CC would include representatives of all stakeholders and would be sensitised and trained on gender issues related to EI activities so that they understand why women need to be involved in all stages of the baseline study.

Specific steps you can take to improve female presence include (though you will need to adapt these to the cultural context with guidance from local NGOs and organisations):

- child-care at or near the meeting space;
- a time of day and a day of the week that is convenient for women;
- ask networks with predominantly female membership (such as women's associations, the health promoters and the school parents groups) to encourage their members to participate;
- use venues closer to women's homes, as is done by the women's organisations themselves (such as the Glass of Milk program);
- Widely promote the event on local radio or through posters in strategic places in the community, particularly places where women congregate. Even though women are more likely than men to be illiterate, their companions will explain the contents to them if the posters are in prominent places. This will ensure women are not excluded by not being part of the usual, male-dominated 'word-of-mouth' networks.
- hold a separate workshop with women to help them speak openly – then they may be better prepared to attend plenary sessions with the men.

Note that more than half of the companies interviewed expressed concern about interacting with communities in a way that might differ from the traditional forms of behavior – that is why many companies choose to ask the local authorities to convene the consultation processes or workshops on their behalf. However in one community, a consulting company decided to expand the invitation list for a particular meeting since it did not trust the president of the community to invite certain groups; this initially created conflict, but it was important for the company to have relations with *all* the community, not only with the friends of the current president. In the medium term, the relationship with the community improved (the consultant thought) as a result of the decision to break with custom and expand the invitation list.[24]

This underlines the importance of transparency when inviting the different actors to attend meetings – and why it is unlikely to be a good idea to leave this entirely in the hands of politically-motivated actors, such as local authorities. For this reason it can be wise to create a list of participants and for this to be discussed with the CC to secure their feedback on the list.

Additionally it is important to remember the changing context in Peru – that there is an Equal Opportunity Law N° 28983, approved on March 16, 2007, that ensures that men and women can assert their rights to equality, dignity, free development, wellbeing and autonomy, preventing discrimination against them in all the spheres of public and private life. This law

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[24] Interview with mining consultancy company in October 2006.

applies to the actions of local government, local authorities and to companies. It could serve useful to remind local actors of this law as part of the process of sensitizing them to gender issues.

Holding separate meetings with women: Sometimes it is not going to be culturally appropriate for women to have a strong voice whilst in male presence. In such situations have a focus group or workshop with the members of women's associations or groups where there is primarily or solely a female presence – such as the Parents Meetings at school which traditionally every school holds on a monthly basis in Peru. You can either have a special meeting of this group pulled together; or add your key issues on to an existing meeting as an additional agenda item.

You could even take this to another level, as did Newmont Ghana who organised a Women's Consultative Committee of 75 members. The Committee regularly meets to be consulted on company and community issues, with the members cascading this information and securing feedback through local feedback meetings of larger groups of women.

Undertake prior 'training' with women to increase their confidence or help them think through issues in advance of the full mixed meeting: Several organisations in Peru have created "training" programmes or guides for facilitators on how to work with women in advance of problem-identification or project-prioritisation workshops, see for example the box *Training Workshops with Women*. Usually these processes provide an opportunity for women to get together to discuss, identify concerns and set priorities around topics. The tools used may be quite different in style from traditional workshops.

Ensuring women contribute to conversations: the facilitator's skills will be key to how comfortably women are able to talk in meetings. Simple changes to a meeting or workshop can help to increase the women's sense of comfortableness – for example:
- ensuring that every participant understands the language being used for the event (particularly relevant in Peru);
- increasing the amount of time in a workshop that is spent in smaller groups;
- having some breakout groups that are single sex;
- using techniques that encourage each person to say a few words;
- asking 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 in plenary, and then to split the room into smaller working groups. The plenary session working on the issues at the community level: what are the needs/priorities/concerns/opportunities and so on – in this session you are likely to find that mostly issues of priority to men will arise. The second session can be in working groups, with at least one women's group (perhaps also a youth group, and an older person's group etc) and here tackle specific issues of concern or priority to those groups.

The use of techniques which 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[25]), drawing and socio-

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[25] See World Bank website on *Tools for Gender Analysis and Social Assessment* available from http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,contentMDK:20260633~ menuPK:489221~pagePK:148956~piPK:216618~theSitePK:336868,00.html

dramas - are useful techniques for increasing women's self -confidence AND in those communities where women are not traditionally outspoken it may contribute towards changing sufficiently the usual protocol in public meetings to enable women not to feel that they must remain quiet. Additionally the use of certain tools, such as community scorecards or citizen report cards, can facilitate women working in sub-groups to demonstrate how their perspectives differ from those of men.

Careful selection of the facilitator will also help to avoid problems: the facilitators should:

- Be knowledgeable about the community
- Have working experience with women's groups
- Have the ability to speak the local language
- Be gender sensitive
- And have excellent facilitation skills and knowledge of tools for bringing in the quieter voices in the room.

Ensuring that women's priorities get raised Even with these techniques you will find that in some cultures women will still not feel able to - or it will not be accepted by the men that the women can - talk openly and comfortably. For this reason it is important to work with NGOs or women's associations at the local or regional level that have worked with the particular culture you are seeking to engage with. Several women's organisations in Peru have devised workshops, training programs and even games which they use with local women's groups prior to – or separate from – consultation meetings as a way to help women to think through their issues and priorities separately. In Peru, organisations such as Cooperacción or Chirapaq (see box *Training Workshops with Women*) have created workshops specifically to help women to think through their priorities, some with a process of running the workshop initially with a group of 'facilitators' from each community who then cascade the workshop down through their communities.

It is also important to note here that once women's priorities have been raised it is important to raise awareness amongst men, since if they are not aware there is a risk of a backlash at home or during any resulting project activities. Therefore any dialogue arising in a single-sex group needs to then be communicated to a mixed-sex group.

- ***Ensuring that women's priorities get noted*** It may also be the case that even if women do state their issues – the facilitator will not note those issues down with the same priority as given to male perspectives. This is an issue that CMP Flora Tristan has witnessed in a number of communities. The best way to ensure this does not happen is to ask your facilitator to make a particular note of female views – then their subconscious preference to hear mostly the 'more dominant' or 'more politically important' perspective (as they may view the male perspective) will be somewhat over-ridden. Additionally it should be made mandatory that the facilitator make a summary of the raised issues, so that others in the meeting can ensure that women's perspectives are given adequate priority. Additionally when a women's group has a secretary that person could be in charge of writing the summary of the different issues raised during a meeting.

Ensuring that women's priorities get selected This may mean careful facilitation by the workshop facilitators to help women feel confident in presenting and pushing for their priorities. Experience however has shown that in Peru women may lose confidence in pushing their priorities – 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. This would allow you to have one or more of the selected criteria against which the project can be allocated a score as being:

> "Does this project help to enhance the benefits or reduce the risks for women as a result of the presence of the EI project"; or

> "Does this pr oject meet women's practical or strategic needs?" (this terminology is likely to be new for many readers so please see **Annex 3** for further details)

or, as the *Peruvian Practical Guide for Incorporating a Gender Focus into Participative Planning* details a requirement recently made by the Municipality of Villa El Salvador:

> "Does this project meet the specific demands of women by promoting their economic, political, social and cultural development".[26]

The general rules outlined in guidance notes 3 and 4 about how you should set up gender-sensitive surveys and workshops will be relevant no matter who is doing the research for you or what the content is for the Terms of Reference for the work.

Box 5: Training Workshops with Women

Chirapaq[27] have developed a series of workshop materials (including some games) on issues such as:
- Human Rights and Indigenous Women
- Citizenship and participation
- Sexual and reproductive health
- Management of the organization and leadership functions
- Racism and discriminatio n
- Copyright and traditional knowledge about craft design
- Learning and evaluation; planning and evaluation of actions
- Learning how to formulate projects

Cooperacción[28] have created a training module on community planning in mining areas with particular analysis relating to women. It has 4 components:

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[26] This criteria is taken from Ordenanza Municipal No 133 of the Municipality of Villa El Salvador, Article 10: Criteria for prioritising projects.
[27] http://www.chirapaq.org.pe/htm/publicset.htm
[28] http://www.cooperaccion.org.pe/

- Gender: awareness-raising of roles of men/women, the value of each person and the fact that women should have the right to participate in decision-making
- Human rights: including general legal rights, processes to hold to account local government or the mining companies, land rights etc; and the rights of women such as participation rights or the right to not experience family violence.
- Strategic planning processes: not gender-specific
- Project formulation: not gender-specific

Two companies interviewed deliberately have tried to strengthen women's groups in their area through a process of workshops or meetings of the Parents-Teachers 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 that women's abilities to propose solutions have improved – although the process is not fast.

Guidance Note 5
Analysing the data collected

Raw information that sits on a shelf – as many of those interviewed said is the common practice with baseline studies submitted to MEM in Peru – won't help to improve the impact on women in EI neighbouring communities. The process of analysing the data has two benefits: firstly it will allow you to get to the heart of the key priorities; and if the analysis is undertaken with women involved in the process then it will be a very strong learning opportunity that will increase their confidence to resolve their own issues and take ownership of them.

Use the information on the risks and benefits to women (arising from the EI project) as a key input into the analysis process and then the decision -making meetings

Once you have gathered information on the risks and benefits you will then need to take a deeper analysis of those risks. One common error made 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 – the stories that lie behind the numbers. Where there is insufficient qualitative information readily available it may be useful to either seek this out in focus groups or to run problem analysis sessions. For example, poor attendance of girls at secondary schools may be due to many different factors:

- distance and safety of travelling;
- costs of schooling;
- perceived lack of relevance of the subjects being taught;
- family duties; and so on.

Without insight into these barriers a simple promotional campaign to increase take -up, or reduction of school fees, may well not achieve the desired improvement in take up.

So the key steps for data analysis are:
1. Identify the problems (or the opportunities to be realised)
2. Distil this into a central problem (or central opportunity) to be worked on as a priority.
3. Using a tool such as the Problem Tree identify the causes and consequences of this problem (or if it is an opportunity the n use tools such as participative visioning or logical framework analysis to make sure that the issues have been well-considered).

A very accessible tool for participative problem analysis is a Problem Tree. This tool enables a group to take a central problem (such as high levels of malnutrition) and then to identify <u>contributing factors</u> or the causes of this central problem (for example high level of parasites or diarrhoea, crop failure, inability to purchase basic foodstuff due to extreme poverty, lack of knowledge about nutrition, father of the family not passing on income to woman, etc). Each of these causes is then further analysed to understand its causes (for example for the high incidence of diarrhoea is this due to 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 then the Objectives Tree.

As a further stage the consequences of the central problem are analysed (For example, due to malnutrition the children are shorter, have a higher incidence of other health problems, have low concentration levels at school, have a lower intelligence level and so are less able to secure good jobs in the future, etc). The identification of the consequences can then be put diagrammatically as the branches of the objectives tree. By examining these consequences you can create the local political will to take steps to address the root causes.

A particular strength of participative problem analysis is that the community gains a much deeper understanding of its own issues and builds ownership of both the problems and aspects of the solutions. [29]

Working with women in advance of decision-making workshops As outlined in **Guidance Note 4:** *Gender-Sensitive Workshops* women in communities may find it hard to be equitably involved in decision-making. One approach used by some Peruvian NGOs is therefore to support women in under-taking analysis in advance of a decision-making workshop so they can come to workshops already prepared to present their analysis, needs and viewpoints. The process of participating will over time increase their skills so that they will then be stronger in the participative decision-making processes.

Working with men to do the data analysis It is also important that men are involved in the analysis of the data, but without disturbing the women's expression. For this to happen, the facilitator will need to prepare both groups: the women to enable them to speak openly; and them to be able to listen and give their opinion in a constructive manner.

You need to include women in the analysis of data to make sure you have covered aspects important to them, fully grasped the many contributing factors to their problems – and also to help women better understand their context so they can contribute towards changing it.

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[29] For further information on how to practically undertake a problem tree analysis see the Overseas Development Institute website on
http://www.odi.org.uk/RAPID/Tools/Toolkits/Communication/Problem_tree.html

Guidance Note 6
Working inter-culturally

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. Additionally there are strong differences between the educational levels of people inside the same communities, many people are not literate and many have Spanish as their second language. This makes it likely that a company's staff and consultants will not all share the same cultural interpretation of information or events as the women and men who live in the communities surrounding an extractive industry project. Your staff across all of your company operations will therefore need to learn how to work inter-culturally – they will need to use appropriate language and means of communication to communicate effectively the key messages your company wishes to impart, and to receive information effectively from your neighbouring communities.

There is an additional cultural issue that needs to be taken into consideration when seeking to work effectively with women or men on 'gender issues': different groups in Peru choose to address these issues differently, using different types of tools and approaches. What some groups may deem as being a 'gender-sensitive' tool, others may think of as being overtly feminist. More than one NGO interviewed in preparing this guide commented that some indigenous women have concerns about taking steps to change relations between the men and women in their communities – they are afraid it may create, or make worse, conflict in their communities and may make their sons in particular suffer a more conflict-ridden relationship with women.

So whilst some organisations in Peru have produced educational and campaigning 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. Meanwhile others are delivering inter-cultural training workshops using a blend of physical and emotional experiences to help facilitators enter into the mind-set of the Andean culture (cosmovision) prior to working with the communities.

Each of these approaches is valid in certain situations, and sometimes it is a blend of these approaches that is most important in any context since sometimes even one small community may hold women and men with very different perspectives and cultural interpretations on 'gender issues'.

Given the array of available tools and the variety of organisations working across communities, this report does not advocate a specific set of tools or approaches to enable you to reach women more effectively. Instead we suggest that you make contact with existing organisations and NGOs that work on women's issues at the local level and learn from the approaches and tools that they have developed to work effectively with women in their communities. You may also find that certain tools created by national level organisations may be useful.

Box 6: Gender and Inter-culturality

Canadian Lutheran World Relief's gender training program for development promoters has three levels:

The first level explores the different ways in which Western and Andean people perceive the world; the latter having its own variations depending on the locality (some areas are much more populated by people of mixed race, others by Quechua, Aymara or Amazon people). In the case of the Shipibo population, for example, the human being is pure, evil comes from outside, they do not accept the negative as part of their inner world; this explains why the community works to overcome evil that it perceives as coming from outside and so attacks. This way of seeing the world is very different from that learned in the Western world where each individual is perceived as responsible for his or her own actions.

In the second level training is provided in the theory and methodology for Gender and Development, which is the approach promoted by International Cooperation agencies.

The final level of work – and it is this one which differentiates the program from other approaches to gender – is the focus on emotional re-learning to help the development promoter enter more effectively into the world of the women (and men) with whom they are working. This is 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.

In this way we can have an intervention in gender issues, which respects intercultural diversity and is consistent with what we think and do.

Doris Balvin

Conclusion

Now that you have a good overview of the issues to investigate and how to approach these issues in a gender-sensitive manner you are ready to pull this together into an effective terms of reference for your staff team or a consultancy body.

You will need to set a research strategy to hold together all the pieces of the research, this is likely to be through the creation of a Terms of Reference for a baseline study. Since this is the common approach used by companies we refer to two examples of such research here.

- *One (see **Annex 1**) is the draft TOR created by **Rio Tinto** for consultants undertaking baseline studies for La Granja. This TOR shows a separate piece of analysis specifically looking at the context of women.*
- *The second TOR – produced by **ARPEL**[30] (the Latin American Regional Association for the oil and gas industry) in its Guidelines for the Implementation of Gender Policies and Strategies in Oil and Gas companies in Latin America[31] – is a Rapid Rural Appraisal that has been approached in a gender sensitive way, seeking to understand how each aspect throughout the RRA impacts differently on men and women.*

A key point to raise however is that the guidance in this Guide – in particular the Guidance Notes 3 and 4 on Gender-Sensitive Survey Techniques and Gender-Sensitive Workshops will need to be shared with the researchers as a supplement to the Terms of Reference, since it outlines more fully the processes that need to be applied to ensure women's effective involvement.

Local cultural challenges and traditions may make the use of all or some of the above approaches outlined in this section difficult. Many factors will influence the degree of success achieved: how closely women's own organisations are involved in any process and how formal and inclusive these organisations are; the attitude of the local authorities to the efforts; and so on. This many mean that there is a need to undertake some educational work with your team before trying to increase the inclusion of women in your baseline studies. For example, seeking to improve: the skills of your staff; the trust between your company and the local community; the basic capacity levels of the women in the area, and so on.

You may find that you receive positive improvements in women's involvement early on; or you may find that this takes longer and is a slow process of confidence building over time. It is however a very important 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, re-settlement initiatives and employment practices.

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[30] Further details on ARPEL can be accessed at http://www.arpel.org/ex/

[31] See Appendix 1 in the document that can be downloaded in English from http://commdev.org/content/document/detail/1911/

Chapter 2: Element 2
Design and implement your company's operations in a gender-sensitive way

"By identifying target groups of the project community such as women-headed households, and ensuring that women from poorer households and minority groups are included in community planning, project capture by elites can be avoided and the interests of a wide range of community members taken in account".[32]

A   Why it is important for a company to develop gender-sensitive programs

As explored in Chapter 4, section 2 of the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families*, most of the EI companies interviewed said that when they consulted with men the priority was almost always the same: infrastructure and productive projects. Not until they actively sought out women did they find that health issues, safety and security, and capacity-building needs were prioritised. Meanwhile, many of the companies interviewed for this report strongly wanted to support projects in the health and education spheres – particularly those companies who had been investing in community programmes in their areas of influence for many years and yet were seeing no real change in crucial indicators of family well-being such as child malnutrition. As one consultant put it *'Facilitators have to work really hard to get health and education to be prioritised in workshops since these tend to be the female priorities and the women are slower at coming forward with their priorities'* [33].

Knowing the principal benefits and risks that poor women experience as a result of the presence of your company in the vicinity of their community is a vital input into the development of sound social programs, re-settlement programs and employment practices. This knowledge will allow you to use these three programs to devise more holistic strategies to reduce the risks and increase the benefits for women.

Perhaps even more importantly, by actively seeking to include women in your programs you will be better able to mobilise their skills and resourcefulness, often finding that women make more reliable employees and program counterparts than men.

B   How to do programs that are gender-sensitive
Gender-sensitive practices could be built into every aspect of your company's practices. For this Guide however we have selected three areas of operations and specifically targeted our advice to helping your company improve is impact on the most disadvantaged women living in your area of influence. The three areas selected are i) social programs, ii) re-settlement programs and iii) employment programs).

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[32] *Gender-responsive social analysis: A guidance Note Incorporating Social Dimensions into Bank-Supported Projects*, Social Development Department, The World Bank, June 2005 which can be downloaded from http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/873467-1111666957585/20758312/GenderGuidanceNote.pdf

[33] Comment by an EI company facilitator in workshop held on 24 November 2006 with 4 companies, one feminist NGO and the IFC.

i) Social Programs

The following steps are the basics for including women effectively in the design of social programs:
   a)   Using participative project planning processes
   b)   Balancing project content
   c)   Participative monitoring and evaluation

We will now take each in turn.

a)   Using Participative Project Planning Processes

Projects will be better availed of by communities if they have been involved in the problem analysis and are therefore in full agreement that the issues selected by the company for support are indeed the main priorities. This means participative analysis is required to develop a shared understanding of the issues, as was outlined in Guidance Note 5. Women's involvement is important in the overall community consultation process. In particular, it is essential that women are involved in the analysis, priority-setting and objective-setting process in order to ensure that the projects selected will indeed address the root causes of those issues that women believe are a priority, including those issues that block women from being able to avail of 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 on the different ways each of these root causes could be addressed. Since there are many different ways to address each issue, there needs to be a mapping of these potential solutions and 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 wider vision of which development opportunities may be possible, otherwise they will simply look for the 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. There will also need to be the building of confidence in the community that they have the skills to be able to advance.

Using Participative Project Planning Processes
Step 1: Seek to broaden community horizons and expectations **before** *the project planning process*
Acquiring information about good practice may in itself have a gender bias: written information in Spanish alone may prove more accessible to men; men have greater networking opportunities than women so are more likely to hear of experiences from outside their community; and visits arranged to see 'good practice' in action are likely (unless carefully organized) to lead to a bus-load of men visiting an infrastructure project. Any such information-sharing processes therefore need to be carefully designed to increase their ability to reach women.

Using Participative Project Planning Processes
Step2: Avoid offering a "shopping list" of 'women in development' projects [such as guinea pig production, handicrafts marketing or workshops on family violence].
Once women have prioritised their issues, and had the opportunity to propose their initial ideas on how to address these issues, you may believe that their choices have

been limited by a lack of exposure to alternative ideas. If you believe that this is the case it might be appropriate   to facilitate the women's exposure to examples of additional projects through visits or information. Be aware that they may regard your company as 'an expert' – even if you are not one in this area – and so be more inclined to accept your proposed solutions, even though they may not be the most appropriate for the women. For this reason it is very important not to directly offer any particular project to the women – let women prioritise the initiatives they think will best suit them – and it may be that they do not choose to include any of the projects you thought would be useful to them.   At least the choice will be theirs – and this way they are more likely to give the project their full commitment, and if the project does not succeed they are less likely to blame the company.

Using Participative Project Planning Processes
Step 3: Building women's confidence in their abilities
To help women realize that they can achieve change, it may be necessary to take steps that help women to build their self-esteem and confidence - and this in turn may be key to the success of projects. Some organizations have worked on this issue through training workshops; some through how they design their projects in a way that fully includes women; other have worked to show women examples of successful women, such as the entrepreneurial nature of women revealed through the competition *"This is how you make it – successful endeavors led by women"*, organized for the last six years by REPEM.[34] A simple and effective tool could be to ask women to create mini case studies of women from their own community who they believe are or have been successful.

Using Participative Project Planning Processes
Step 4: Work with and through local authorities – where possible supporting them in improving their work with women.
One of the most important issues to avoid communities becoming dependant on a company is to help build the capacity of community organizations and local governments.   It is therefore preferable and more strategic (from a sustainable development perspective for the community – and to avoid the wasted time of duplicating effort) for the company to link its planning processes to existing local planning processes – using its skills and tools to strengthen those processes rather than introducing 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 to find it hard to free up the time to attend meetings than men. This recommendation comes with the following caveat: in some areas it is understood that this may not be possible due to the absence or weakness of state presence or for political reasons.

Note that it will not be possible to simply hand over the responsibility for gender-sensitive practices in the participative budgeting process to the local authorities, since many reports in Peru (see companion report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on poorer women and their families,* chapter 4, section 1(i)) show that frequently local authorities do not have the experience or skill base to do this well. Instead where

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[34] Network for Popupar Education between Women (Red de Educación Popular entre Mujeres) repem@repem.org.uy

companies are willing to make a corporate commitment to work with and through local authorities it will be necessary for the company to gain an in depth understanding, and perhaps even provide some examples and guidance as to how the local authorities can include women in consultations, decision-making processes, project design and as project beneficiaries. Many guides have been created to support municipalities in building a stronger gender component into their participative planning processes. See **Annex 3** for more details on some of these guides.

b) Balancing Program Content

In the companion report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on poorer women and their families* it was stated that the practice of Extractive Industry companies in their social programs is over 10 years behind the current good practice in the NGO sector. This is to some extent due to the fact that social development is not a core competency of extractive industry companies.

However there is, when it comes to the issue of gender – or in fact any kind of inequality or discrimination in society – one additional reason that needs to be taken into consideration by extractive industry companies: *to what extent is it their role to seek to address power imbalances in the local community?*

And while excellent arguments can be made – from the perspective of all people having equal rights to social development; or the positive impact that women can make to social development once they are "empowered" – where does this argument sit when it is put next to the often heard complaint that *"the arrival of extractive industry companies changes local cultural traditions and values"*?

There is therefore a recognised tension between a company's legitimate concern not to 'rock the boat' locally by seeking to change any status quo, and the company's *need* to bring about demonstrable improvements in the quality of life of all people – both male and female – in its neighbouring communities. This having been said, there are a wide variety of ways of improving current social program outcomes for women without having to adopt strategies that may be perceived as only focusing on directly trying to change local culture and values.

An essential starting point for improving the situation of women is to understand better some of the key concepts underpinning current thinking about women's empowerment and development. There are many different types of projects that can improve aspects of the lives of women. However, as was pointed out by company consultants and executives who participated in a consultation workshop on this issue[35], most of the projects currently being developed by mining companies fall into the category of "productive projects" that meet "practical needs".

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[35] Held in the offices of Flora Tristán in November 2006.

New practice

Mining Company Poderosa SA Promotes Sustainable Human Development in the District of Pataz

The guidelines for the Voluntary Contribution have included strengthening local government capacity. Meanwhile companies such as the mining company Poderosa SA have realised that working as much as possible linked to local authority development strategies can provide a useful way for EI companies to avoid a situation in which the communities in their area of influence become overly dependent upon the company "delivering development" to their area.

Since early 2006, the mining company Poderosa SA has worked in partnership with a team of specialist consultants and the District Municipality of Pataz, to promote sustainable human development in the District of Pataz. Through the formation of Committees for Community Development (CODECO) in each of the communities, they have increased collaboration between the district-level authorities, the organized community and wider social actors. Each CODECO is a democratically formed space at the community level through which local residents engage in a participative analysis and planning process leading to the creation of community development plans. These plans in turn then link to the District and Regional level development plans.

The Pataz Association is a not for profit organization formed by Poderosa and the Company Aurífera Suyubamba S.A. The projects that Poderosa supports, be it through the Pataz Association or the Community Relations Office in Pataz, need to have been prioritized through the local planning processes undertaken by the CODECOS (in those communities where the CODECOS have been able to complete the full process). This enables the company to make sure that each project has been prioritized by local people as being for the overall well-being of the community and not personal interests – it 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 district-wide Inter-institutional Development Committee formed for Pataz (CIDP) that acts as a connector and facilitator between the CODECOS of each settlement in the district and the District Municipality and which undertakes a vigilating role to ensure transparency in public management.

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

- Consolidating the processes and procedures to help embed the work so far, and to make a more concerted effort to increase the representation of women from the grassroots organizations as well as youth leaders, as a means to gradually ensure the sustainability of the approach.

- To strengthen the technical skills and the management of key social actors: ranging from the local populations and boards of the existing CODECOS; Mayor, counsellors and officers of the Municipality; members of the Committee for Inter-institutional Development in Pataz. These interventions will be undertaken using a "positive discrimination" to encourage women from different groups of participants to come forward.

"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 also 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 the 3 roles mentioned".[36]

Meanwhile the other roles played by women (reproductive, community management) and the "strategic needs" of women remain relatively unexplored. This terminology may be new to some companies so the box on the next page gives a short explanation, whilst **Annex 3** *Introduction to gender analysis* goes into more detail on these key issues.

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[36] A recommendation from a research meeting held for this report on November 24, 2006, with representatives of Xstrata, Antamina, Poderosa, Buenaventura, the IFC and Flora Tristan.

Box 7: Some key concepts from the area of Gender and Development to help understand how to work with women more effectively

What are productive, reproductive, community management and community politics roles?[37]

Productive roles comprise work done by **both men and women** that generate income (cash or in kind) and have an exchange value. Growing vegetables for cash or home consumption come into this category. Most EI projects focus on this role. Both men and women undertake this role, although how this role is divided up between men and women tends to follow particular patterns.

Reproductive (Household) roles are roles within the household and community that include family health and well-being, childrearing, child-rearing, domestic roles such as cleaning, cooking, fetching water and fuel. Education and health responsibilities come into this area. This role is almost entirely **the responsibility of the woman.**

Community management roles are those undertaken **primarily by women** at the community level as an extension of their household-related reproductive roles to maintain resources of collective consumption such as water, healthcare or education. This is voluntary, unpaid community-level work undertaken in 'free time'.

Community politics Activities undertaken at the community level, organising at the formal political level, often within the framework of national politics. This is usually paid work, either directly or indirectly, through status or power and is generally **undertaken by men**.

What are "practical needs" and "strategic needs"? [38]

Women's Practical Needs are those that must be met for survival – water, food, clothing, shelter, basic health care.

Women's Strategic Needs are related to the quality of their lives, their status within the community, and their sense of self-esteem.

When projects by EI companies only focus on the productive role of women or men, there is a risk that women's overall workload may increase, unless an effort is made to seek to address the distribution of work between the man and woman. Meanwhile projects that have focused on the reproductive area may be based on the voluntary work of women - yet they 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 participative decision-making process will help to determine which types of projects to support so that the project mix is well balanced between the three roles.

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[37] More on this can be read in Annex1 or the full report *Gender Mainstr eaming: A How To Manual*, ILO Southeast Asia and the Pacific Multi-disciplinary Advisory Team, Katerine Landuyt can be downloaded from http://www.ilo.org/public/english/region/asro/mdtmanila/gender/

[38] Extract from a report on *Gender, Equity and Indigenous w omen's health* by the PanAmerican Health Organisation can be downloaded in English from
http://www.paho.org/English/AD/GE/IndigenousWomen.pdf

The following steps will enable those projects to be *balanced and designed* appropriately so that they can more effectively meet women's priority needs:

Balancing Program Content
Step 1: Include the community – and its women – in the taking of decisions
regarding community projects or programs
Companies have many different ways of analysing and prioritising projects within their surrounding communities. Good practice would indicate that communities should always be involved in the taking of these decisions. This does not mean as mere participants in the analysis of the problems that affect them – it also means in deciding which of the solutions might be the most appropriate option.   As one interviewed EI company put it "*We have realised 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 organised so that it is only the community members who have voting rights in local assembly meeting – and this may mean an almost entirely male, land-owning group. Companies will therefore need to take steps to ensure that a more equitable membership – one that includes not only male landowners but also older and younger people, as well as those who do not own land and who are female. Whatever approach is taken to ensure that the decision-making group is regarded as legitimate by the community, it is vital that the poorest most disadvantaged people in the community are also represented, including poorer women. Without such a presence it is likely that the project will tend towards the interests of the wealthier and more influential groups in the community or politically biased initiatives that suit the interests of prominent individuals, and have limited impact on poverty alleviation.

Balancing Program Content
Step 2: Ensure that you use techniques to add weight to women's priorities in the decision -making process for project selection.   Even if women are present in the room many NGOs interviewed said that at the point of decision-making and priority setting women often feel uncomfortable promoting their own priorities and instead vote for projects that benefit others. Prior preparation with the women so that they arrive at this decision-making point fully prepared can be helpful, as outlined in Guidance Note 5; as can the workshop techniques for increasing women's voice outlined in Guidance Note 4. It is however often the case that at this point local elites and more powerful actors are able to use their weight to persuade others of the need to choose their pet projects.

For this reason, it is a good idea to use a tool such as a prioritisation matrix[39] to help increase the objectivity of the project selection process. Such a tool would allow each possible project to be more objectively evaluated against a pre-agreed series of criteria [such as 'extent to which it meets the needs of women'; or 'extent to which the project's future sustainability and ability to fully operate is guaranteed in the project

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[39] A prioritisation matrix is a standard tool used by community development practitioners to facilitate priority-setting in community development planning processes.

design']. Using such a tool the projects that score the highest points overall against the selection criteria will then be prioritised. A good way to ensure that women's priorities are met is to put at least one – or perhaps more – criteria into the selection criteria that help women to be more comfortable to vote for their own priorities. Criteria might include: Extent to which the direct beneficiaries or users of the project will be gender equal; Extent to which the project reduces one of the main 5 risks identified for women in this EI area of influence; and so on.

Balancing Program Content
Step 3: Check that there is a balance between productive, reproductive, community management and community politics roles for projects with women. This will help women to increase their access to areas in which they have little presence (in particular community politics through work on leadership development or confidence-building); and helping to 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 **Annex 5:** *Examples of projects delivered by extractive companies and NGOs* for examples of the types of projects that fit into each of the categories of strengthening women in their reproductive, productive and community roles.

Balancing Program Content
Step 4: Build into **all** ***projects elements that support women in meeting their strategic needs***
Even projects that in their essence are about women's practical needs – or about any male needs - can be re-designed to also effectively address women's strategic needs. For example:

- a project to develop a market for artisan products can also include work on organisational formation or leadership skills;
- micro-credit programs could include work with women to improve their ability to negotiate with their husbands so that the women can retain and use more of the income generated by the women; and
- an agricultural program could include a component on the formalisation of land ownership including women's access to citizenship documentation or to land titles.

This approach to project or program design is quite specialist and is likely to benefit from input from a gender specialist – or from your team attending a training course on this approach by one of the Peruvian organisations who offer training in this area. See **Annex 4.**

Balancing Program Content
Step 5: Assess **all** ***projects to understand how these do or do not benefit women - and modify them as needed to improve their impact***
A checklist of questions[40] – such as that provided in the Box *Sample Gender Project Planning Checklist* to support project workers in understanding the differential impact any single project may have on men and women is a key 'gender tool.' Some are complex, others are more simple – perhaps one of the critical elements is where it looks at unintended consequences, as a World Bank paper on gender-responsive

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[40] A simple yet thorough *Checklist for Gender Integration in the Project Cycle* can be downloaded in English from http://www.networklearning.org/download/gender-checklist.pdf

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..."[41]*.

Annex 3 provides a few web links for wider resources on this, including simple gender sensitive checklists for work in particular thematic projects (such as education, health or agriculture). A simple checklist might look like:

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[41] P29 *Gender-Responsive Social Analysis: A Guidance Note, Incorporating Social Dimensions into Bank-supported Projects*, The World Bank, June 2005.
http://siteresources.worldbank.org/INTRANETSOCIALDEVELOPMENT/873467-1111666957585/20758312/GenderGuidanceNote.pdf

Sample Gender Project Planning Checklist[42]

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, women may be unable to take part unless provisions for transportation, child care or provision of food are made available; or women may simply not be allowed to travel)
- Are there any ways in which it might adversely affect the situation of women? [such as increased workload, little access to project resources, conflict in the household if the women's activities reduce the time she has to devote to her husband or her children's needs or if the woman's income makes her more independent etc]
- If any negative impacts are foreseen, can the project be adjusted to overcome them?
- What are the risks of "project capture" by elites (be it more powerful women, specific social groups or the 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 benefit for both men and women?
- Have indicators disaggregated by sex drawn up for use in monitoring and evaluation such that they can be used to follow the participation of women and men in the project and its results?
- Does the project involve women in monitoring and evaluation of the project?

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[42] Created with input from a variety of sources, including: *Appraisal of the project plan*, Finnish Government, http://global.finland.fi/gender/ngo/english/project_appraising.htm; *Gender Checklists for Institutionalization in the Development Planning Cycle in District Badin*, February 2006, Badin, IUCN (World Conservation Union), Pakistan Environment Program, http://www.badin.gov.pk/docs/Gender-Checklist-Report.pdf; *Engendering ICT Toolkit*, World Bank, 2005 http://www.siyanda.org/search/summary.cfm?nn=1910&ST=SS&Keywords=gender%20%26%20ICT&SUBJECT=0&Donor=&StartRow=1&Ref=Sim

The following story highlights the importance of fully understanding the risks that might limit the ability of women to be equal beneficiaries to projects – even ones that appear to include only women in the development process. The importance of undertaking a full Gender Project Planning Checklist cannot be stressed highly enough.

"*In one community in Peru one woman - a strong organizer of a literacy programme in the area - came to talk with Renée who at the time was a community outreach worker for a company with a small development budget to support people in their own project development. This woman rallied her other community women to a meeting and they concluded that it would be very useful to have a milling/grinding machine to take the husks of the grains – since currently they were either selling it very cheaply with the husks still on or they were having to travel and pay for it to be milled. This was agreed – but it was made clear that this was an equal partnership and the women were responsible for their own development and would have to make their own effort by building the building where the machine would be located. The women got organised and persuaded the peasant community to give them some land, and the municipality to make a grant of some materials, realizing the required procedures to get connected to the electric grid at the site, etc. Some persuaded their husbands to help in the construction work – and the women helped at every stage. The women delivered to their side of the bargain; and so the company provided the machines. On the day of the formal training in how to use the machines the first men came to the meeting – and weeks later when the company representative went to visit the project she found the men working the machines and the treasurer was a man. So the women did almost all aspects of the work, had taken all the initiative and formulated the plans, they had also delivered to their commitment; but the men reaped the ultimate benefits in terms of the jobs created, money management and ultimately exerting control over the scarce resources in the community.*"

Source: Renée Menard

Participative Monitoring and Evaluation

"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.[43]

Monitoring and evaluation will focus efforts in the program to achieving the goals set – whatever they may be. It will also allow corrective measures to be identified if you spot that things are going awry or – if done participatively – will lead to a greater ownership and responsibility for the outcomes by the target group. We suggest a 3-step process in which you start by setting indicators, disaggregate the data by gender and use the resulting information to improve the projects and overall program.

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43 Third International women and mining conference, 1st -9th October 2004, India, Declaration – see the Spanish translation of this section. www.minesandcommunities.org/mineral/women8.htm

Participative Monitoring and Evaluation
<u>Step 1</u> : Involve the women, as well as the men, in the monitoring and evaluation of the projects: Set indicators

It is a well-recognised management principle that what you measure is what gets management's priority attention. Good practice in development encourages the involvement of beneficiaries in the monitoring and evaluation of projects as a means not only to better understand a program's or project's impact, but also as a means to increase the beneficiaries understanding of their own context.

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

There are many guides on how to select indicators (**<u>see Annex 3:</u>** *Gender tools: mainstreaming, participative planning, checklists and indicators*). Indicators ideally should be selected at two levels, with similar processes being used in both contexts to set the indicators:

Participative Monitoring and Evaluation
<u>Level 1: Over-arching indicators for the company</u>

Set 3 or 4 indicators that can act across all the social program areas, as well as re-settlement negotiations and employment strategies. Such indicators may include a generic quality of life indicator such as:

- "Percentage of women who say that their lives have been improved by the presence of the company in the area"

Or indicators to evaluate women's strategic needs:

- "Percentage of women who say that they feel confident about their ability to participate in public decision-making processes"

Or could be an indicator about a heavily-prioritised practical need that could work across many projects, such as:

- "Percentage of women who are fully documented as citizens"

- "Percentage of women who say that they have increased access and control over income"

- "Percentage of land titles that include women"

- "Percentage of women included on land titles"

Participative Monitoring and Evaluation
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 impact of programs and projects.

See **Annex 3** for resources on a range of gender-sensitive indicators that could be used for different program areas.

Step 2: *Disaggregate the data by gender*

All data on beneficiaries and users of services needs to be disaggregated by sex – otherwise there is a strong risk that you will think your programs are 'gender neutral' yet in Peru many will be naturally biased towards men unless the program has been designed specifically in a way that mitigates against that. So the only way to know if your mitigation efforts have worked is to collect the data, disaggregate it and analyse it.

Step 3: *Analyse the data and agree any changes to the project in collaboration with the community*

Once the quantitative data has been gathered and the indicator results analysed against local and regional patterns it is likely that this will need to be supplemented with qualitative – further interviews and focus groups to understand why it is that women are – or are not – equal beneficiaries to a project. The selection of women to be interviewed should not be limited to the more educated, available wealthier women in the community but effort should be taken to ensure that the poorest and most disadvantaged groups are well represented in further interviews and focus groups.

Based on this qualitative analysis you will need to design strategies on how to adapt the program to decrease gender biases that have crept in.

ii) **Women and Negotiations about Land**

Introduction

Land negotiations and resettlement are the areas where most harm has come to women and, in particular, the poorest and most disadvantaged women. The World Bank's involuntary resettlement policy[44] emphasises 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. Even where these policies are followed, there is a substantial risk that compensation will be received only by the land or residence owner (often more wealthy 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 moments for women in an EI company's interactions with communities is being adequately included in the process of negotiating land purchase or re-settlement conditions and receiving agreed compensation and equal or better income earning opportunities. For this reason it is very important to ensure inclusion, equal rights and protection to the most disadvantaged women in negotiating compensation for not only land ownership but also land use; and to facilitate decisions between both men and women community members and men and women family members about future livelihood options.

It is essential that the woman of the house is present when land negotiations take place: if the agreements are negotiated only with the man then the woman may later over-turn those agreements if she does not believe that that they are in the best interest of the other family members.

The approach taken should include <u>at least</u> 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 the women in getting their DNIs – this strengthens not only their access to land titling but also their political inclusion. Co-titling for property is usual good practice and is particularly important so that women have legal standing regarding key family assets in the event of family conflicts arising over problems of drinking, 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 re-settlement programmes for the company to fully understand these problems and adequately mitigate them. Additionally land use/ownership rights are often complex and traditional, as well as varying from community to community, so this issue requires careful and in-depth ethnographic work to ensure women are not put at risk of losing their rights in the process.

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[44] See the World Bank's *Policy on Involuntary Resettlement* downloadable from
Permanent URL for this page: http://go.worldbank.org/ZAIUSU8970 or read *Involuntary Resettlement Sourcebook: Planning and Implementation in Development Project, Published August 2004 by World Bank ISBN: 0-8213-5576-7* available from http://publications.worldbank.org/

Facilitating decisions on livelihood strategies: cash, savings and land

It is good practice in resettlement programmes to facilitate a process whereby people think through what they want to do with their lives to help them design an appropriate re-settlement 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 advisor to help open bank accounts, review options, or provide saving 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, and an external review of the feasibility of the options they identify – working it through with them to determine if they 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.

"Supporting the family appropriately in fully thinking through and planning in advance the productive activities they will undertake post re-settlement is key to help avoid some of the worst examples of re-settlement 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."[45]

Good Practice – An Ethnographic Approach

Where deemed appropriate by the apparent nature of the community, GRADE has used an intercultural, gender- and age-inclusive approach to its socio-economic baseline studies in campesina communities in mining areas. Such an approach can help to draw out the key issues of importance for a re-settlement 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 the cultural ways of acquiring rights over natural resources and the means of production, home ownership, the creation and maintenance of social networks and alliances, the family pattern of migration and remittances. Additionally, perceptions about changes in the environment are analyzed and also perspectives about the future, with a particular focus on the processes of forced or voluntary migration, being clear to differentiate informants by gender and by age.

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

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[45] Interview with Susan Joyce, On Common Ground Consultants in November 2006.

iii) Women and Employment

Introduction

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

- 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, and
- Develop a strategy to increase employment opportunities for women

Taking each of the key proposed areas one by one:

1. Develop a 'no discrimination' policy
A policy of no discrimination can take many forms. For example, Antamina's Code of Conduct[46] covers its temporary and permanent workers, contractors, board members and Directors. It could also go some way towards setting the framework for increasing employment opportunities if one assumes that this code is also to be 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 are not only gender-sensitive but also actively seek to encourage applications from female candidates (to overcome existing societal biases and discrimination) would further strengthen an overall 'no discrimination' policy.

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

2. 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 and so you will need to secure greater acceptance of the proposals through awareness-raising and training. Changes that you

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[46] Which can be downloaded from http://www.antamina.com/05_logistica/pdf/codigo_conducta.pdf

could promote within your workforce that could positively impact on women relate to how employees behave inside their communities, and also on site.

In their communities:

- Provide appropriate support to male workers in those aspects of their behaviour that could have a detrimental impact on women in their families or communities. Following on from the risks and benefits analysis that your company undertook to better understand its impact on women in its neighbouring communities you will be aware of those areas where your work-force's behaviour may need modification. For example, if your analysis has highlighted that male employees are not sharing income with their partners or are spending extravagantly, then the company may offer advice or incentives to encourage saving. If alcohol consumption or prostitution is highlighted then linking the 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 then training on cultural issues may need to take place, perhaps with tight disciplinary procedures. Certain issues may even be backed up by corporate policy.

On site:

- Develop or update codes of conduct for the workforce to help reduce inappropriate behaviour or harassment
- Provide training to managers, shift bosses and supervisors regarding gender appropriate working behaviour, how to encourage it and what to do if inappropriate behaviour occurs
- Provide gender sensitivity training for staff to decrease concerns or prejudices about working with women, sensitizing male workers that women can do jobs equally well (or even better) that have traditionally been the stronghold of men
- 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)
- Operational facilities such as toilets, showers, changing areas etc may need to be modified to provide women with appropriate privacy and protection from unwanted harassment
- Even uniforms may need to be modified – for example one piece work overalls or other work clothes that are suitable for men may need to be replaced with two piece work uniforms for women.

3. Implement family-sensitive work practices for male and female staff members
Men make up the vast majority of the extractive industry workforce, so it is important that their conditions of work take into consideration the wider impact on their families. For this reason, to the extent practical, organise working conditions so that they can fit with family life (flexible time, day care, job sharing, etc.) will not only make the work more accessible to female workers, but will help male employees to play a more active role in family life and so ease the burden put on women. Shift patterns have also been noted to influence the extent to which men take on second families, hence making more vulnerable the situation of their first family, so they are an important issue for a company to research, understand and so take into consideration in policy planning.

4. Develop a gender-sensitive recruitment process

Increasing the employment of women is very important since, as pointed out by the IFC's Gender Entrepreneurship Markets program "*Mining not only creates few employment opportunities for women, but it also displaces farms and other sectors in which women are traditionally employed*".[47]

Even where women are willing and able to be integrated into the operational workforce, it is rare to find an EI operation with more than 10% female employees – 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 cost, better fuel consumption, and higher equipment availability and utilization – because women more closely follow the equipment usage rules than men! But these jobs are typically among the most highly paid and the male workers are resistant to see women take such high paying jobs. A simple policy to increase the female workforce may lead to an increase in women in the more administrative posts or as the drivers of machinery – however these posts are likely only to be available to women with a higher skill level.

Approaches to promote women's employment in the workforce include:

- Introducing changes in the recruitment procedures to improve the likelihood of women applying for posts.
- Develop accompanying training programs, for example the *Women's Program* in Chile promoted hiring women in mining production jobs including as the operators for heavy equipment. This was undertaken through targeted recruitment advertisements, a collaboration with the Chilean Ministry for Women's Affairs and a rigorous 3-month assessment process.[48]
- Work to remove or reduce the internal barriers to the promotion of women inside the workforce.
- Set targets (and monitor performance and take action towards achieving the targets) across the organisation for roles that seem to be particularly appropriate for women – these should not only be administrative tasks since evidence shows there are many appropriately qualified female engineers in Peru
- Introducing changes to working conditions in the company for women, to address any perceived biases or discrimination, such as reforming promotional or income decision making systems.

5. Develop a strategy to increase employment opportunities for women

The vast majority of women in the communities neighbouring extractive industry projects in Peru are not highly skilled – so for those poorer, less skilled women alternative means are required to help them gain access to a livelihood arising directly or indirectly from the extractive industry project.

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[47] P1, *Promoting Gender Equality in the Private Sector – Hiring Women in Mining Production Jobs*, can be downloaded in English from
http://www.ifc.org/ifcext/enviro.nsf/AttachmentsByTitle/art_GEMquicknote_Chile/$FILE/GEM+Flyer _Chile.pdf
[48] P1, *Promoting Gender Equality in the Private Sector – Hiring Women in Mining Production Jobs*, can be downloaded in English from
http://www.ifc.org/ifcext/enviro.nsf/AttachmentsByTitle/art_GEMquicknote_Chile/$FILE/GEM+Flyer _Chile.pdf

Recommendations are to:

i). Maximize the involvement of women in the temporary or rotational workforce
Have a policy that at least half of the temporary or rotational workers are 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 to not only the company's direct work but also to construction in social programs. For example Xstrata Peru's mining project Las Bambas has such a policy.

ii) 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 organisations, NGOs that work with women or female producers to fulfil specific contracts (for lower skilled women this may include traffic direction, cleaning, cooking, provision of vegetables; for higher skilled women this may include transport provision, production of uniforms, workshop facilitation, translation services).
- Set targets of female employees for your suppliers and monitor these.
- Provide training and capacity-building to the supply chain with specific priority to women-owned businesses.

iii). Increase employment opportunities for women in the community
- Provide vocational and skills training to women in the community that will improve their prospects for getting employment in the non-EI sector in the community
- Help attract or facilitate the availability of micro credit funds including associated training so that such funds are accessible by women or even 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 on how to approach social programs, re-settlement programs and employment provides the back-bone to the corporate strategy, these initiatives being built upon the research undertaken to understand the particular context of women in your neighbouring communities. The steps outlined are reasonably straight-forward and achievable – however they do require that you have people in your company who are able to manage this overall approach with the necessary skills to engage appropriately with women, their organisations and the other institutions that impact on them. It is also key that each part of your company is committed to the approach. For this reason it is worth taking a serious look at how you structure your team to implement the actions suggested in this Guide.

Chapter 2: Element 3
Appoint a Gender Champion and a suitably qualified team

To deliver on elements 1 and 2 of this work in an integrated way the senior management of your company will need to make a commitment to improving the company's impact on poorer women in their neighbouring communities. For this commitment to translate into action somebody at a senior level in the company will need to be assigned the corporate responsibility for ensuring appropriate steps are taken – we have referred to this person as the Gender Champion. This may be a full-time role or a part-time role, depending on the size of your company and how important you believe this issue to be.

The Gender Champion will directly (or depending on the size of the company through appointing a Women's Officer or Manager), supervise the activities of the Gender Team that will design and implement a program of actions. For some companies, the team (which will likely encompass both community relations and human resources functions) may not have the necessary skills, so it is important to look at the skill-mix of the team to see if it is appropriate, and if necessary to introduce specialist consultants to undertake some of the key tasks.

The World Bank's experience of 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 therefore find their role much easier to fulfil if they could convene a monthly meeting of the senior managers into a Gender Committee (from units such as Community Relations, Communications, Health and Safety, Human Resources and also the Production units). If this feels a step too far at this stage, then ensure that it is a permanent item on the agenda of regular senior management meetings.

The Gender Champion

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, and not just an "add on", to how the company operates its business. Regardless of how the work is divided it will be necessary to have strong coordination across the internal and external affairs teams.

Keeping senior management interested is vital. As the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Improving impacts on women in poverty and their families* has shown – there are compelling reasons why extractive industry companies need to work as a matter of urgency to improve their impact on women. Those reasons are not going to go away simply because a new competing priority – be it a reduction in metal prices, or reduced access to investment capital - has popped up on to the agenda of your company. So the Gender Champion needs to report to someone sufficiently high up in the management of the organisation to be able to acquire the relevant resources, and needs to be given the clear mandate to bring about the desired change in practices so as to achieve real, measurable impact.

Role of the Gender Champion

The role of the Gender Champion(s) across all of this work is vital: making sure that the company's workers and consultants undertake their parts of the strategy to a high standard. Directly or through Gender Team members they will:

- Oversee in-house training to increase the understanding of company staff about how the company wishes to engage with women
- Develop relationships and maintaining them with women's organisations or women's commissions in the area
- Set, in collaboration with women, women's groups and representatives both inside and outside the company, indicators and a monitoring system to monitor on an ongoing basis issues of priority to women and reporting to senior management on these on a monthly basis
- Keep different parts of the company – including contractors – sensitised to women's issues and aware of the risks and benefits that women can secure
- 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, (such as a monthly meeting) in which people from different teams report back on situations where they have noticed that men and women have responded or benefited differently, and propose actions on how to improve this, and
- Use the convening power and influence of the company where appropriate and necessary, to: influence positive actions by the local government and/or other local authorities to improve the position of women and families; and to attract the presence of public programmes or NGO programmes that can improve the situation of women.

The Suitably Qualified Supporting Team

The role of the supporting team is to support the Champion and other company managers in designing and implementing gender-sensitive programs and initiatives. During the data collection and consultation phase it is also very likely that specialised consultants will be helpful to strengthen the Baseline Study **(see Annex 1)** and undertake consultations with local groups and, in particular, women and women's groups.

Skill mix of the team – what to look for

The following are prerequisites for knowledge your team will need to have to deliver the necessary programme of work: The team should include:

- A sociologist or anthropologist to help bring about a more sensitive adaptation of approaches and interventions to the local context – and therefore increase the validity and usefulness of the consultation processes.

- At least one female member in the team, which will help enable some women to feel more comfortable talking with the team. For women, many of the real issues will come up in the conversations in the corridor or just outside the meeting room after a group meeting or workshop has finished. So the team members should wander out with the women and join them for a post-meeting

or post-workshop coffee where appropriate which may well give the team a deeper insight.

- 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 so comfortable talking in Spanish as will younger males. In order to ensure equal access therefore for both men and women, and 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 the local women's organisations (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 workshops, surveys, focus groups or project delivery – will provide greater 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 facilitators that will in time help to increase the community women's capacity to engage more effectively with the company and with other organizations/authorities whose activities, for better or worse, influence their lives and the well being of themselves and their families.

When the company has appointed a Gender Champion and formed a suitable team, you will be able to manage more effectively the process of understanding the situation and perspectives of the women in the workforce and in nearby communities and undertake the design of appropriate social, re-settlement and employment programs.

Chapter 3
Conclusion

There is a wide array of ways in which an extractive industry company can improve its impact on women without having to become specialists in the field of gender studies. Including the women in consultation, analysis and evaluation processes is a result in itself, since through inclusion in these spaces the 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 of the opportunities presented.

The Gender Champion's (and Women's Officer's) efforts will be decisive in determining the success of the strategy – as will be the commitment from Senior Management. Maintaining the political will to keep this as a priority is therefore key; as is the allocation of resources where required.

Ultimately the people who will make the difference are the women and the men in the community themselves: however your ability to support them in their developmental process could be essential to ensuring that your company has a strong, viable neighbouring community capable of being a partner in its own sustainable development.

Annex 1
Gender-sensitive guidelines for baseline studies

Baseline studies are usually undertaken by consultancy organisations based on the terms of reference (TOR) received from the extractive industry company. Each 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. It will also depend on whether you are planning to integrate the analysis of the situation and perspectives of women into the full baseline study; or if this research is to take place on a stand-alone basis. Here are two example TORs: the first aims to integrate gender into an overall baseline analysis; the latter specifically highlights the issues of women as a separate piece of analysis. However the stand-alone work was subsequently integrated into the overall baseline study.

A). **A sample gender-sensitive Terms of Reference for a Rapid Rural Appraisal**

This TOR for the oil and gas industry of Latin America as proposed by ARPEL (The Regional Association of Oil and Natural Gas Companies in Latin America and the Caribbean) is in Appendix 1 of the ARPEL report "*ARPEL Social Guidelines, Guidelines for the implementation of Gender Policies and Strategies*", September 2003. [49] Covering the following issues:

1. Adequate preparation in advance with the company to understand their commitment to taking action, the scope of the project and the nature of 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. Other Stakeholders – consult with wider organisations 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.

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[49] This can be downloaded in English from http://commdev.org/content/document/detail/1911/

B). The Terms of Reference for the documentation and evaluation of gender specific issues

The following is a Draft Addendum to Rio Tinto's La Granja 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 resident 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.

Annex 2
Introduction to gender analysis

Extract from *Gender Mainstreaming: A How To Manual*, ILO Southeast Asia
and the Pacific Multi-disciplinary Advisory Team, Katerine Landuyt[50]

**1. The gender division of labour (what women and men in the target population
do and why):**
The division of labour between men and women depends on the socio-economic and
cultural context and may be analysed by differentiating between productive,
reproductive and community management and community politics roles. If little or no
information is available on the gender division of labour 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. It includes both market production with an exchange value, and
subsistence/home production with actual use-value, and also potential exchange-
value. For women in agricultural production this includes work as independent
farmers, peasants and wage workers.

Reproductive (Household) roles refer to child-bearing and the different activities
carried out in caring for household members and the community. This includes
domestic tasks done by women required to guarantee the maintenance and
reproduction of the labour force. It not only includes 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. This is usually voluntary, unpaid work, undertaken
in "free" time.

Community politics roles refer to activities undertaken at the community level, such
as organising at the formal political level, often within the framework of national
politics. It is undertaken primarily by men and is usually paid work, 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 labour legislation. Women's work is, therefore, also often excluded
from national employment and income statistics. Women's position in the paid labour
force is marginal and vulnerable in many parts of the world.

2. Relative access to and control over resources and benefits;

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[50] This paper and Annex 1 from which this extract was taken can be downloaded in English from the
following site http://www.ilo.org/public/english/region/asro/mdtmanila/gender/

To assess the potential involvement of men and women in development programmes or projects, it is important to know what resources are available to men and women; the extent to which men and women have access to these resources or whether they have actual control over them (meaning they have the decision-making powers to determine the nature of the use of the resources) and what benefits they derive from access to or control over the resources. The resources and benefits profile can be used for identification of the gender pattern.

Resources: includes anything which people need to carry out their activities. Among the important resources which poor women, in particular, often lack are time, paid jobs, and money. Other resources include: capital (credit), appropriate technology, education and training, transportation, health and family planning services, information and market facilities.

Benefits: include anything which accrues to people. They can be tangible or non-tangible: food to be used for subsistence or sale; income to be used for productive or reproductive purposes; assets or access to services; improved social networks, status, power and recognition.

Once the main resources and benefits have been identified, the gender patterns for access and control over them can be identified. This distinction is important because access to and the use of resources does not necessarily imply power to control resources and the benefits from their use.

3. Practical and strategic gender needs

Practical gender needs are the needs arising from the actual conditions women experience because of the roles assigned to them in society. These needs are often related to women's roles as mothers, homemakers and providers of basic needs and are concerned with inadequacies in living and working conditions such as food, shelter, income, water provision, health care and employment. For women and men in the lower economic strata, these needs are often linked to survival strategies. Meeting these practical needs does not, however, change factors that perpetuate women's position as a disadvantaged group in their societies.

Strategic gender needs are the needs identified to overcome the subordinate position of women to men in society and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated. Usually they concern equality issues such as enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work, prevention of violence against women, and freedom of choice over childbearing.
The identification of needs profile can help you listing the practical and strategic needs of women and men in their societies.

Differentiating WID and GAD

Extract from *New approaches for improving the development outcomes of the Extractive Industry in Peru: Towards a sustainable management of extractive industry impacts on poorer women and their families Annex 10, What is a Gender Approach and how did it develop as a concept?*

Between 1950 and 1970, the focus was on developing projects that would benefit poor women, often in a passive, dependent way – such as food programs. In the 1970s and 80s this evolved into what is known as "Women in Development", an approach which assumed that women's poverty was due to their economic or productive exclusion and so efforts to address this focused largely on income-generating programs for women.

By the 1990s it was recognised 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 – and so the theory and practice of "Gender in Development" was developed to promote equal opportunities, including decision-making, exercising rights and the development of personal abilities.

Development initiatives started to look at incorporating capacity and skill-development activities into their work with women; and also 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 towards greater equality between men and women, by making visible current inequalities.

As one international NGO summarises the current state of thinking on this 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 human-made, 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".* [51]

The following is an extract from the paper *Participatory Budgets with a focus on Gender in Public Management and Local Development: a Guide for Action*, 2007**,** Lic. Virginia Agüero Muñiz

The focus on gender has been gradually constructed and developed as learning has also increased about wider approaches to sustainable development. The approach has changed and evolved according to the historical and socio-political context. Its application and modification took place across many decades, influenced by experiences, criticism, and efforts made to find an adequate comprehensive approach.

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[51] Women's Empowerment, Care International, 2005,

http://www.care.org/newsroom/publications/whitepapers/woman_and_empowerment.pdf

a. The charitable approach from 1950 through 1970: it defined women as being the most vulnerable in terms of poverty conditions; women were perceived as recipients of specific benefits, for example, food donations, implementing welfare-oriented public policies.

b. The "Women in Development" (WID) approach from 1970 through 1980: it criticizes the charitable approach by holding that women contribute to the basic productivity of their communities and their contribution is not reflected in the national statistics. It assumes that the unequal situation of women is due to their exclusion from productive development; therefore, it is proposes strengthening the productive role of the women, by getting involved in income generation activities. Public policies and non-governmental development projects place emphasis on antipoverty and efficiency programs with a women component, but do not question the traditional roles in the sexual division of labor.

c. The "Gender and Development" (GAD) approach from 1980 through 1990: By the end of the '70s, the organizations working with women and international agencies identified that it was inadequate to the development of women and the end of women's subordination to place the problem as one based only on women. Therefore, POWER RELATIONS between genders are incorporated into the discussion.

This approach is linked to Max Neff's human scale approach to development. It is seen as a way for redefining development, avoiding discrimination. The GAD approach is associated with equal opportunities for all human beings, not only to access resources and services but also to develop their potential, take decisions, and assert their rights.

GAD connects development to the promotion of equitable relations and the elimination of all forms of discrimination based on sex, gender, class, and ethnicity. It is aimed at overcoming gender inequities, reformulating the roles and models of exclusion.

This approach places emphasis on women's empowerment as a strategy to impact on public policies through developing a critical consciousness and individual and collective capacities, which enable them to strengthen self-reliance and have greater power to make decisions on their lives, their environment, and the development processes.

d. Empowerment[52]
Empowerment is the strengthening of the capacity (access to information and training) and the possibility of influencing decisions related to individual, community, and social development, as well as the participation of agencies and social dynamics associated to such development. Empowerment is not about obtaining power over other people, but is instead about creating a favorable impact for oneself, with a full perspective on the rights of all people.

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[52] *Manual for monitoring the inclusion of a gender perspective* in Spanish. Diakonia, segunda edición, Bogota, 2004, p. 54.

It places emphasis on critical consciousness-raising and building individual and collective capacities so that women can strengthen their self-reliance and have greater power to take decisions on their lives, their environment, and as regards development processes.

e. Affirmative action measures

The gender perspective as a political action is based on **affirmative action measures** that are usually incorporated into the national and international regulations as mechanisms that benefit a population group affected by open disadvantage, which are oriented to promote greater equity. That is why affirmative action measures for all the population do not exist.

The quotas are affirmative action measures that seek to support more effectively and quickly the involvement of women. Argentina was the first country that incorporated into the national electoral legislation the quota of 30%, apart from indicating that candidates should be located in places where they had chances to be elected. This measure was adopted in Peru, in 2007, with the incorporation of the mechanism equivalent to 25% into the lists of candidates to Congress and Municipalities. In 2000, the quota was increased to 30% and was incorporated into regional election processes. An indigenous quota equivalent to 15% for regional and local/provincial elections was also adopted.

While affirmative actions often identify with measures focused on increasing women's political participation, these can be designed in order to eliminate or reduce situations of discrimination where these exist and can adapt to the reality of organizations and rural development projects.

What is a GENDER APPROACH? It is an analytical category that interprets the unequal social relationships between men and women, and analyses 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.

The following table shows the evolution of thinking from Women in Development (WID) towards Gender and Development (GAD), highlighting the specific differences in the conceptualisation of each of these paradigms. In particular it demonstrates the differences between the analysis of the root causes for women's disempowerment - and appropriate interventions to seek to address identified issues.

Extract from *Annex 2 The Gender Policy, African Development Bank and African Development Fund, June 2001, OESU.* [53]

	WOMEN IN	**GENDER AND DEVELOPMENT**

[53] Which can be downloaded in English from
http://www.afdb.org/pls/portal/docs/PAGE/ADB_ADMIN_PG/DOCUMENTS/ENVIRONMENTALANDSOCIALASSESSMENTS/GENDER%20POLICY.PDF

	DEVELOPMENT	
Focus	Wome n.	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, which 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, which 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 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	Women only projects; Women components; Integrated projects; Increase women's income; Increase women's productivity.	Identify and address the needs determined by women and by men to improve their lives. This is a condition sine-qua-non for sustainable human development

Annex 3
Gender tools: mainstreaming, participative planning, checklists, indicators and participative budgeting

This is a short list of some of the internationally-available resources related to gender and development that can be accessed through the internet. It is not comprehensive. Note that the quality of materials available on these sites cannot be vouched for by the author.

General Resources

Tools for Analysis, The World Bank, can be downloaded from: http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,content MDK:20243428~menuPK:489209~pagePK:148956~piPK:216618~theSitePK:33686 8,00.html

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 data base 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.

Tools can be downloaded from
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTGENDER/0,,contentMDK:20242955~menuPK:48 9222~pagePK:148956~piPK:216618~theSitePK:336868,00.html

Gender-Mainstreaming

The Gender Policy, African Development Bank and African Development Fund, June 2001, OESU 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. It can be downloaded in English from
http://www.afdb.org/pls/portal/docs/PAGE/ADB_ADMIN_PG/DOCUMENTS/ENVI RONMENTALANDSOCIALASSESSMENTS/GENDER%20POLICY.PDF

Gender Mainstreaming: A How To Manual, ILO Southeast Asia and the Pacific Multi-disciplinary Advisory Team, Katerine Landuyt. This paper provides some practical assessment tools to support practitioners undertake overall strategy development, gender analysis, design gender projects, set objectives and indicators. It can be downloaded in English from the following site http://www.ilo.org/public/english/region/asro/mdtmanila/gender/

Gender Mainstreaming in Practice: A Handbook, 2002, Regional Gender Programme of the UNDP's Regional Bureau for Europe and the CIS. It provides sectoral-specific gender briefs, an overview approach to mainstreaming gender in an organisation, an array of specific tools, and sector -specific indicators.
It can be downloaded in English from
http://www.undp.org/women/docs/RBEC_GM_manual.pdf

Gender-sensitive participative planning processes

Practical guide for incorporating a gender focus into participative planning, The Round-Table for Poverty Reduction, UNIFEM Andean Region, Municipality of Villa el Salvador, November 2006, Peru. This guide introduces and explains up to the end of 2006 the legal and practical situation in Peru with respect to gender equity, with a particular focus on the involvement of women in the local participative planning processes undertaken by municipal authorities. It provides data on the legal context in Peru, a suggested process to follow and some tools, including a Model for Prioritisation Criteria of Projects from a Gender Perspective (Annex 4)
http://www.mesadeconcertacion.org.pe/documentos/general/gen_00781.pdf

Simple Gender-sensitive Project Checklists

Gender Training material for NGOs, Global Finland, Finnish Ministry provides a simple note and gender-sensitive project appraisal checklist and the site also offers simple information on project planning. It can be downloaded from
http://global.finland.fi/gender/ngo/english/project_appraising.htm

Gender Checklists for Institutionalization in the Development Planning Cycle in District Badin, March 2006, Badin provides in English a more detailed overview of gender checklists, as applied to a particular context in India with a sample checklist on p13 and sector -specific gender checklists for projects in education, health, water & sanitation, and agriculture. It can be downloaded from
http://www.badin.gov.pk/docs/Gender-Checklist-Report.pdf

Sectoral Gender Checklists, Gender and Development, Asian Development Bank
This site has sample thematic checklists that are gender-sensitive in English 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

The Why and How of gender-sensitive indicators, A Project level Handbook, Canadian International Development Agency provides information on gender-sensitive indicators. Note that these publications whilst good and accessible are a little dated since they were produced in the 1990s. It can be downloaded in English from
http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/Policy/$file/WID-HAND-E.pdf and its companion guide on indicators from
http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/Policy/$file/WID-GUID -E.pdf

Integrating a Gender Dimension into Monitoring & Evaluation of Rural Development Projects, The World Bank, This site provides information in English on gender-sensitive rural indicators

http://siteresources.worldbank.org/INTGENDER/Resources/metoolkit.pdf

Indicators on gender from CEPAL in English can be downloaded from
http://www.eclac.cl/mujer/proyectos/perfiles/inventory.htm
This site of CEPAL has MDG indicators in Spanish that are gender disaggregated that can be accessed one by one to see what they are; it also has a range of regional indicators. The information provided is out of date – however the range of indicators themselves are interesting.
http://www.eclac.cl/mujer/proyectos/perfiles/comparados/milenio_pobreza.htm

Gender-sensitive Participative Budgeting guides

At the international level: -
There is a web site created by UNFPA, UNIFEM and others that addresses exclusively the issue of participatory budgeting and gender. 54 This site offers a wide array of literature and includes not only analyses, but also methodologies. www.presupuestoygenero.net

In Peru:
Some institutions in Peru have also developed their own guides, including:

- *Working with Women so that Participatory Budgets are sensitive to gender*, CMP Flora Tristan. This guide is aimed at women leaders so that they can replicate workshop in their communities and learn how to develop concept papers for projects and rapid participatory appraisals. The module has three parts: Women learn the stages of a PB process; Women are aware of and identify their problems and needs in the Development Plan; and Women's Organizations develop concept papers for PBs. This module has been applied in San Juan de Lurigancho, and for its development it was validated in the city of Concepción in the region of Junin [55]

- *Module on Concerted and Institutional Planning: Specific Guide on Gender in concerted planning processes,* PRODES, 2005 is a training manual 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. For this, 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. [56]

- *Participatory Budget with gender equity,* the Red Peru through its Women's Committee, is developing a module validated in different regions for its implementation and publication. This module is aimed at facilitators, and explains helping them to build an awareness of gender issues in theory, and it can be implemented in municipal management and local development processes. The development and validation of this guide is still underway. [57]

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[54] http://www.presupuestoygenero.net/s28/paginas/metodologias.htm

[55] The module is available at CMP Flora Tristan – in the Institutional Library.

[56] *Consensus -base and institutional planning module: specific gender guide on consensus-based planning processes* in Spanish, PRODES, Lima marzo 2005 www.prodes.org.pe o http://portal.cnd.gob.pe/capacitacion/bibliotecavirtual/CatalogoDigitaldeModulos/mtodo_de_planificacin.html#

[57] A copy can be obtained from www.redperu.org.pe.

- The Consensus-Building Table for the Fight against Poverty (La Mesa de Concertación para la Lucha contra la Pobreza) has a practical guide to incorporate gender into participatory planning.[58]

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[58] Roundtable to fight poverty http://www.mesadeconcertacion.org.pe/documentos/general/gen_00781.pdf

Annex 4
Peruvian Resources: Information sources, Women's organisations and Gender Training

This is a short list of some of the national level information, training and project development resources related to gender and development that are available in Peru. It is not comprehensive. Note that the quality of services delivered by these organizations has not been verified by the author.

Peruvian NGOs

Information source on Peruvian NGOs
Data source on Peruvian NGOs by region or thematic area is available from the National Association of the Centre for Research, Social Promotion and Development.
http://www.anc.org.pe/index.asp?ID_SECCION=201&id_categoria=1079

CESIP (Center for Social Studies and Publications)
CESIP is committed to processes that grant greater autonomy and empowerment to girls, boy, adolescents and women due to the disadvantge they experience as a result of their age and gender. They provide assistance in the development of programs, through training women in leadership skills, and training for local governments and NGOs.
http://www.cesip.org.pe/

CEDEP (Center for Development and Participation Studies)
To develop specific and global proposals in benefit of lower-income sectors and the country in general, and to deliver development projects in rural and urban area, including a gender focus.
http://www.cedepperu.org/

Chirapaq
Chirapaq prioritises the integral development of indigenous women as the main preserver and transmitter of the cultural tradition. The program seeks, through strengthening self-esteem and self-affirmation of the indigenous women leaders, to support the women in empowering themselve s inside their families and their organizations (local, regional and national) so that they can fully exercise their socio-economic, political and cultural rights.
http://www.chirapaq.org.pe/

Flora Tristan Cen ter for the Peruvian Woman (CMP)
Flora Tristan fights the structural causes that limit women's ability to be full citizens in exercise of their rights. For this they promote the widening of women's involvement in political and development processes so that they take into consideration gender equity and justice.
http://www.flora.org.pe/

Manuela Ramos

Provides advice, advocacy, training, research, dissemination and the defense of the legal, social, economic, political and reproductive rights of the women from the diverse cultures that live in Peru.

http://www.manuela.org.pe/

Information about Women and Gender in Peru

Extensive bibliography of articles and books in Spanish produced in the last 15 years in Peru about Women and Gender. Subjects range from analysis about the power relationships inside marriages in different parts of the country, to how to involve women in participative decision-making, to the design of projects and programmes from a perspective of gender equity.

http://www.escuela.org.pe/alertas/Mujer%20y%20genero%20-%20Setiembre%202006.pdf

Gender Training

Development School

Their focus is the expansion of the capacity of individual and organizations that work in the area of promoting Development and social change, including training workshops in:

- How to incorporate a gender component into any development project;
- Gender and cultural identity; and
- Gender and interculturality.

http://www.emayor.edu.pe/genero.html

Annex 5
Examples of projects delivered by extractive companies and NGOs

The following examples serve to illustrate a cross-section of the efforts undertaken by EI companies and NGOs across Peru within the specific categories highlighted as being key to women's empowerment. Many more examples appear elsewhere in this guide and also in the report *New approaches for improving the development outcomes of the Extractive Industry in Peru: Towards a sustainable management of extractive industry impacts on women in poverty and their families.*

PRODUCTIVE ROLE

In Huancavelica, **Buenaventura** succeeded in persuading the Poverty Reduction and Alleviation Project, known as the Project PRA[59], to expand its area of operations to include communities inside the area of influence of the mine. One result – from many others – is that the PRA project now provides advice to a textile company with more than 200 female members.

REPRODUCTIVE ROLE
Working on the issue of family relations
The **Red de Mujeres Mineras** (Women Miners Network) is a network that links together the work carried out by the female social workers of the companies in the Central Region in Peru. Since 2005 the network has held monthly meetings to share knowledge and plan joint social programs. Separately each company also has its own social programs. Currently, the majority of the joint programs are focusing on working with women and young people, since this was chosen as the current priority. This has included workshops on: the role of women from Pascua (180 women); domestic violence (500 women); meeting of partners (800 partners); and the importance of women in mining activity.

COMMUNITY MANAGEMENT
Leaving decisions to the women
Doe Run has provided support to strengthen 23 women's organizations in its area of influence. Each of the women's organisations has a work plan that is prioritized by women. The women's selected priorities have included: training on family integration, domestic violence, and employment activities for women.

COMMUNITY POLITICS
Training of Women Leaders
The NGO **Cooperacción** has developed and is delivering training workshops on women's leadership. These workshops address issues such as gender equity and development, full human rights and collective rights, organizational management, sustainable development and legal regulations. The methodology to be applied seeks to grow out from women's experience in daily, family, economic and community life. Women's empowerment involves developing and strengthening their self-esteem and knowledge of their individual and collective rights so that, besides appreciating their

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[59] http://www.proyectopra.com/

contribution and participation at household, productive and community level, they can participate in development decision-making, thus moving towards a change in the existing power relations. It also seeks that women develop a strategy that incorporates men into the processes, by making them more conscience of the issues and involving them in the work.[60]

Program to formalise women's documentation[61]
The NGO Flora Tristan developed a campaign " For the citizenship rights of rural women"[62] that is being run in 15 provinces in Piura, Cajamarca, Arequipa, Cusco, Puno and Huancavelica that has enabled more than 20,000 people to become registered as citizens. This work has been an alliance between civil society and the state, including a strong role for women's organisations in training other women who then replicated workshops in their communities about the importance of becoming documented and the process that would be required to achieve this.

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[60] Information source is Julia Cuadros of Cooperación http://www.cooperaccion.org.pe/

[61] To find out more about the *National Plan for Restoring Identity: Documenting the undocumented 2005-2009* see the Spanish language document
http://www.mimdes.gob.pe/mimdes/libro_reniec_final.pdf

[62] For further information about the practical take-up campaign of Flora Tristan see their website in Spanish http://www.flora.org.pe/dnimujeres.htm