

THE BOTTOM LINE

The development of mining and of oil and gas resources generates significant income and employment opportunities. Ensuring that women receive equal benefits and are protected from negative impacts requires careful planning and, importantly, consultation with women themselves.

Closing the Gender Gap in Extractives: What Has Been Done and What Have We Learned?

Why is this issue important?

Women are not receiving equal benefits of the global development of oil, gas, and mineral resources, even as they shoulder a greater burden of the negative impacts

Global experience shows that the impact of extractive industries is gendered.¹ Quite simply, men benefit more from the development of oil, gas, and mineral resources than do women, despite recent efforts to close the gap. This is mainly because men capture more of the direct, employment-related benefits of resource extraction while women bear a disproportionate share of the negative impacts—loss of land, displacement and resulting community fragmentation, and environmental pollution (Eftimie, Heller, and Strongman 2009a). Further, qualitative evidence suggests that gender-based violence may be particularly serious in communities where extractive industries are active, amid an extra influx of disposable income, the arrival of migrant labor, and other social disruptions (Eftimie 2011).

There are many dimensions to the challenge of making the development of extractive industries more beneficial to affected communities in general and women in particular. Experience shows that, to meet this challenge, steps need to be taken at the very beginning, when companies and governments are exploring potential projects. Who is consulted at the planning stage (and how) informs the efforts made to reduce the risks posed by project development.

One priority question to ask is how community members access and use the land to be occupied for resource development. Here, women's economic interests are more readily displaced than men's. Indeed, amid plans to develop extractive projects, women often find their economic contributions to their households and communities either ignored altogether or misunderstood (Sweetman and Ezpeleta 2017). The consequences can have a direct bearing on household well-being.

Not only are men consulted more than women in the project-planning process, but their access to subsequent economic benefits is much greater. Over the life cycle of an oil, gas, or mining operation, the various categories of jobs created (i.e., during exploration, construction, development, and production) are often gender segregated (men in construction and machine operations; women in administration, cleaning, or catering). Opening more and better jobs to women would involve many dimensions. For one, there is a gender gap in earnings that is in part attributable to differences in education levels and specializations. For instance, women make up roughly 10 percent of the skilled labor force in the mining sector globally (Eftimie, Heller, and Strongman, 2009). Women's underrepresentation in these and other professional positions requiring higher education is closely linked to their low levels of representation among students of science, technology, engineering, and mathematics. This difference, in turn, points back to cultural norms. And even if women were to qualify for high-paying jobs, lack of gendered workplace policies (e.g., for childcare, maternity leave, flexible rotation and work schedules, and protection against sexual harassment) might further curtail their participation.



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¹ Extractive industries refers to oil, gas, and minerals. For more information visit: <http://www.worldbank.org/en/topic/extractiveindustries>.

A well-managed and forward-looking process of planning and development, one that accounts for the differential between men's and women's opportunities and seeks to decrease risks and share benefits, could contribute significantly to the sustainable development of affected communities.

Once gained, how the economic benefits of extractive industries are used is of critical importance to development outcomes. As a large body of evidence suggests, when given access to income, women are more likely than men to prioritize family welfare over personal consumer goods in their allocation of resources. Indeed, enhancing women's incomes and decision-making power promises to enhance the well-being of households—and communities—in general.

A well-managed and forward-looking process of planning and development, one that accounts for the differential between men's and women's opportunities and seeks to decrease risks and share benefits, could contribute significantly to the sustainable development of affected communities. Improving women's gains from extractive industries would not only leverage their untapped potential in increasing growth, reducing poverty, and fostering positive conditions for sustainable development, but also improve the development effectiveness of oil, gas, and mining operations for communities and countries (Eftimie, Heller, and Strongman 2009b).

What has been done?

The World Bank is supporting efforts to increase gender equality at every phase of development of extractive industries

The World Bank Group launched a new Gender Strategy (World Bank Group 2015a) outlining the support that the World Bank would provide to clients during FY16–FY23 to achieve greater gender equality. Building on the work of the World Bank and the international community on gender equality, the strategy focuses on four objectives, each of which is relevant to extractive activities and client engagement (figure 1).

To illustrate how this strategy is guiding practical efforts on the ground, four case studies are presented, from the Democratic Republic of the Congo, Ghana, Papua New Guinea, and Tanzania.

Enhancing women's voice and agency and engaging men and boys. Large-scale oil, gas, and mining projects affect women and men differently. As discussed extensively in a recent (2017) issue of the journal *Gender and Development*, devoted to the topic of natural resource justice, women bear the brunt of the negative impacts of extractive projects globally. One way to counter this trend

Figure 1. Four key objectives of the World Bank's Gender Strategy



Source: World Bank Group 2015a.

is to ensure women's voice and agency. Doing so translates into practical actions like ensuring women's participation in consultations and decision-making processes related to specific projects. It also involves increasing women's voice more broadly in society, through organized movements (associations, unions, federations) that bring women together to amplify otherwise isolated concerns.

Women's traditional exclusion from various forms of consultation relates not only to gender and cultural norms but also to the daily constraints women often face in balancing public engagement with household and livelihood responsibilities. Indeed, considering seemingly small things (such as providing ample advance notice of meetings, choosing convenient meeting locations and times, and offering child care and safe modes of transportation) can greatly increase women's participation in consultations and decision-making forums. Also, it is important to consider how, within female constituencies, differences of age, ethnicity, religion, and economic standing influence who participates.

As women's participation and voice increase and depart from traditional women's roles, men's positions in extractive industries, and society more broadly, may come under pressure. Therefore, engaging men and boys is critical to preventing gender-based violence, which can take many forms, from domestic violence to sexual violence to economic discrimination. For instance, as women enter the workforce they may face sexual intimidation, harassment,

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and violence, particularly in mining camps and underground mines, as demonstrated in several countries. Or violence may increase amid a temporary influx of male workers to project areas during construction, or during artisanal mining "rushes."

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In the *Democratic Republic of Congo*, women came together to form a National Women in Mining (WIM) network in 2015. Their approach was guided by results from a mixed-methods research project conducted in several mining areas from 2012 to 2014. Women gathered to discuss and validate the research results at the first Conference on Women in the Mining Sector, held in Bukavu in September 2015. Over three days, 160 women highlighted key challenges and opportunities, including the need to support women to self-organize and gain access to finance through savings, loan schemes, and microcredit (which allow greater production efficiencies, enabling women to focus on increasingly profitable areas of the value chain). A second conference, held in 2017, focused on how existing efforts to address gender gaps could be strengthened. This concluded with a National Action Plan and a governance structure for the WIM network (World Bank Group 2015b).

In *Tanzania*,² the World Bank sponsored a two-day "International Workshop on Developing a Roadmap for Gender Equity in Mining" in 2010, that was organized jointly with the Government of Tanzania (Ministry of Mines and Energy) and the Geological Survey of Germany. The main objectives were to:

- Identify and understand critical gender issues, including how constraints and opportunities differ for women and men in artisanal, small-scale, and large-scale mining;
- Share international experiences related to gender and mining with the aim of identifying viable strategies to mainstream gender and promote gender equality in communities, companies, and government; and

² The project development objective is to strengthen the government's capacity to manage the mineral sector to improve the socioeconomic impacts of large- and small-scale mining for Tanzania and Tanzanians and enhance private investment from local and foreign sources.

- Develop a roadmap and national platform for action founded on viable strategies to address gender inequalities through policy, partnerships, and interventions.

Importantly, the event created an opportunity for women and men miners, mining companies, civil society, government, development partners, and other stakeholders to develop essential partnerships promoting gender equity. The forum, built on ongoing discussions on gender, brought together key stakeholders to identify issues and raise the profile of gender issues in mining. Moreover, a national women's organization (Tanzania Women's Mining Association, TAWOMA) was supported by the project to work with the government.

In *Papua New Guinea*,³ a WIM initiative was developed based on the recognition of the lack of voice of women in mining areas. It sought to directly address both the lack of voice and the challenges faced by women. Three international WIM conferences (organized in Madang in 2003, 2005, and 2010) focused on empowering women to participate more equitably in sharing mining benefits, to assume enhanced roles in planning, and to be included in all decision-making processes (Eftimie 2011). The initiative also provided training in establishing and strengthening linkages among women and women's associations, reinforcing women's role in shaping local resource allocation and development decisions.

Given the remote location of most mining sites and weak government oversight, the direct participation of mining companies is required. Following the 2003 WIM conference, each company that participated in the conference agreed to set up a gender desk to facilitate direct dialogue with community women (JSDF 2012). Then, the 2005 WIM conference led to the establishment of a government WIM Steering Committee⁴ that, together with local women's associations, developed local-level action plans. These culminated in a WIM Five-Year National Action Plan. Endorsed by the government of Papua New Guinea in December 2009, this five-year plan provided a strong basis for mobilizing additional public, donor, and private sector

³ The project development objective is to improve the benefits from extractive industries to the national budget and to mining-affected communities and to mitigate mining's health and safety risks for artisanal and small-scale miners.

⁴ The Steering Committee included women in strategic positions in departments of mining, planning, agriculture, community development, and the environment, and also in the attorney general's office.

Female representation on the boards of the world's top 500 listed mining companies is only 5 percent. Only 16 of the top 100 mining companies and less than 8 percent of the top 101–500 mining companies have more than one female director. In countries with a high level of dependence on extractives, women make up 8.7 percent of ministerial-level positions and 9.5 percent of seats in national parliaments; in countries with little dependence on extractives, these shares are almost double.

Table 1. Project results: Enhancing women's voice and agency and engaging men and boys

Democratic Republic of Congo	Establishment of a national Women in Mining network.
Tanzania	Adoption of a National Gender Strategy for the mining sector.
Papua New Guinea	<p>Establishment of gender desks in all mining companies.</p> <p>Mining companies are funding women's programs and projects as part of their community development programs.</p> <p>Demonstrated changes in behavior at the household and community level (whereas in 2003 women would not participate in conferences where men were present, by 2010 women were the primary presenters at a major international conference on mining).</p> <p>Women are now taking a more central role in village planning committees and discussions about the future of mining in their communities.</p> <p>Adoption of a WIM Five-Year National Action Plan that covers areas such as education and literacy; health-care services; prevention and control of sexually transmitted infections such as HIV/AIDS; opportunities for women in economic, political, cultural, and social life; institutional strengthening of women's associations; the sustainability of women's livelihoods; mitigation and avoidance of environment degradation; and promotion of safety and security.</p>

resources to improve economic and social outcomes for women and families in mining areas. Importantly, the 2005 conference also included women from areas affected by petroleum development, in recognition of the fact that many of the problems arising in mining areas were also shared by oil and gas-affected communities. The initiative was later renamed Women in Mining and Petroleum (Eftimie 2011).

Removing constraints for more and better jobs. Extractive operations generate employment. Several dimensions of the related gender gap have already been discussed. At the executive and

leadership levels, gender gaps are particularly wide. Consider the mining industry: female representation on the boards of the world's top 500 listed mining companies is only 5 percent (Women in Mining UK and PricewaterhouseCoopers 2013). In addition, only 16 of the top 100 mining companies and less than 8 percent of the top 101–500 mining companies have more than one female director. Evidence suggests that this bias is not isolated to the private sector. In countries with a high level of dependence on extractives, women make up 8.7 percent of ministerial-level positions and 9.5 percent of seats in national parliaments; in countries with little dependence on extractives, these shares are almost double, at 16.9 percent and 17.9 percent, respectively (Hailu 2015).

Such gender gaps apply to informal artisanal and small-scale mining, too; here, women make up over 40 percent of the labor force globally, yet they earn typically a third of the value earned by their male counterparts. Providing more and better jobs for women, importantly, also provides them the financial autonomy they need to make smart decisions for their families.

The World Bank offers artisanal and small-scale miners targeted training in both the technical and financial elements of mine processing, and gives small grants to female-owned or female-led businesses in the mining sector. Also, it is important to train community leaders in general and women in particular in the skills they need to mobilize grant funding. Another significant field of action is to ensure women's share of seats in training centers, universities, and technical colleges.

Another important task is raising awareness of gender-related legislation already in place. In the *Democratic Republic of Congo*, only 17 percent of surveyed women thought they had the right to work in mines and only 26 percent knew there was a mining code that legislates their ability to participate. Women earn on average only one-third of what their male counterparts earn along the same mineral value chain. In a pilot project, the World Bank offered small grants to 10 women's mining cooperatives and associations to support education in mining rights, the prevention of gender-based violence, and small business development. A cohort of women who said they would choose to exit the mines if given support were identified for alternative livelihood development.

The World Bank has been funding women's programs and projects, supporting mining cooperatives and associations, training artisanal and small-scale miners in finance and access to financial resources, and giving small grants to female-owned or female-led businesses and women cooperatives in the mining sector.

Table 2. Project results: Removing constraints for more and better jobs

Democratic Republic of Congo	90 percent of the grantees were able to formalize their operations through titling and improving efficiencies on-site.
Ghana	501 women working in mines were supported in setting up alternative streams of income. 30 percent of the project beneficiaries were women.
Papua New Guinea	Several female-led microbusinesses (e.g., food processing, uniforms), were supported.

In *Ghana*,⁵ the petroleum sector has undergone a major transformation following the discovery of oil and associated gas fields. To address an acute shortage of technical skills at all levels to build and run this nascent industry, the World Bank has supported efforts to provide education and skills development to the local workforce. In the follow-up to one such project, it was found that if gender had been considered in the project design phase, planners would have identified the need to build separate dormitories and restrooms in training centers to raise women's participation in educational and vocational programs.

In *Papua New Guinea*, communities have had access to grants seeking to facilitate economic and social opportunities for women in mining areas, including building the capacity of women's associations. Also, over 1,100 women and men in 24 communities have received training in basic literacy and numeracy, small-scale agricultural techniques, fishing, sewing, baking, food processing, and life improvement.

Removing barriers to ownership and control of productive assets. Productive assets such as land are rarely controlled by women in most mineral-rich developing countries. Land may be communal or, as in many cases, shared within families headed by men. Women can lose their income-generating activities when land is acquired for oil, gas, and mining activities. And for those women who work in the mining sector, it is difficult to become owners of mine

⁵ The project objectives are to (a) improve public management and regulatory capacity while enhancing transparency and (b) strengthen local technical skills in Ghana's emerging oil and gas sector.

Table 3. Project results: Removing barriers to ownership and control of productive assets

Tanzania	30 percent of grantees were female-led or female-owned mining businesses, receiving over \$100,000 in grant support.
Democratic Republic of Congo	10 cooperatives were supported to formalize their mining operations.

titles. Also, lack of access to finance affects women who want to start a supply business or wish to finance a mining operation themselves. Several factors contribute to this: family laws that prevent women from owning assets (particularly land), business laws that prevent women from opening bank accounts without the consent of a male family member, and lack of experience in developing and presenting business plans to banking institutions. Lack of capital or access to fair credit opportunities infringes on women's ability to build service supply businesses responding to company demands along the supply chain of mining operations.

The World Bank has been funding women's programs and projects, supporting mining cooperatives and associations, training artisanal and small-scale miners in finances and access to financial resources, and giving small grants to female-owned or female-led businesses and women cooperatives in the mining sector. Also, the Bank promotes women's access to microcredit and loans.

In *Tanzania*, women had difficulty accessing financial assistance and relied instead on small revolving loan schemes at the village level to improve their business ventures. In a small grants program backed by the World Bank, 30 percent of recipients were female-owned or female-led businesses in the mining sector. To promote the program, specific communications materials were developed to reach out directly to women.

In the *Democratic Republic of Congo*, a similar grants program helped women's mining cooperatives to formalize their mining operations and improve working conditions.

What have we learned?

Several steps are essential in any effort to narrow the gender gap in extractive industries

Closing the gender gap in extractive industries requires steps that are similar to those taken in energy, water, transport, urban development, and other sectors.

Assessments. Identify and account for gender gaps, starting at the design phase. Establishing a baseline and conducting comprehensive assessments are crucial, as are data collection and analysis.

Resources. Ensure that projects have adequate staff and budgets. Projects should count on having gender experts on their teams and partnering with organizations with gender expertise. It is also important to ensure that gender-related knowledge is valued as a resource, and shared.

Listening to women's voices. Consult with women and women's groups to understand the possible effects of a new project on their lives. To accomplish this, it is important to take into account women's schedules and needs, disaggregate the survey responses of women and men, and involve both women and men in planning next steps. By responding to the specific needs and requests of women, a project builds strong local ownership and support.

Training. Provide women and women's organizations with training to develop skills in: (a) participation; (b) creation and development of networks, organizations, and cooperatives; (c) knowledge of legal frameworks; (d) business development; (e) technical, financial, and administrative issues; and (f) mobilization of resources.

Supporting women's networks. Conducting consultations, collecting data, and involving women in project design is crucial to guaranteeing community ownership and project sustainability. It is also necessary to provide technical and financial support as women learn how to manage a network, improve their relevant skills, and mobilize resources.

Advisory services. Support the design and implementation of action plans that map the road ahead and set out the responsibilities of various stakeholders.

Local partnerships. Support women's organizations, cooperatives, and associations. Grant programs are an effective way to do this and should be backed by outreach efforts that raise awareness of available grants and offer technical support in applying for them.

Support national and international conferences. These represent good opportunities to put gender on the agenda for political engagement. Also, they offer a forum for stakeholders to develop partnerships and collaborations promoting gender equality.

Advocacy. Look for gender champions in communities, companies, and governments to support gender activities and address gender gaps.

Knowledge management. Document lessons learned, results, and information about what works and what doesn't, and share this information widely.

Addressing structural barriers to gender inequality.

In analyzing the constraints placed on women's participation, actions such as financial autonomy serve to break down structural barriers.

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Live Wire 2015/40. "Improving Gender Equality and Rural Livelihoods in Senegal through Sustainable and Participatory Energy Management: Senegal's PROGEDE II Project," by Alicia Hammond, Inka Schomer, Alassane Ngom, Awa Seck, and Vanessa Lopes Janik.

Find this and the entire Live Wire archive at <https://openknowledge.worldbank.org/handle/10986/17135>.

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