

Oxfam International

# Position Paper on Gender Justice and the Extractive Industries

March 2017

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**OXFAM**



## About Oxfam’s extractive industries work

For nearly 20 years, Oxfam has worked to right one of the world’s biggest wrongs: countries that are rich in natural resources are often poor and suffer from high rates of inequality, corruption, human rights abuse, and environmental degradation.

Oxfam’s strategic plan for extractive industries, *Achieving Natural Resource Justice: Oxfam International Extractive Industries Global Program Strategic Plan, 2016–2019*, guides our work. This plan unifies Oxfam’s efforts on extractive industries across the Oxfam confederation with a common set of goals and objectives.

Our focus is on ensuring that:

- Governments and companies increase financial transparency and pro-poor accountability for extractive industries’ revenue generation and expenditure
- Governments and companies adopt and implement laws and policies respecting free, prior, and informed consent (FPIC)
- Companies respect and governments protect civil society space and the human rights of communities impacted by extractive industries operations
- Gender justice becomes a central issue in global extractive industries reform efforts, and women’s rights are more progressively realized within the sector

We work with partners in more than 30 countries—from across Africa, Asia, the Americas, and the Pacific—to achieve these goals.

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# ACRONYMS & ABBREVIATIONS

ADB	Asian Development Bank
AfDB	African Development Bank
AMV	African Mining Vision
ASM	Artisanal and small-scale mining
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSR	Corporate social responsibility
EBRD	European Bank for Reconstruction and Development
EI	Extractive industries
ESIA	Environmental and Social Impact Assessment
ESS	Environmental and Social Standard, of the World Bank's Environmental and Social Framework
FPIC	Free, prior, and informed consent
GIA	Gender impact assessment
IADB	Inter-American Development Bank
ICESCR	International Covenant on Economic, Social and Cultural Rights
IFC	International Finance Corporation
IFIs	International financial institutions
SDG5	Sustainable Development Goal 5, of the UN Sustainable Development Goals (SDGs) of UNA/RES/70/01 of 2015
PS	Performance Standard, of the IFC's Environmental and Social Performance Standards
UDHR	Universal Declaration of Human Rights
UNGP	UN Guiding Principles on Business and Human Rights



## INTRODUCTION

There is growing recognition that persistent structural gender inequality within the extractive industries (EI) continues to undermine women's rights and the development potential of the sector.<sup>1</sup> Women face systemic discrimination in all phases of an extractive industries project and all along the EI value chain.<sup>2</sup>

Entrenched gender bias not only prevents women from engaging with and accessing the economic benefits of extractive industries, but manifests in how companies and governments engage with communities at all stages of project activities. Gender-blind policies and practices in community consultation and decision-making processes give rise to the systematic exclusion of women and a silencing of women's perspectives, agendas, and interests in relation to EI projects.

The result is increasing gender inequality and the further disempowerment of women. In the daily lives of the women, men, girls, and boys affected by EI projects, the absence of women's agency in consultation and decision-making can translate into a range of human rights infringements.

For example, as land is expropriated for EI projects, women's livelihoods and food security are put in jeopardy. Risks of HIV and AIDS and violence against women and girls can escalate with the influx of transient workers, the transition to a cash economy, and the emergence of new socioeconomic stresses. Furthermore, as vital resources like water and wood become scarcer, and water becomes more polluted, women and girls' unpaid care work can increase dramatically. The introduction of an EI

project can also cause a shift in gender power relations within affected communities that further tips the balance of power away from women. As this balance tips and gender inequality increases, so does the power inequality that drives poverty—undermining the development potential of the EI sector.

Oxfam is working in partnership with many civil society and women's rights organizations to ensure that gender justice becomes a central issue in global EI reform efforts and that women's rights are more progressively realized within the sector.<sup>3</sup>

*Focus Goal 4 of Achieving Natural Resource Justice: Oxfam International Extractive Industries Global Program Strategic Plan, 2016–2019, recognizes the importance of addressing gender justice in EI: Gender justice becomes a central issue in global EI reform efforts, and women's rights are more progressively realized within the EI sector.*

Together we are supporting women in demanding that their voices are heard; working to end the discrimination that prevents women from accessing resources, economic opportunities, and decision-making forums; and helping women hold governments, EI companies, and the financial institutions that support the sector to account.

This paper outlines Oxfam's position on gender justice in the context of extractive industries. It describes some of the causes and consequences of the EI sector's gendered impacts, and it summarizes Oxfam's recommendations

to mining, oil, and gas companies, to governments, and to international financial institutions for achieving better gender equality outcomes and advancing women's rights.

Tackling gender inequality within the extractive industries demands a fundamental shift in how the industry is conceptualized, organized, and governed. It requires a reshaping of the values, culture, and norms that produce and maintain gender bias within the sector. Given the positive correlation between the progressive realization of

women's rights and poverty alleviation, the imperative for a new paradigm is clear.

Oxfam believes that gender justice must be at the forefront of the extractive industries reform agenda. In alignment with United Nations Sustainable Development Goal 5 (SDG5) to achieve gender equality and empower all women and girls,<sup>4</sup> gains toward gender equality must become a principal indicator of the extractive industries' success as a driver of sustainable development.

*Achieving gender justice is a matter of basic rights and a key means for addressing poverty.*

## GENDER JUSTICE, POVERTY, AND HUMAN RIGHTS

Oxfam's work on gender justice is based on the understanding that systematic discrimination against women and girls is both a cause and a result of the power inequality that drives poverty.<sup>5</sup>

Gender inequality is the most pervasive form of discrimination in the world. It is no coincidence that the majority of the world's poor are women and girls. We know that gender is a main predictor of who will be poor and who will have power in the world today.<sup>6</sup> Gender discrimination cuts across prejudice on the basis of other identifiers (such as age, race, sexual orientation, indigenous status, caste, class, ethnicity, HIV status, and disability), affecting how women already living in poverty experience oppression.<sup>7</sup> Gender inequality drives poverty and denies women their fundamental rights. For these reasons, Oxfam believes that ending global poverty begins with securing women's rights.

Violence against women and girls is a global crisis—it is one of the most widespread human rights violations. One in three women will experience physical or sexual violence in her lifetime.<sup>8</sup> Violence devastates lives, fractures communities, and stalls development. Women living in poverty face increased risks to violence, and violence can prevent women from escaping poverty.<sup>9</sup> Oxfam's work focuses on supporting women and girls to live free from all forms of violence through changes in social norms, institutions, and laws.

*Gender justice is the goal of full equality and equity among women and girls and men and boys in all spheres of life. It is the result of women, jointly—and on an equal basis with men—defining and shaping the policies, structures, and decisions that affect their lives and society as a whole. Gender justice is both an outcome and a process.*

Oxfam is committed to challenging and changing the attitudes and behavior that lie at the heart of gender inequality, and the laws, policies, and government programs that sustain it. We recognize that everyone—women and girls, men and boys—has a stake in gender justice. Men play a critical role in the transformational change that is necessary to realize the rights of women and to improve the social position of women in relation to men.

*Women's rights are at the heart of the Oxfam International Strategic Plan. We work to ensure that poor and marginalized women will:*

- *Occupy positions of power and influence in communities and organizations;*
- *Have greater access to, ownership of, and control over productive resources;*
- *Benefit from changes to attitudes and beliefs;*
- *Benefit from better standards and legislation to safeguard their rights, including the rights to be heard and to live free from violence; and*
- *Have improved access to essential services.*

### **Rights-based development**

Oxfam is a rights-based organization. Our work is grounded in the UN's Universal Declaration of Human Rights and the associated treaties and covenants, all of which hold the principles of nondiscrimination and equality as central. Oxfam believes that poverty and powerlessness are avoidable, and that they can be eliminated by active citizens and accountable governments and institutions. In addition to governments, Oxfam believes that private sector actors have a key role to play in

supporting the realization and protection of human rights.<sup>10</sup>

Oxfam's work supports those living in poverty to enjoy rights to life and security, to a sustainable livelihood, to essential services, to be heard, and to an identity. We work with governments, private sector actors, local communities, and other civil society organizations and networks to promote the realization of these rights.

### **Women's leadership**

Women's leadership and equal participation in public and political life is both a matter of social justice and a means of promoting accountability for gender equality and women's rights.<sup>11</sup> Research shows that women's leadership is critical to ensuring that economic and social policies promote greater gender equality.<sup>12</sup>

Women's leadership and equal participation in decision-making, including in relation to extractive industries, can contribute to the protection of women's rights, as well as to the achievement of broader development goals.<sup>13</sup> In fact, one of the



Terena Keita talks with Oxfam America representatives in her family compound in Bambaraya Senegal; April 2010. Photo: Rebecca Blackwell.

SDG5 targets is to “ensure women's full and effective participation and equal opportunities for leadership at all levels



of decision-making in political, economic and public life.”<sup>14</sup>

Although men as leaders can and should make choices that support women’s rights, men’s overrepresentation in decision-making means that women’s priorities are less likely to be reflected.<sup>15</sup> The absence and underrepresentation of women in decision-making and agenda-setting forums often means that the rights, needs, and interests of women are neglected and deprioritized, while women’s skills, experience, and knowledge remain underutilized.

Oxfam supports women and other groups facing discrimination to influence and participate in decision-making processes that affect their lives. Oxfam is committed to seeing more women and men, civil society and private sector organizations, and governments actively engage in advancing women’s leadership, women’s rights, and gender justice—and in eliminating violence against women. Oxfam places special value on its relationships with women’s rights organizations and networks, and aims for its work to support and promote women’s rights movements.

## GENDER BIAS IN THE EXTRACTIVE INDUSTRIES

Traditionally associated with heavy, manual-intensive labor, the EI sector is male dominated.<sup>16</sup> Historically, systemic discrimination against women was enshrined in a number of laws that prohibited women from engaging in extractive activities.<sup>17</sup> While such laws have been repealed or replaced, the sector continues to be widely regarded as male dominated, both in workforce and in industry culture.

Discrimination against women in the EI sector manifests in various ways. Gender-biased corporate recruitment and employment policies continue to hinge on outdated gender stereotypes that women are unsuitable for extractive industries work.<sup>18</sup> Other cultural barriers discourage women from entering engineering and more technically oriented careers.<sup>19</sup> There are also persistent barriers to women’s advancement within the sector—the mining, oil, and gas sectors have some of the lowest rates of women in leadership positions.<sup>20</sup>

Discrimination and harassment against women, including verbal, physical,

and/or sexual harassment are prevalent in the EI sector, and female mineworkers have been raped and murdered underground.<sup>21</sup> Women in mining are typically paid less than their male counterparts, and without access or opportunities to gain technical skills, they are often relegated to some of the most dangerous jobs (such as cobbing work in the asbestos industry).<sup>22</sup>

Institutionally, the marginalization of women in the EI sector is reflected in the inadequate integration of gender issues into regional and national policies and regulatory frameworks.<sup>23</sup> Even where there is gender integration, implementation and accountability remain weak.

At the project level, entrenched gender bias manifests in how governments and extractive companies engage with affected communities. Gender-blind policies and practices result in women’s exclusion from consultation and decision-making processes. This marginalization occurs both because consultation processes are not designed to support women’s participation, and



because of existing structural barriers to women’s engagement—such as women’s limited access to resources and information, women’s lack of political voice, and unequal gender power relations in households and communities that constrain women’s engagement in public life.<sup>24</sup>



A girl walks along the street while the Oshie gas flare belonging to Agip oil company burns in Akaraolu community in Rivers State, Nigeria; June 2015. Photo: George Osodi/Panos.

The absence of women’s agency in consultation and decision-making is particularly problematic because of a strong gender bias in the distribution of risks and benefits from extractive industries projects. Evidence shows that men primarily benefit from EI projects (in the form of employment and compensation), while women disproportionately bear the costs—such

as social and family disruption, health and safety risks (such as increased violence against women and girls), and environmental degradation (loss of land, pollution, increasing resource scarcity).<sup>25</sup>

The gender blindness that results in women’s exclusion from decision-making produces, reproduces, and exacerbates the gender-biased impacts of extractive projects. As long as women remain on the margins of consultation and decision-making processes, the gender bias in benefits and costs of extractive projects will not be adequately addressed and will continue to disproportionately jeopardize women’s rights.

Oxfam believes that achieving gender justice within the context of the extractive industries means addressing these deeply entrenched gender biases. This approach requires difficult work to promote transformational change in gender norms, attitudes, and behaviors. It also requires supporting women to overcome structural barriers to participation in EI decision-making.

Achieving gender justice is a central component of Oxfam’s work: we cannot make progress on addressing human rights in the EI sector without directly tackling the bias and discrimination against women, both of which result in the negative impacts EI projects have on women’s rights and the marginalization of women from economic opportunities within the sector.

**“[Because of mining] there is no land to produce food, and growing food is a woman’s task.”**  
—Member of the Tete Provincial Women’s Central Committee, Mozambique

## TOWARD GENDER JUSTICE IN EI: REALIZING WOMEN'S RIGHTS

EI projects are highly disruptive, with impacts on the environment, people's livelihoods, and community life. Women, girls, men, and boys experience these impacts differently, and, for the most part, women and girls disproportionately experience harm while missing out on the benefits the industry may bring.



A water pump in Akatakyieso. The gold mining in the area disrupted the community's access to clean water. This is one of two boreholes that the mining company agreed to install as a result of negotiations with the community in Ghana; April 2011. Photo: Jeff Deutsch.

One main determinant of this reality is local context. The different roles and responsibilities of women and men, and their differentiated access to and control of household and community resources, shape the particular gendered impacts of an EI project, including how the project affects the socioeconomic roles and relationships between women and men.

### The gendered impacts of the extractive industries: A snapshot

The introduction of an EI project can impact women's rights in many ways. EI projects can jeopardize women's

livelihoods and food security, pose major health and safety issues for women, increase women's unpaid care work, and undermine the status of women within households and communities.

### Land, livelihoods, and food security

In many rural contexts, women are responsible for growing food for their family's consumption and for income. This responsibility can be a reflection of social norms that dictate the types of work that women and men undertake. It can also be because men migrate to urban areas in search of employment, leaving women to manage the family's subsistence and cash-crop farms, as is often the case in many parts of Africa and Asia. For this reason, women are typically those most affected when EI projects expropriate land where women live and work. For women, loss of land means loss of livelihood and decreased food security for their families.

Even when compensation for land is awarded, recipients are typically male heads of households, as is the case, for example, in Africa.<sup>26</sup> Unless women are awarded replacement land of equal size and productivity, they will lose their livelihoods and food security. Unfortunately, replacement land of the same quality is often not made available.

When agriculture is permanently disrupted by an EI project—because agricultural land is no longer available or soil and water sources are depleted or polluted—women may have to work harder, longer, or farther from home to earn a decent income. Women may

even be forced to resort to employment that is abusive or exploitative, or that pushes them into poverty, such as commercial sex work.<sup>27</sup>

### Women's health and safety

In many countries, the highest rates of sexually transmitted infections and HIV and AIDS are found in communities nearest to EI projects. Increased rates of violence against women and girls, as well as increases in alcoholism, sexual abuse and harassment, and domestic violence have all been linked to the social changes brought about by EI operations and the emerging economic opportunities and stresses that accompany large-scale industrial development.<sup>28</sup> There are also documented cases where security forces hired by EI companies have been perpetrators of sex crimes, including rape.<sup>29</sup> In EI contexts a rise in sex work and human trafficking can pose further risks to the safety and security of women and girls.<sup>30</sup>

*Domestic violence, alcohol-fueled violence, and sex work have increased since the onset of mining in communities in the South Gobi, Mongolia. Reports of sexual harassment and rape have risen, and local women say that they no longer feel safe walking alone at night. Incidences of sexually transmitted diseases have also increased.<sup>28</sup>*

### Women's unpaid care work

Unpaid care work refers to the direct care of people (in households and communities) and the housework that facilitates this, such as cooking, cleaning, collecting firewood and water, and looking after children and the elderly.<sup>31</sup> Globally, women perform 2.5 times the amount of unpaid care work that men do, disproportionately reducing the amount of time women are able to dedicate to paid work, to participating in public life, or to resting and enjoying leisure time.<sup>32</sup>



Relocated community members of Teberebie in Ghana with staff of partner organization WACAM; December 2007. Photo: Neil Brander.

EI projects can increase the amount and level of difficulty of women's unpaid care work, as natural resources tend to become scarcer and men are less available to help meet unpaid care needs (having found employment with the EI project). When local sources of water and wood become depleted, or when water becomes polluted, the women and girls who are typically responsible for collecting these resources must invest more time and energy in traveling farther distances. Polluted water sources can also lead to chronic and persistent illnesses among children and the elderly, increasing their care needs.

As time invested in unpaid care work increases, women's ability to engage in paid work decreases, further intensifying economic pressures families face, and increasing women's financial dependence on men within the family unit. The costs of EI projects are externalized, and these costs are disproportionately borne by women.

### Gender power relations

Perhaps the most fundamental and challenging impact on women's rights around EI projects and processes is a shift in gender power dynamics that further tips the balance of power away from women.



In a growing cash economy of an EI context, where men are the primary earners and women have limited employment opportunities (as well as less time to dedicate to paid work), women can become increasingly economically dependent on men. As men’s purchasing power increases, so can their decision-making within households.<sup>33</sup>

In the public sphere, women’s absence from EI consultation and decision-making processes can both reflect and reinforce women’s lack of political voice. Instead of addressing structural barriers to women’s engagement in public life, EI decision-making processes can reinforce these constraints.

From women’s marginalization in decision-making to lost livelihoods, severe rises in health and safety risks, limited employment opportunities, and increases in unpaid care work—all of these impacts can create new or exacerbate existing inequalities between men and women. The overarching result is increasing gender inequality and the (further) disempowerment of women.

**“Women [in project-affected communities] may experience a loss of status as their contribution is devalued.”**

—Sarah Bradshaw, Gender and Social Accountability: Ensuring Women’s Inclusion in Citizen-Led Accountability Programming Relating to Extractive Industries (Oxfam, 2015)

### **Artisanal and small-scale mining**

Artisanal and small-scale mining (ASM) directly employs millions of people worldwide and indirectly supports the livelihoods of many more. In some countries, half of all workers engaged in ASM are women.<sup>34</sup> ASM miners tend to work informally, and ASM is often treated as a criminal activity. Some communities and civil society organizations see ASM as a more sustainable alternative to large-scale mining because it employs more people and contributes directly to local development.<sup>35</sup> However, ASM lacks the necessary frameworks and regulation to protect and support those involved in the sector and to mitigate its negative environmental and health impacts.<sup>36</sup> ASM is associated with a range of gendered impacts, including sexual and gender-based violence, exposure to hazardous working conditions and to chemicals such as mercury that affect women’s reproductive health, and sexually transmitted diseases, including HIV and AIDS. Women’s work in ASM is typically devalued; women earn far less than men. Whether women are engaged in small- or large-scale mining, women’s access to these opportunities mirrors broader issues of power across the EI sector. Gender justice will be at the center of Oxfam’s future work on ASM.

## Addressing women's rights: Governments and companies

In order to drive sustainable development and contribute to meeting SDG5, there is an urgency and need for governments, companies, and international financial institutions (IFIs) to address the impacts of EI on women's rights. Following are recommendations Oxfam makes to governments and EI companies.

### Establish gender-responsive legislative and policy frameworks

Government legislative and policy frameworks should protect and promote women's rights, and ensure proper regulation of the social and environmental impacts of the extractive industries. These frameworks, however, often either omit or fail to adequately address gender issues, or are poorly implemented, particularly at the subnational level where EI projects tend to be regulated. Weak legislation and policy on land use that does not address gender-differentiated requirements and protections—including compensation for expropriated land—are of particular concern. Women often do not have legal title to the land on which they live and farm.<sup>37</sup>

*India's Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation, and Resettlement Act of 2013 provides an example of how legislation can begin to address gender issues. This act establishes a special category of people impacted by resettlement who are entitled to compensation, including widows, divorcees, and women abandoned by their families. In creating this category, the law acknowledges that compensation must be paid to people other than men (or to female-headed as well as male-headed households).*

Some regional EI governance frameworks give attention to gender issues, but these frameworks have either not been ratified at the country level or are poorly implemented. The Africa Mining Vision (AMV), for example, addresses gender equality concerns. It aims for "a sustainable and well-governed mining sector that effectively garners and deploys resource rents and that is safe, healthy, gender and ethnically inclusive, environmentally friendly, socially responsible and appreciated by surrounding communities."<sup>38</sup>

The AMV calls on governments to integrate gender equity in mining policies, laws, regulations, standards, and codes. At the regional level, it encourages the mainstreaming of women's rights and gender equity through the creation of gender charters for the mining sector. That said, it has been argued that the AMV has not sufficiently assessed the costs of mineral-based development for women, children, and rural communities.<sup>39</sup> In addition, the AMV Action Plan<sup>40</sup> does not include specific actions that promote women's rights and gender justice, and implementation at the country level has revealed a number of weaknesses in terms of addressing the impacts of mining on women.<sup>41</sup>

### Meet human rights standards

Women's rights are enshrined in a host of international human rights standards, and the Beijing Declaration and Platform for Action, adopted in 1995, embodies the commitment of the international community to the advancement of women's equality.<sup>42</sup> Among the most pertinent international human rights standards to EI contexts is the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which guarantees women equal access to employment, access to equal opportunities and entitlements as those granted to men, and access to occupational health and safety.<sup>43</sup> Article

6 of CEDAW requires governments to take measures to “suppress traffic in women and exploitation of prostitution of women.” CEDAW also offers special protections and entitlements for rural women, including the right to participate in development planning and to equal treatment in land reform and land resettlement schemes.<sup>44</sup>



Fily Cissokho uses a sluce to separate gold particles from crushed rock in her family's compound in Bambaraya, Senegal; April 2010. Photo: Rebecca Blackwell.

The Universal Declaration of Human Rights (UDHR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR) enshrine women’s rights to health; to an adequate standard of living; to adequate housing, food, and water; and to security of person. Along with CEDAW and the International Convention on the Elimination of All Forms of Racial Discrimination, the UDHR and the ICESCR outline the obligation of “states to refrain from, and protect against, forced evictions from home(s) and land.”<sup>45</sup>

The United Nations Guiding Principles on Business and Human Rights clearly articulate what is required of governments with regards to human rights and the extractive industries. States have an obligation to respect, protect, and fulfill human rights and fundamental freedoms, including by protecting against human rights abuse by third parties such as businesses.<sup>46</sup> States can and should use policy, legislation, regulation, and adjudication

to ensure these obligations are met. Any policy and instruments (for example licenses, permits, and contracts) that a government develops in relation to the extractive industries should clearly state the expectation that companies respect human rights, including the rights of women, throughout their operations.

### Establish corporate gender policies and practices

The United Nations Guiding Principles on Business and Human Rights also set out the obligations of business enterprises—namely, that they respect human rights and avoid contributing to human rights harms by exercising “human rights due diligence.” In other words, companies need to be able to “know and show” that they respect human rights by having policies and processes in place to identify, prevent, mitigate, and enable remediation (for example, via grievance mechanisms) of human rights impacts.<sup>47</sup> Company policy that recognizes human rights commitments is a necessary start.

Research undertaken by Oxfam, however, found that of 38 mining, oil, and gas companies, only nine made any kind of publicly available commitment to gender issues or women’s rights with regard to community engagement. British-Australian multinational Rio Tinto was the only company with a stand-alone gender commitment,<sup>48</sup> having developed detailed guidance on how its staff should incorporate human rights and gender issues into its community work.<sup>49</sup>



San Andres gold mine in Honduras; November 2007. Photo: Edgar Orellana.

The EI sector must do better on the fundamental question of its commitment at a policy level to women's rights and gender justice. EI companies must establish, implement, and ensure accountability for gender-specific policies. Such policies should provide a clear and overarching commitment to gender equality, to respecting women's rights, and to minimizing the negative impacts of EI projects on women, men, girls, and boys. A gender policy should also commit companies to involving both women and men in company-community consultation and decision-making processes. Company commitments could be contained in a stand-alone gender policy, which is Oxfam's preferred approach—making it easy for affected communities, company staff, and other stakeholders to find and understand the company's commitments—or incorporated across other relevant policies, including those on human rights and community engagement. Most critical is accountability for the implementation of the policy.

### **Address women's health and safety**

The health, safety, and security of women and girls in an EI context are of paramount importance. Companies and governments should develop policy and practices to address the negative social and health impacts, including increased rates of violence against women and girls and of HIV and AIDS in the communities surrounding EI projects. As mentioned, there are cases where security personnel working to protect the assets of EI projects have perpetuated violence against women and girls. The Voluntary Principles on Security and Human Rights,<sup>50</sup> which guide companies in their interactions with public or private security providers and on undertaking risk assessments, provide a basis for improving this aspect of EI operations.

### **Require gender impact assessments**

An Environmental and Social Impact Assessment (ESIA) is often the only prerequisite pertaining to local impacts that governments require of EI companies at the project feasibility and licensing stage. However, ESIA's have a tendency to view a "community" as a homogenous unit, without considering the various roles and situations of women and men.<sup>51</sup> ESIA's often lack a focus on gender analysis and therefore fail to identify the different impacts of a project on women, men, girls, and boys, or on gender roles and relationships.

Governments should require companies to conduct gender impact assessments for all EI projects, as part of or alongside ESIA and human rights assessment processes.<sup>52</sup> A gender impact assessment (GIA) provides an understanding of the many causes of marginalization in a community, including gender. It also identifies likely project impacts on women, men, girls, and boys, and offers recommendations for mitigating negative impacts. A GIA can help ensure that both women and men are able to access community consultation and decision-making processes and enjoy project benefits. Together with ESIA's and human rights assessment processes, GIAs help ensure that companies' due diligence exercises adequately identify the gendered impacts of EI projects.

*A gender impact assessment should be undertaken during the feasibility stage and periodically throughout the life of an EI project. Oxfam has developed a gender impact assessment tool for companies.*



## **Ensure equitable economic and social benefits**

Employment, government tax revenues from EI companies, and local community development projects are some of the key benefits promised by the extractive industries sector. Governments and companies must work in concert to ensure that women are able to access and enjoy these benefits and that investments promote gender equality and women's rights.

### ***Increase women's local employment opportunities***

Despite efforts in the sector to increase women's employment and engage women-owned businesses in supply chains, the EI workforce continues to be predominantly male. Women's employment in the sector is estimated at just 10 percent globally, with significant variation from country to country.<sup>53</sup> The types of employment opportunities in the sector are also not equal for women and men, with men having greater access to higher-paying jobs. Reasons for this disparity include level of education (notably in technical training, such as engineering, typically viewed as reserved for men), social norms and gender stereotypes that dictate the types of employment women and men seek and for which they are hired, limited flexibility for employees with family responsibilities, the masculine culture of the industry, and the potential for discrimination, sexual harassment, and abuse against women.<sup>54</sup>

If the sector is to deliver on sustainable development, it must employ more women directly and indirectly at the local level. Opportunities for women in and around EI project sites should not be limited to those customarily dominated by women, such as in the administration, communications, human resources, and services sectors (generally lower-paying jobs with fewer benefits than those accessible to men). Companies should provide technical and

leadership training to women to promote career development.

### ***Make pro-poor, pro-gender equality social investments***

The extractive industries are a significant source of revenue in many countries, and to varying degrees fund the essential services that governments provide to their citizens. Free, quality essential services (such as publicly-financed and delivered education and health services), reduce income inequality, promote women's empowerment, and overwhelmingly benefit the poor. Women are disproportionately affected when these services are not available. There is enormous opportunity to make revenues from extractive industries work for women's rights, for example by investing and redistributing revenues in programs and services that address unpaid care requirements, women's health, and violence against women and girls. Relatedly, governments must ensure that tax regimes are designed and administered progressively to ensure the fair and appropriate collection of EI tax.

### ***Invest in local communities***

Governments and companies should work to ensure that compensation, benefit sharing, and community development programs are accessible to both women and men and target the most marginalized and vulnerable groups and individuals within communities. The elderly, female heads of households, and those with physical or mental disabilities are among those who might experience the worst impacts from EI projects, with limited access to potential benefits. Likewise, social identifiers such as ethnicity, indigenous status, or caste may determine specific vulnerabilities. Women and girls within these groups may experience particular forms of marginalization that should be addressed.



Near the community of Ka Chok, villagers are concerned about a mining concession granted to a Vietnamese company. Local farmers were not consulted about the concession and worry that they will not have access to the farm lands in the forest; September 2010. Photo: Patrick Brown.

Benefit-sharing and community development programs should seek to address impacts on women's rights, such as increases in women's unpaid care work, risks to women's health, and violence against women and girls. While solutions are always context specific, examples of investments that may help to address women's unpaid care work responsibilities include childcare facilities and services, improved water and sanitation infrastructure, and reliable energy sources for homes. Well-planned investments based on engagement with women in affected areas—along with ensuring EI projects do not increase women's unpaid care work in other ways—could make a positive, lasting difference on the lives of women and, therefore, on poverty and economies.

Critically, expropriation of land and resettlement should be avoided. When there is expropriation or resettlement, legislative frameworks should provide adequate and equal protections for women and men. Compensation requirements for land acquisition and resettlement should improve, or at a minimum restore, livelihoods, and these requirements should take food security into account. Such requirements should not discriminate on the basis of gender, and should not be contingent on having formal legal title to the affected land. Priority should be given to compensation

programs that include, as part of the package, land-for-land compensation with the awarding of legal title to both female and male land users.

### ***Support women's leadership and participation***

Crucial to protecting and promoting women's rights in the EI sector is for governments and companies to support the participation and leadership of women from project-affected communities in consultation and decision-making processes and local governance forums. Governments should support company efforts by developing culturally appropriate guidelines for gender-responsive stakeholder consultation. Governments and companies should consider having quotas (i.e., 50 percent women, 50 percent men) in these consultation and decision-making processes and local governance forums, holding separate forums for women and for men, providing childcare, and/or establishing other protocols and strategies to enable women's equitable participation and ability to influence decision-making.<sup>55</sup> Such strategies should prioritize women's safety, as women may face additional risks when engaging in public spaces, both because of their increased exposure publicly and because of the potential for reprisal from family or friends. Companies, and the security providers they hire (whether public or private), need to understand and manage these risks.

#### ***The cost of conflict:***

The cost of company-community conflict has been estimated at up to \$20 million per week during the operation phase of an EI project. Conflict especially arises when already marginalized groups are disproportionately affected by the social and cultural changes related to a project.

Women's participation and leadership in decision-making forums help to ensure that women's perspectives, priorities, and interests are voiced, taken into account, and addressed. This participation lends to better outcomes for women's rights and gender justice. Of particular importance are decision-making processes at the community level when communities consider whether to grant free, prior, and informed consent (FPIC) to a project. Companies must ensure that consent has been given by both women and men in the community and that the views of everyone, including those most marginalized, have been taken into account.

*Culture and human rights:*  
Oxfam does not discriminate on the basis of sex: we believe in the equality and universality of human rights, and we do not condone, tolerate, or perpetuate discrimination or harmful practices based on culture, religion, or tradition.

There is also a strong business case for companies to prioritize and support women's participation in consultation and decision-making forums: companies that ignore issues of gender justice and fail to address women's interests may not meet their human rights obligations; could face possible legal action or conflict with local communities; and might be wasting community development funds on projects with few positive and lasting impacts.<sup>56</sup> If EI companies do not engage women from impacted communities in consultation and decision-making processes, they may lack the information and perspectives necessary to avoid these risks.<sup>57</sup>

The same structural discrimination that excludes women from consultation and decision-making forums at the local or project level is also found nationally and regionally. Women are often

underrepresented in EI policy-setting forums, which means that women's interests and priorities are less likely to be incorporated into policy making. Relevant stakeholders in national governments and regional governance institutions need to address this gap.

### ***Support changes in norms and culture that promote gender equality***

Oxfam hears from EI companies that "local culture" can often prevent companies from including women in company-community consultation and decision-making processes. However, companies should adequately pursue and create enabling environments for women's participation. A failure to do so can reinforce any existing gender inequalities by further excluding women from decision-making processes.

Culture is critical in shaping gender roles in any given context. It determines how society values the opinions and work of women and men, and it creates barriers or opportunities to the realization of women's rights. All cultures change over time—including in response to a variety of external influences—and within a single cultural context there is often a diversity of views about what that culture is or should be.<sup>58</sup> Companies should therefore understand whose version of "culture" they are addressing and whose interests are being represented (and excluded).

In addition to ensuring women's participation and leadership in consultation and decision-making processes, companies can play a positive role by supporting work to change the social norms that exclude women from public life and to eliminate cultural practices that may be harmful or discriminatory to women. A starting point for this work is building connections with local women's rights organizations and networks. These organizations can help companies better understand how local cultural contexts may enable or

constrain women's participation in the public sphere.<sup>59</sup> They can also help companies develop strategies to overcome barriers to women's participation.

### **Ensure staff gender competencies**

It is important that government staff in relevant ministries (such as ministries of mines, energy, petroleum, or natural resources) have gender awareness and that staff working directly with communities affected by EI projects have a high level of gender knowledge and skills.

Similarly, companies should provide all employees with gender awareness training that covers key concepts such as gender equality, human rights, diversity, and anti-discrimination. Staff should understand basic gender concepts, and they should understand the relevancy and application of these concepts to their work. Employees working directly with communities should receive a deeper level of gender training, which may include participatory approaches to development and gender-sensitive research methodologies.

### **Addressing women's rights: International financial institutions**

International financial institutions (IFIs) are another key player in ensuring that gender justice and women's rights are central to EI reform efforts. IFIs were established at various times over the past 60 years to reduce poverty and promote development by providing finance and technical advice to developing countries.

The World Bank,<sup>60</sup> the International Finance Corporation (IFC; a member of the World Bank Group),<sup>61</sup> the Asian Development Bank (ADB), the Africa Development Bank (AfDB),<sup>62</sup> the Inter-American Development Bank (IADB), and the European Bank for

***“In Kenya, the Ministry of Mining and UN Women partnered to strengthen the government’s capacity on gender in EI. The project has trained more than 50 senior ministry staff on key areas of gender integration into core functions of the ministry.”***

—from interview with Zebib Kavuma, country director, UN Women, Kenya ([www.kenyaminingforum.com/UNWomen](http://www.kenyaminingforum.com/UNWomen))

Reconstruction and Development (EBRD)<sup>63</sup> all support the development of extractive industries. Collectively, these IFIs also support the development of country-level EI governance frameworks and provide financing to the private sector for specific EI projects. The World Bank Group is the largest provider of EI-related development assistance by a significant margin, with a cumulative investment over the past decade of about \$9 billion.<sup>64</sup> The IFC, which is the private sector lending arm of the World Bank Group, is of particular importance because its Environmental and Social Performance Standards are the standard against which many private sector companies and commercial banks assess their own projects.

Considering their mandate, IFIs have significant interest in requiring and holding governments and companies to account for adequately assessing and mitigating the gender-specific impacts of EI projects that put women's rights at risk. IFIs also have significant stake in recognizing their clients' human rights obligations—ensuring that IFI-funded projects are not associated with potential human rights violations—and that project benefits are accessible to all women, men, girls, and boys.

Environmental and social safeguards frameworks of IFIs should explicitly recognize and respect human rights. A failure to do so undermines the goals of poverty reduction and sustainable development. Oxfam makes the following additional recommendations to IFIs.



### Establish stand-alone gender safeguards or performance standards

While IFIs have a host of safeguards for managing the social and environmental impacts of their investments, these safeguards tend to pay limited attention to gender issues.

The World Bank, for example, recently approved a new Environmental and Social Framework, which outlines 10 Environmental and Social Standards (safeguards).<sup>65</sup> The framework's vision statement asserts that the World Bank "embraces action to remove barriers" against those who are often excluded from development, and in doing so, the World Bank's activities "support the realization of human rights."<sup>66</sup> Despite this statement, gender and/or women's issues are referenced in just five of the standards. Of these, the strongest protections for women appear in ESS5, Land Acquisition, Restrictions on Land Use and Involuntary Resettlement. Across the other four standards, however, attention to "women" is for the most part a subset within a category of "vulnerable groups," often appearing in a footnote.<sup>67</sup>

Women (or gender) are referenced among groups with specific needs just one time in two of the standards (in ESS1, Assessment and Management of Environmental and Social Risks and Impacts, and in ESS10, Stakeholder Engagement and Information Disclosure). There is no mention of gender considerations in the Community Health and Safety or Cultural Heritage standards.

Perhaps intended to fill this gap, the World Bank is implementing a fairly broad gender policy, requiring project designs to include gender in the analysis, activities, and monitoring and evaluation of any new projects. Together with the World Bank's new Gender Strategy 2016–2030, these policies establish an overarching vision and

broad objectives but lack a "do no harm" mandate<sup>68</sup> for staff and clients, as well as specific requirements to identify and address potential risks to and impacts on women's rights within the scope and area of the influence of the World Bank's investments.

The World Bank has also established a "Directive on Addressing Risks and Impacts on Disadvantaged or Vulnerable Individuals or Groups,"<sup>69</sup> which requires World Bank staff to conduct due diligence to identify potential risks and mitigation measures for vulnerable groups, including groups that by "virtue of their age, gender, ethnicity ... may be more likely to be adversely affected by the project impacts."<sup>70</sup> The directive, however, only requires World Bank staff to make recommendations to clients. It does not require the Bank's clients (namely, the governments who take World Bank loans and are responsible for implementing EI projects) to implement the mitigation recommendations.



A woman drains water from a gold-mercury amalgam in Bambaraya, Senegal; April 2010. Photo: Rebecca Blackwell.

The surest path to protecting women's rights in EI-affected communities is to have a stand-alone gender safeguard. In contrast to "directives" and broad policies, World Bank safeguards mandate serious consideration within World Bank project design. Task team leaders must receive sign-off from safeguards specialists for all World Bank projects. Issues not explicitly raised through safeguards policies are not assured the same level of consideration

and due diligence. As part of a “directive,” the level of gender consideration is more likely to depend on the expertise of specific staff and safeguards specialists involved in a given project. Gender specialists are not on all task teams, and where safeguards specialists themselves may have uneven gender expertise, there is no assurance that projects—especially those in sectors that do not traditionally consider gender, like extractive industries—will undergo a thorough and consistent gender review.



Lake Izabal in Guatemala is an area of great biodiversity and natural resource wealth and communities there hope to keep it that way; November 2007. Photo: Edgar Orellana.

Like safeguards, the IFC’s Environmental and Social Performance Standards and accompanying Guidance Notes define clients’ responsibilities “for managing their social and environmental risks.”<sup>71</sup> The level of attention to gender and potential impacts on women within the performance standards is similar to that of the World Bank’s safeguards, where gender considerations are mentioned in half (four of eight) of the performance standards, and where gender is conspicuously absent from critically relevant standards, such as PS4, Community Health, Safety and Security. Where it is mentioned, gender often appears as one of many social characteristics that may increase risks and vulnerabilities.<sup>72</sup> Neither the World Bank’s safeguards nor the IFC’s Performance Standards mention potential risks and impacts specific to girls and boys, but rather, they refer to “children” more broadly.<sup>73</sup>

To ensure that clients (be they government or industry) recognize gender as a priority, and to ensure that women’s rights are protected and that women are able to benefit from projects, IFIs need stand-alone gender safeguards or performance standards. Stand-alone safeguards signal a high-level issue, ensuring an appropriate level of resourcing and institutional capacity. A gender safeguard would help to identify specific and differentiated risks and impacts to women, and would follow the mitigation hierarchy (do no harm) by putting differentiated and particular measures in place so those risks and impacts will not disproportionately affect women. It would also give communities impacted by EI projects greater ability to hold IFIs accountable and to support better monitoring and evaluation of project impacts on women and girls.

A number of IFI safeguard policies do contain commitments that, if properly implemented, may usefully inform improved policy and practice for other IFIs. For example, the AfDB’s Operational Safeguards require clients to consider gender and vulnerability issues as part of the process of identifying, assessing, and managing potential environmental and social risks.<sup>74</sup>

Likewise, in 2010, when the IADB approved its Operational Policy on Gender Equality in Development, it became the first multilateral institution with safeguards for gender equality. More IFIs should follow these leads.

In addition to stand-alone gender safeguards, IFIs must strengthen the consideration of gender and women’s rights concerns throughout their safeguards frameworks. Gender concerns should be more specifically incorporated (not just in footnotes) and mainstreamed throughout the entirety of any safeguards framework. Particular

attention must be given to safeguards pertaining to the environment, food security, agricultural land, health and safety, compensation, community consultation, and FPIC, as these are highly relevant to women's rights.

Gender-responsiveness is also essential for accountability. IFI mechanisms that respond to complaints from people adversely affected by IFI-financed projects (such as the IFC's compliance adviser ombudsman or AfDB's independent review mechanism) must be accessible by both women and men. Staff within these institutions must have a high level of gender knowledge and skills.

#### **Require gender impact assessments**

No IFIs require project proponents to undertake gender impact assessments as part of or alongside social and environmental impact assessment and human rights impact assessment processes. However, considering the extent of potential impacts of EI projects on women's rights (including on

women's livelihoods, food security, health, and safety), IFI policies should go beyond merely considering gender—or including gender as one category among many in due diligence processes—to laying out a specific requirement to incorporate gender issues into risk assessment processes, or even to requiring comprehensive gender impact assessments from borrowers under particular circumstances.

#### **Engage women's rights organizations**

In Oxfam's experience, applying a gender lens to development planning leads to better and more effective strategies for poverty reduction, which is central to the objectives of all IFIs. Applying a gender lens must begin by ensuring that women's voices inform the design and evaluation of country-level strategies and programs. IFIs should enable the participation of women's rights organizations in these processes to ensure a strong gender analysis prior to investment.

## **CONCLUDING REMARKS AND RECOMMENDATIONS**

If extractive industries are to realize the development potential they promise and support the delivery of the SDGs, the sector—and the governments and financial institutions that regulate, promote, and fund it—must put gender justice front and center when designing and implementing EI policy and projects. The values, culture, and norms that produce and maintain gender bias against women within the sector must change.

Efforts to ensure the progressive realization of women's rights in the EI sector must involve all stakeholders, with women in communities affected by EI projects and women's rights organizations playing a central role.

Oxfam calls on EI companies, governments, and international financial institutions to do the right thing: promote gender equality for better, more sustainable development; for greater pro-poor outcomes; and to safeguard the rights of the women, men, girls, and boys impacted by extractive industries projects.

Specifically, Oxfam calls on key actors to take the following actions:

#### **Governments:**

- Consistent with international human rights obligations, develop and implement sound policies and enforceable legislation that promote gender equality, the realization of women and girls' rights, and women's economic empowerment



by and within the extractive industries.

- Avoid expropriation and involuntary resettlement where possible, and ensure that legislative frameworks and programs on land acquisition provide adequate and equal protections for women and men in the case of expropriation, resettlement, and other impacts caused by extractive industries projects.
- Establish compensation requirements for land acquisition and resettlement that improve or at a minimum restore livelihoods, do not discriminate on the basis of gender, and take into account food security. Compensation requirements should not be contingent on having formal legal title to the affected land.
- Prioritize compensation programs that include, as part of the package, land-for-land compensation with the awarding of legal title that equally recognizes both female and male land users and rights holders.
- Establish tax regimes that are designed and administered progressively to ensure the fair and appropriate collection of extractive industries tax.
- Invest and redistribute revenues from extractive industries in services and programs that promote gender equality and address women's rights, especially in the areas of women's health and safety, unpaid care work, and violence against women and girls.
- Require gender impact assessments for all extractive industries projects as part of or alongside social and environmental impact assessment and human rights assessment processes.
- Develop policies to address the negative social and health impacts experienced in project-affected communities, including increased

rates of violence against women and increased rates of HIV and AIDS.

- Ensure that staff in relevant ministries and other institutional bodies have awareness of gender issues and that staff working directly with communities affected by extractive industries projects have a high level of gender knowledge and skills.



For more than a decade, citizens of La Oroya have been calling on Doe Run Peru Corporation to clean up operations at its lead smelting factory in the center of their city. Toxic chemicals from the smelter have polluted La Oroya's air, water and soil and contributed to public health problems like elevated blood lead levels in local children; June 2006. Photo: Emily Drees.

- Enable the equitable participation of women from project-affected communities in decision-making processes (including FPIC processes) and local governance forums, including through the development of guidelines for gender-responsive stakeholder consultation.
- Enable the equitable participation of women and women's rights organizations in extractive industries policy setting.
- Promote women's economic empowerment by creating incentives for extractive industries companies to engage women-owned businesses in their supply chains and to provide technical training for women at the local level.

### **Regional governance institutions:**

- Prioritize and support women's leadership and the equitable participation of women and women's rights organizations in extractive industries policy-setting forums.
- Develop regional policy frameworks that promote the realization of women's rights and women's economic empowerment by and within the extractive industries, consistent with the international human rights obligations of member governments.

### **Extractive industries companies:**

- Establish, implement, and ensure accountability for gender-specific policies that commit to gender equality, to respecting the rights of women, and to the equitable participation of women and men in community engagement practices. Involve women and women's rights organizations in designing policy implementation plans.
- Meet their obligations to respect human rights, including women's rights, particularly as enshrined in the UDHR, ICESCR, and CEDAW, and as required by the UN Guiding Principles on Business and Human Rights and the Beijing Declaration and Platform for Action.
- Conduct and publish gender impact assessments for all extractive industries projects as part of or alongside social and environmental impact assessment and human rights assessment processes.
- Establish specific protocols and methods for ensuring the equitable and safe participation of women from affected communities in project consultation and decision-making processes, including: Local community development agreements, programs, and plans; resettlement and livelihood restoration; participatory monitoring

of extractive industries impact; and FPIC processes

- Provide relevant and practical gender awareness training to all staff on gender equality, human rights, diversity, and anti-discrimination, and provide in-depth training on gender-sensitive methodologies and participatory development to staff working directly with communities.
- Develop policy and practice to address the negative social and health impacts experienced in project-affected communities, including increased rates of violence against women and increased rates of HIV and AIDS.
- Design and implement compensation, benefit-sharing, and community development programs that are accessible to both women and men and that address the impacts of extractive industries projects on women's rights.
- Avoid involuntary resettlement where possible, and ensure that compensation for land acquisition and resettlement improves or at a minimum restores livelihoods of both women and men, taking into account informal land use, subsistence livelihoods, and food security.
- Where companies support women's livelihood restoration programs, ensure that these programs are safe, are not exploitative, and provide a living wage or comparable income.
- Establish complaints/grievance mechanisms that are transparent, fair, rights-based, and accessible to both women and men.
- Avoid aggressive tax-planning practices that may unjustly deny governments resources necessary to support women's rights in the EI sector.
- Increase gender parity in recruitment and employment practices at the local level by providing technical

training to women. Training programs should be designed to meet women's needs and schedules.

- Establish professional development opportunities for female employees and promote women's mobility into leadership roles.
- Prioritize women-owned businesses and companies with good gender policies and practices in the extractive industries' supply chain.

#### **Mining industry associations, including the International Council on Mining and Metals:**

- Develop a position statement—and supporting good practice guidance—on gender and women's rights that requires member commitments to engaging with women and ensuring that mining projects respect the rights of women, and that ensures that women are able to benefit from mining projects.
- Incorporate these commitments into assurance processes in line with other position statements to ensure member implementation.

#### **International financial institutions:**

- Recognize and respect human rights standards and principles within their safeguards or performance standards, and take all necessary measures to “do no harm” and secure positive project benefits for the most vulnerable.
- Establish stand-alone gender safeguards or performance standards to guarantee mandatory protections for women, to ensure that women benefit from projects, and to promote gender equality and women's empowerment.

- Mainstream gender considerations throughout their safeguard frameworks, with particular attention to safeguards pertaining to the environment, food security, agricultural land, compensation, community consultation, and FPIC.
- Ensure accountability for the implementation of their gender policies and safeguards.
- Ensure that complaints mechanisms are accessible by both women and men.
- Require clients to conduct gender impact assessments for extractive industries projects as part of or alongside social and environmental impact assessment and human rights assessment processes.
- Enable the participation of women's rights organizations in the design and evaluation of country-level strategies and programs to ensure a strong gender analysis.
- Ensure that staff have a high level of gender skills and knowledge by providing training where necessary.
- Include gender as a key component in the delivery of capacity-building programs and loan conditions.



Ping Chamroeun, 26, is an ethnic Prov person from Tampoun Rong Thom village in the Taveng district of Ratanakiri, Cambodia. She joined a group with Oxfam partner Media One to learn about indigenous land rights and how social media networks help to communicate with others in the area; March 2016. Photo: Patrick Brown

# NOTES

All URLs in this section were last accessed February 2017.

<sup>1</sup> Christina Hill, Chris Madden, Maria Ezpeleta, *Gender and the Extractive Industries: Putting Gender on the Corporate Agenda* (Oxfam, 2016), [https://www.oxfam.org.au/wp-content/uploads/2016/05/2016-PA-004-Mining-and-Gender-report\\_FA\\_web.pdf](https://www.oxfam.org.au/wp-content/uploads/2016/05/2016-PA-004-Mining-and-Gender-report_FA_web.pdf).

<sup>2</sup> UN Women, Eastern and Southern Africa Regional Office, *Gender Equality in the Extractive Industries in Africa* (2014), [http://www.hsrc.ac.za/uploads/pageContent/6090/UN%20Women%20Policy%20Brief\\_Gender%20Equality%20in%20Extractive%20Industries\\_14%20July%202014.pdf](http://www.hsrc.ac.za/uploads/pageContent/6090/UN%20Women%20Policy%20Brief_Gender%20Equality%20in%20Extractive%20Industries_14%20July%202014.pdf).

<sup>3</sup> These organizations include, among others, the Africa Centre for Energy Policy, Centre for Public Interest Law Ghana, Gender Action, Highlander Association Cambodia, Mesa MesoAmericana de Proteccion de Mujeres, Organización Nacional de Mujeres Indigenas Andinas y Amazónicas del Perú, Social Empowerment and Education Programme (Fiji), Wassa Association of Communities Affected by Mining (Ghana), WoMin in South Africa, Women and Land in Zimbabwe, and the Zimbabwe Environmental Law Association.

<sup>4</sup> It is widely asserted that attaining greater gender equality (Sustainable Development Goal 5, SDG5) is a prerequisite for achieving the other UN Sustainable Development Goals. (These goals are contained in paragraph 54 of UN Resolution A/RES/70/01, an intergovernmental agreement created in 2015 that follows up on the Millennium Development Goals, and builds on the 2009 The Future We Want resolution [UN Resolution A/RES/66/288].) SDG5 targets include ending all forms of discrimination against women and girls, eliminating all forms of violence against women and girls, recognizing and valuing unpaid care work, and ensuring women's full and effective participation and equal opportunities for leadership at all levels in public life. See "Progress of Goal 5," Sustainable Development Goals, UN Sustainable Development Knowledge Platform website, <https://sustainabledevelopment.un.org/sdg5>.

See also Kristjana Sigurbjörnsdóttir, "A Question of Parity and Empowerment: SDG#5," United Nations University/UNU-Gest website (2015), <http://gest.unu.edu/en/news/a-question-of-parity-and-empowerment-sdg5>; and UN Women, *World Survey on the Role of Women in Development 2014: Gender Equality and Sustainable Development*, A/69/156 (2014), [http://www.unwomen.org/~media/headquarters/attachments/sections/library/publications/2014/unwomen\\_surveyreport\\_advance\\_16oct.pdf](http://www.unwomen.org/~media/headquarters/attachments/sections/library/publications/2014/unwomen_surveyreport_advance_16oct.pdf).

<sup>5</sup> Oxfam, *The Power of People against Poverty: Oxfam Strategic Plan 2013–2019* (n.d.), [https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/story/oxfam-strategic-plan-2013-2019\\_0.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/story/oxfam-strategic-plan-2013-2019_0.pdf).

<sup>6</sup> Oxfam Canada, *Gender Justice: Why Gender Equality Matters* (n.d.), <https://www.oxfam.ca/sites/default/files/imce/gender-justice-why-equality-matters.pdf>.

<sup>7</sup> Oxfam International, *Ending Violence Against Women: A Guide for Oxfam Staff* (2012).

<sup>8</sup> "Violence against Women: Intimate Partner and Sexual Violence against Women," fact sheet updated November 2016, WHO Media Centre, World Health Organization website, <http://www.who.int/mediacentre/factsheets/fs239/en/>.

<sup>9</sup> "Women in Poverty," UN Women website, <http://www.unwomen.org/en/news/in-focus/end-violence-against-women/2014/poverty>.

<sup>10</sup> The UN Guiding Principles on Business and Human Rights define the roles and responsibilities of the state to protect human rights and of businesses to respect human rights and to provide a means of redress to people who are victims of human rights violations as a result of business activities. Thus, the UN Guiding Principles have placed rights firmly on the corporate social responsibility agenda.

<sup>11</sup> Oxfam International Policy Position, 54th Session of the Commission on the Status of Women (CSW), 15th Anniversary of the Beijing Declaration and Platform for Action on Women, Development and Peace,



New York, March 1–2, 2010

<sup>12</sup> Oxfam International, *Women and the 1%: How Extreme Economic Inequality and Gender Inequality Must Be Tackled Together* (2016), 13. The research referred to is from Raghavendra Chattopadhyay and Esther Duflo, “Women as Policy Makers: Evidence from a Randomized Policy Experiment in India,” *Econometrica* 72 no. 5 (2004), 1409–1443.

<sup>13</sup> UN Women, *World Survey on the Role of Women in Development 2014: Gender Equality and Sustainable Development*, 14.

<sup>14</sup> “Progress of Goal 5,” UN Sustainable Development Knowledge Platform.

<sup>15</sup> Women’s representation in government is lower than men’s in the vast majority of countries. In 2015, just 11 women served as heads of state and 10 as heads of government (Oxfam International, *Women and the 1%*, 13). Women make up just 17 percent of government ministries, and they remain concentrated in ministries traditionally thought of as “women’s domains,” such as family or education (Oxfam International, *Women and the 1%*, 12).

<sup>16</sup> World Bank Group, *Women’s Employment in the Extractive Industry*, World Bank Group Energy & Extractives No. 2 (2015), 2, [https://olc.worldbank.org/sites/default/files/WB\\_Nairobi\\_Notes\\_2\\_RD3.pdf](https://olc.worldbank.org/sites/default/files/WB_Nairobi_Notes_2_RD3.pdf).

<sup>17</sup> For example, the 1935 International Labour Organization (ILO) Underground Work (Women) Convention prohibits women from “underground work in any mine” (Article 2), which the convention defines as “any undertaking, whether public or private, for the extraction of any substance from under the surface of the earth” (Article 1). ILO, CO45—Underground Work (Women) Convention, 1935 (No. 45), Convention Concerning the Employment of Women on Underground Work in Mines of All Kinds, [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C045](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C045).

<sup>18</sup> UN Women, *Gender Equality in the Extractive Industries in Africa*, 2.

<sup>19</sup> Minerals Council of Australia, *It’s Not Just a Program*, MCA Workforce Gender Diversity Review White Paper (2013), [https://www.wgea.gov.au/sites/default/files/Minerals-Council-of-Australia-\(2013\)-The-MCA-Workforce-Gender-Diversity-Review.pdf](https://www.wgea.gov.au/sites/default/files/Minerals-Council-of-Australia-(2013)-The-MCA-Workforce-Gender-Diversity-Review.pdf).

<sup>20</sup> Of the 500 mining companies surveyed globally by Pricewaterhouse Coopers (PWC) and Women In Mining (UK) (WIM [UK]), women made up only 7.9 percent of mining companies’ boards of directors in 2014. See WIM (UK) and PWC, *Mining for Talent 2015: A Review of Women on Boards in the Mining Industry, 2012–2014* (2015), <http://www.pwc.co.uk/assets/pdf/women-in-mining-2015.pdf>.

<sup>21</sup> “Female Mineworker Raped and Murdered at Anglo Platinum’s Khomanani Mine,” [Miningsafety.co.za](http://www.miningsafety.co.za), February 2, 2012, <http://www.miningsafety.co.za/newscontent/335/Female-mineworker-raped-and-murdered-at-Anglo-Platinum-s-Khomanani-mine>.

<sup>22</sup> Patricia Hamilton and Samantha Hargreaves, *Women Miners: Navigating Difficult Terrain Underground*, paper 2, in *Women, Gender and Extractivism in Africa: A Collection of Papers*, ed. Samantha Hargreaves (WoMin, n.d.), 1, <https://womin.org.za/images/papers/Full-collection-Women-gender-and-extractivism-in-Africa.pdf>.

<sup>23</sup> UN Women, *Gender Equality in the Extractive Industries in Africa*, 3.

<sup>24</sup> UN Women, *Gender Equality in the Extractive Industries in Africa*, 2.

<sup>25</sup> Adriana Eftimie, Katherine Heller, and John Strongman, *Mainstreaming Gender into Extractive Industries Projects*, Extractive Industries and Development Series 9 (World Bank, 2009).

<sup>26</sup> UN Women, *Gender Equality in the Extractive Industries in Africa*, 2.

<sup>27</sup> Julia Ann Laite, “Historical Perspectives on Industrial Development, Mining, and Prostitution,” *The Historical Journal* 52, no. 3 (2009).

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<sup>68</sup> Safeguard policies are based on the principle of "do no harm," which ensures the adoption of a "mitigation hierarchy approach to ... anticipate and avoid risk and impacts [and] where avoidance is not possible, [to] minimize or reduce risk and impacts ... [then to] mitigate [risk and impacts, and when] significant residual risk and impacts remain, [to] compensate for or offset them, where technically and financially feasible." World Bank, *Setting Environmental and Social Standards for Investment Project Financing*, 25.

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<sup>73</sup> See, for example, the discussion in the World Bank, *Setting Environmental and Social Standards for Investment Project Financing*, “Environmental and Social Standard 2: Labor and Working Conditions,” 52, under “Objectives,” which states: “To protect project workers, including vulnerable workers such as women, persons with disabilities, children (of working age, in accordance with this ESS) and migrant workers, contracted workers, community workers and primary supply workers, as appropriate.” See [https://consultations.worldbank.org/Data/hub/files/consultation-template/review-and-update-world-bank-safeguard-policies/es/materials/the\\_esf\\_clean\\_final\\_for\\_public\\_disclosure\\_post\\_board\\_august\\_4.pdf](https://consultations.worldbank.org/Data/hub/files/consultation-template/review-and-update-world-bank-safeguard-policies/es/materials/the_esf_clean_final_for_public_disclosure_post_board_august_4.pdf).

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This paper was prepared by Christina Hill, independent consultant, and edited by Maria Ezpeleta and Nina Collins of Oxfam, with special thanks to Kate Stanley for her support and contributions. Other Oxfam contributors to the paper include Winnie Byanyima, Nadia Daar, Christian Donaldson, Uwe Gneiting, Emily Greenspan, Richard Hato-Kuevor, Kim Henderson, Tatu Ilunga, Vanessa Inko-Dokubo, Khim Lay, Chris Madden, Katie Malouf Bous, Rajjeli Nicole, Hélder Paulo, Alivelu Ramisetty, Maria Ramos, Francesca Rhodes, Keith Slack, Fadzai Traquino, and Sarah Zoen. Elaine Zuckerman, of Gender Action, and Katherine Heller, an independent consultant, also contributed to the paper.

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