



IGF

INTERGOVERNMENTAL FORUM
on Mining, Minerals, Metals and
Sustainable Development

GLOBAL REVIEW

Integrating Gender
Into Mining Impact
Assessments



Secretariat hosted by



Secretariat funded by

Canada



Kingdom of the Netherlands

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Published by the International Institute for Sustainable Development

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The International Institute for Sustainable Development has served as Secretariat for the IGF since October 2015. Core funding is provided by the governments of Canada and the Netherlands.

Global Review: Integrating Gender Into Mining Impact Assessments

October 2022

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The author would like to thank Maria Ezpeleta (Oxfam International), Marion Provencher Langlois (IISD), and Jenifer Hill for their valued peer review of this report.

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Executive Summary

There are numerous ways to analyze and document the potential and ongoing impacts of a mining operation on people from different genders, ages, and sociocultural backgrounds. This report first compiles tools and legal frameworks devised for analyzing the gendered impacts of mining operations. These are organized into three key avenues for assessing gendered impacts:

- **Gender analysis in impact assessments:** Governments may require that mining companies assess the gendered impacts of their operations within the impact assessments/environmental and social impact assessments that they are bound to undertake.
- **Stand-alone gender impact assessment:** As an alternative, companies, governments and civil society organizations may undertake a stand-alone gender impact assessment that helps them assess the potential impacts of mining operations on gender power relations and the economic and social status and well-being of women, girls, and gender-diverse persons residing in communities where the operations take place.
- **Gender analysis in due diligence and human rights impact assessment:** Another common approach suggested in the literature is to integrate gender analysis into due diligence or human rights impact assessments.

In accordance with this categorization, this report stock takes toolkits, guidelines, and legal frameworks that have been devised and used by governments, international organizations, and civil society organizations to identify and address the gendered impacts of mining operations. In addition, the report also features three case studies where these tools have been applied to some extent. The tools cited in this report are often designed for specific stakeholder groups, but they can also be used by others. A tool designed primarily for community use will be slightly different from a tool designed for companies, although the core content would essentially be the same.

The main finding of this report is that governments, mining companies, and other stakeholders do not conduct sufficient comprehensive, systemic, and structured gender analysis before and during all phases of the mining project cycle. The Responsible Mining Foundation's [Responsible Mining Index 2022](#) shows that assessing gender impacts is the lowest-scoring gender measure for all companies assessed. In the same report, the Responsible Mining Foundation also highlighted that one significant factor that perpetuates this neglect of gender impact assessments is the “common lack of any formal expectation from site-level [environmental, social, and governance] standards” (Responsible Mining Foundation, 2022, p. 8). The vacuum in corporate governance is also clearly visible in the legal governance structures that regulate mining activities. Currently, Canada is the only country that has taken steps to regulate its impact assessment governance structures to promote gender equality in the mining sector. The fact that the most comprehensive case studies are found in Canada demonstrates that strong regulatory frameworks that require gender analysis and impact assessments before project development are indeed linked with good practices.

Although environmental and social impact assessments are typically prepared by project proponents and their consultants, the process of gender mainstreaming can be implemented by different actors, as seen from the case studies. When proponents fail to acknowledge the



gendered impacts of their projects while conducting their impact assessments, other civilian actors or public authorities can conduct gender analyses or gender impact assessments that can feed into the impact assessment process. In the absence of good practices, these initiatives by civil society and international organizations provide an important benchmark for the industry. Therefore, one crucial strategy for governments and their respective bodies overseeing the impact assessments is to support and engage with such independent initiatives, as is the case with the example from Zambia included in this report. Governments are recommended to leverage the best practices by enforcing the findings.

The case studies also highlight that multistakeholder partnerships (i.e., between local/regional/central governments, civil society, and/or companies) in the design and implementation of gender-responsive impact assessments can achieve better results. Such partnerships should be encouraged by governments and adopted by the industry to achieve not only better results but also trust, confidence, and collaboration that can last throughout the project life cycle. Therefore, governments and the industry should consider multistakeholder partnerships as a key enabler when conducting impact assessments.

The project-level examples featured in this report are very recent, so it is premature to speak about their implementation. Nonetheless, the case study from Yukon, Canada solidifies the importance of monitoring bodies that oversee not only the impact assessment but also implementation of gender-specific measures. These bodies should include gender-specific expertise—preferably supplied by local women’s organizations and groups—and focus to ensure proper implementation.

The gap that we observed between the relatively broad range of available tools and resources for integrating gender analysis into assessments (and the stark lack of use and implementation of these tools) strongly indicates the need for legal frameworks and governance structures that mandate gender analysis. Governments are advised to improve their legal frameworks and governance structures to regulate gender analysis as a part of the impact assessment process in their jurisdiction. The showcase examples of legal frameworks that we featured in this report will serve as a strong baseline for the governments that are willing to develop similar initiatives. To complement the government policies, the mining industry is also urged to develop and implement corporate policies that specifically commit to assessing the impacts of their operations on gender equality and women’s empowerment as a part of their environmental, social, and governance commitments.



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1.0 Introduction

1.1 Context: Gendered impacts of mining

It is well known that the impacts of mining go beyond environmental and health impacts to the social, economic, and cultural fabric where mining takes place. The introduction of a mining operation near a community can result in dynamic and multifaceted changes that transform people's livelihoods, ways of life, culture, political systems, community structures, and power dynamics. It is also important to note how these impacts affect people of various genders differently, with specific considerations for women and girls in mining communities. Among groups of women and girls, these impacts can be experienced differently, depending on sociocultural background, age, economic class, sexuality, education, and disability, for example.

Understanding Gender & Intersectionality

Gender refers to the roles, behaviours, activities, and attributes considered appropriate for women, men, and gender-diverse people. Gender influences how they perceive themselves and others, and how they act and interact. There is considerable diversity in how people understand, experience, and express gender since it is socially constructed, specific to a given place and time, learned through socialization processes, and changes over time.

Intersectionality is a theory and analytical tool used to understand and respond to the ways in which gender intersects with other identities such as sociocultural background, class, disability, and so on. When combined, those identity aspects create intersecting forms of oppression depending on existing power structures, including patriarchy, colonialism, ableism, and racism. Intersectionality looks at how these intersections contribute to unique experiences of inclusion and exclusion, violence and safety, oppression, and privilege.

We can group the gender-differentiated impacts of mining operations into six main categories:

- **Land, livelihoods, and food security:** When land is lost to mining, in many rural communities, women are those who are most affected by this loss as they are traditionally responsible for growing subsistence crops, collecting firewood and water, and ensuring the food security of their families. Women tend to skip their food intake when food is scarce, and they may need to walk longer distances to access land and



related resources (Oxfam International, 2019). In these challenging circumstances, jobs or relationships that are abusive or exploitative (such as survival sex work) and child, early, and forced marriages can become the last resort for women and girls (Care International 2020). In contrast to their increased burden from the loss of land-based livelihoods, women may not benefit from the financial gains of resettlement or compensation for land degradation because they lack land tenure in many rural contexts. Therefore, even if the land loss is compensated financially, often only male heads of households benefit from the sale (Oxfam & International Institute for Sustainable Development [IISD], 2017). These changes can be even more damaging for Indigenous women due to their special relationship with natural resources (Native Women's Association of Canada, 2020). Accordingly, loss of land or changes in ecosystems may have even more catastrophic impacts on the sustainability of their communities, lifestyles, values, and traditions.

- **Women's health**, including specific impacts on sexual, reproductive, and maternal health: The literature classifies gender-based health determinants as social and physical. The physical determinants are mostly sex-based factors that include “women-specific physiologies of different life stages (such as childhood growth, menstruation, pregnancy, lactation, and menopause)” (CCSG Associates, 2004, p. 1). Accordingly, the health impacts of exposure to chemicals released by the mining operations will not be identical for all sexes even if the methods of absorption are the same. In addition to these physical determinants, the social determinants of health, including gender-based division of labour in local communities, change the way people are impacted by these operations. For example, because women and girls are often the main water collectors in their communities, they face increased exposure to toxic substances when the water is polluted (Oxfam International, 2017). Additionally, the presence of security forces, influxes of cash from mining operations, and increased economic dependency of women mean women may face increased domestic and sexual violence and accordingly higher risks of sexually transmitted infections and diseases (Cane et al., 2013).
- **Safety and security**: Gender-based violence can take various forms and can affect women in mining communities and the mining workforce. It stems from gender inequality but can also be triggered by additional factors. In the mining context, the factors that may increase the prevalence of gender-based violence are as follows:
 - Remote, heavily male-dominated worksites with worker inflow that disrupts the social norms may create an environment conducive to sexual exploitation and abuse against community members, including sex trafficking and forced prostitution targeting women and girls (Oxfam International, 2017).
 - A transition to a cash economy has been linked to increases in alcoholism, sexual abuse, harassment and intimate partner violence (Oxfam International, 2017).
 - Land loss and lack of economic opportunity may result in men losing confidence in their ability to provide for their families. This insecurity may exacerbate domestic violence. There are reports of a direct correlation between downsizing mining operations and increased domestic violence due to this particular trigger (Kotsadam et al., 2016).
 - The presence of armed security forces as these forces can also turn into perpetrators of gender-based violence, in particular sexual exploitation



and abuse, when sufficient measures are not taken (Danish Institute for Human Rights, 2019), which often can be particularly directed toward certain sociocultural or age groups.

- Increase in women's **unpaid work**: Globally, women undertake 2.5 times the amount of unpaid care work compared to what men do (Ferrant et al., 2014). Not only does this hinder women's participation in paid workforce, but it also reduces their quality of life and ability to participate in public life. Women often find themselves performing not only more but also harder unpaid work if the land is lost to polluted by mining operations. First, if mining operations pollute or deplete local water and food sources, women and girls must spend more time and energy finding alternative sources further away since they are primarily responsible for collecting water and food (Oxfam International, 2017). Secondly, chronic and persistent illnesses among children and the elderly tend to increase in cases of mine-related pollution, adding a toll on the care work performed by women (CCSG Associates, 2004). The increase in women's unpaid work has a direct impact on the time and availability of women for paid work. As women become less available for paid work, their financial dependence on men increases.
- Women's restricted access to formal **employment** in the mining sector: Despite various social and environmental concerns, mining can provide a critical source of income for communities. But women, especially women in local communities, cannot equally enjoy the employment opportunities created by the sector. According to research by the Intergovernmental Forum on Mining, Minerals, Metals and Sustainable Development (IGF), mining is one of the most male-dominated economic sectors globally, with women making up only 5% to 15% of the formal workforce. Women are significantly under-represented in programs that train technicians, tradespeople, machine operators, and drivers (IGF, 2022). These roles and opportunities are usually easily available for those in mining communities; however, women do not have equal access to such opportunities.
- Impacts on **gender roles and relationships**: Mining-related social changes can further tip the balance of power away from women (Oxfam International, 2017). Loss of land-based livelihoods, increased unpaid work, and very limited employment opportunities in the formal mining work force can increase the economic dependency of women on men. The economic dependency of women is not independent from their political agency and decision-making power. The loss in purchasing power restraints women's voices, agency, and decision-making power at both household and community levels, including community engagement (Oxfam International, 2017). These impacts are even more harmful to some Indigenous communities where decision-making power was shared between men and women when they were subsistence economies (Pauktuutit Inuit Women of Canada, 2014).



1.2 Assessing the Gendered Impacts of Mining Before Project Development

Given the risks, it is crucial to ensure changes do not exacerbate gender inequality and discrimination but rather support all genders, and specifically women and girls, in reaping the benefits and opportunities the sector can provide. However, conventional impact assessments lack a gender-responsive approach¹ in their design, implementation, and management (Götzmann & Bainton, 2021), and therefore the experiences, needs, challenges, and opportunities of women and other under-represented groups remain unaccounted for. This negligence has the risk of perpetuating and aggravating systemic gender discrimination in societies and even creating new types of discrimination as the mining operations change the economic and social structures (Pauktuutit Inuit Women of Canada, 2014). In addition to these social risks, failure to use a gender lens before project development increases companies' reputational and legal risks due to the lack of a social licence to operate and prevents women from benefiting equally from the community support programs offered by the industry (Jijelavaa & Vanclaya, 2014).

Today, despite a proliferation of tools and guidance publications promoting the analysis of the environmental and social risks and opportunities of mining operations for people of different genders, ages, and sociocultural backgrounds,² real case studies are rare, and those that exist do not fully embed a systemic approach to this analysis. Given that these very few good examples are found in countries, such as Canada, where the legal framework is conducive or mandates gender impact considerations, it is clear that the way forward begins with government leadership to be acted on with due diligence by the mining industry.

1 "Gender responsiveness refers to outcomes that reflect an understanding of gender roles and inequalities and encourage equal participation, including equal and fair distribution of benefits" (United Nations Development Programme [UNDP], 2019, p. 3).

2 All of the tools and references outlined in the report are listed in Appendix 1 of this report.



2.0 Gender Analysis in Impact Assessments

Most countries have included environmental and social impact assessments (ESIAs)³ in their legal frameworks. However, these assessments have traditionally not included an intersectional gender-based analysis, focusing instead on impacts on the physical environment, such as air, water, and land (Clow et al., n.d.) and socio-economics. Most ESIA frameworks incorporate requirements for broad stakeholder engagement. Still, across the globe, concerns over the lack of gender-based analyses in impact assessments abound. In recent years, some governments and international organizations have been pioneering in furthering their legal framework on ESIA to account for the gendered impacts of mining. Below are a few examples of these tools and approaches.

2.1 Government of Canada's Gender-Based Analysis Plus

The Canadian government has spearheaded the trend toward incorporating gender in ESIA by the introduction of Bill C-69 (An Act to Enact the Impact Assessment Act and the Canadian Energy Regulator Act, to amend the Navigation Protection Act and to make consequential amendments to other Acts), [modernized the National Energy Board and Canadian Environmental Assessment Agency](#). The bill replaces the old assessment legislation with the 2019 Impact Assessment Act that requires large-scale infrastructure projects subject to federal review to conduct environmental assessments that consider “the health, social and economic effects, including with respect to the intersection of sex and gender with other identity factors” (An Act to enact the Impact Assessment Act, 2019). The Canadian government, and in particular the federal Status of Women Canada agency, promotes the application of an analysis framework called “[Gender-Based Analysis Plus \(GBA+\)](#)” to unpack the intersections of gender with diverse identity features in the impact assessment process.

³ According to the IGF (2020, p. 10),

ESIA is used iteratively with engineering design and planning to avoid, minimize, and mitigate adverse environmental and social impacts. ESIA is also used by governments as a tool for deciding whether a proposed project should be approved and defining the details of how the project will be implemented to minimize environmental and social impacts and meet sustainability goals.

ESIA is used in this publication to cover all kinds of impact assessments that are required by governments (central or provincial) to be undertaken by proponents before project development.



The Impact Assessment Agency of Canada advises that the GBA+ should be applied to all phases of the assessment process. In the Canadian context, the impact assessments can be led either by the Impact Assessment Agency itself or by the proponents of the projects, and the GBA+ is expected to be applied for both. These phases in the Canadian context are defined as “early planning, impact statement, impact assessment, decision-making, follow-up, compliance, and enforcement” (Government of Canada, 2019).

As a comprehensive analytical tool, GBA+ can either be used to ensure that the impact assessments mainstream gender⁴ or can be performed as a stand-alone exercise similar to gender impact assessments to complement these impact assessments.

BOX 1. GBA+

GBA+ is an analytical tool used to assess how diverse groups of women, men and gender-diverse people may experience policies, programs and initiatives.

The GBA+ approach seeks to move beyond gender and sex. The “plus” in GBA+ emphasizes the consideration of intersectionality and includes identity factors such as age, education, sociocultural background, religion, income, culture, and other characteristics.

The **GBA+ framework** is a seven-step process composed of the following:

1. Identify the issue and surrounding social, cultural, and economic contexts
2. Challenge assumptions related to gender norms
3. Gather facts through research and consultation
4. Develop options and make recommendations based on research and consultations
5. Monitor and evaluate the initiative
6. Communicate findings and recommendations
7. Document the analysis

Source: Government of Canada, 2019.

One important feature of GBA+ is its focus on context. GBA+ emphasizes identifying the social, cultural, historical, and economic components of a given context and subsequently challenging the assumptions related to gender norms. This methodology helps overcome the challenges and limitations of more traditional approaches that do not account for existing power dynamics or historical elements specific to that context (Manning et al., 2018). In addition, rather than prescribing specific questions or indicators, GBA+ indicates that the baseline data collection for the community should include both quantitative and qualitative data that unpack the socio-economic profile and should be specific to the social, cultural, and historical contexts of the community in question. The tool suggests that by early,

⁴ The European Institute for Gender Equality (n.d., n.p.) describes gender mainstreaming as a strategy for

making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.



meaningful, and continuous community consultation that asks, “Who is at the table and who is missing?” the practitioners will be able to unfold the community context. This context is a key part of the assessment and includes identifying social roles, relationships, gender-based and other power relations in communities, as well as the intersection among these factors (Government of Canada, 2021). The continuous consultation and mutual trust built into this process can reveal specific impacts related to, among others, safety, community resources, appropriate employment opportunities, and conservation of cultural integrity.

The impact assessment report for the project should reflect the findings of the GBA+, along with the mitigation measures for the negative effects—as well as measures to strengthen the positive ones. The mitigation measures are to be carried out jointly by the federal, territorial or Indigenous jurisdictional partners or voluntarily by proponents (i.e., skills development programs, wellness programs, health promotion programs, etc.) (Government of Canada, 2021).

2.2 Netherlands Commission for Environmental Assessment Approach

Another important national effort is [the framework devised by the Netherlands Commission for Environmental Assessment \(NCEA\)](#) that aims to depict how the “various stages of environmental assessment process offer different opportunities for integrating gender equality into the analyses” (NCEA, 2017, p. 2). Starting with the initial scoping, their process covers the different stages of a project, such as data collection, public consultations, the creation of plans and, finally, monitoring. Each stage is paired with suggestions for specific activities to enable the inclusion of gender equality in projects. According to the NCEA, the integration of a gender lens is a “prerequisite for NCEA’s activities since practice shows that ESIA/SEA offers unique opportunities for gender equality improvement” (NCEA, 2017, p. 2).

TABLE 1. NCEA proposals for integrating gender in environmental assessment

Stage	Activity
Scoping	<ul style="list-style-type: none"> Identify key gender issues (e.g., employment equity, economic benefit equity, community and women’s safety and security).
Terms of reference	<ul style="list-style-type: none"> Indicate the need to collect gender-specific and sex-disaggregated data. Ensure gender expertise and gender balance of the team, considering that in some cultures only female data collectors can interview women. Use networks of female professionals if no suitable team members are available.
Baseline data collection	<ul style="list-style-type: none"> Collect gender-specific data on work within and out of the household, time use, and decision making. All other socio-economic data should be sex disaggregated to identify different concerns.



Stage	Activity
Impact identification	<ul style="list-style-type: none"> • Conduct a gender analysis. • Identify positive/negative effects on women and men.
Public consultation	<ul style="list-style-type: none"> • Ensure meaningful participation of men and women from different groups. • Consider cultural gender perceptions: Who speaks? Would separate meetings for men and women improve participation? • If women normally do not speak out, women's groups may help them to speak with a united voice. • Identify appropriate meeting times and locations based on data on gendered tasks and time use.
Mitigation measures	<ul style="list-style-type: none"> • Include measures to address the identified adverse impacts on both women and men (e.g., equity employment policies, gender equality training, gender-sensitive grievance mechanism, family support/assistance programs, installation of community infrastructure).
Environmental and social management plans	<ul style="list-style-type: none"> • Include a gender action plan or gender strategy.
Monitoring and impact measurement	<ul style="list-style-type: none"> • Use gender-sensitive indicators for identified impacts, measuring outcomes for women and men. • Use participatory monitoring mechanisms for women and men.

Source: Author summary based on NCEA (n.d.).

2.3 Gender Equality Indicators in Peru

Peru's National Environmental Certification Service (Servicio Nacional de Certificación Ambiental para las Inversiones Sostenibles or SENACE) is the authorized public agency that oversees environmental impact studies (EIAs) in the country. EIAs have been required in Peru for more than 20 years⁵ with the goal of identifying the significant positive and negative impacts expected from a given investment project, including mining. EIAs also establish measures to mitigate negative impacts by actively involving citizens (SENACE, 2016). In 2016, SENACE published the "Social Management Tools for Environmental Certification" that guides the work of project owners, social actors, and SENACE evaluators themselves (SENACE, 2016), in which guidelines and instruments that consider gender and intercultural variables are proposed for the first time (SENACE, 2016). Following this publication, in 2017, SENACE approved the "Guidelines to Promote the Participation of Women in the Environmental Certification Process," which aims to promote the effective participation of women in the preparation and evaluation of the EIAs conducted for infrastructure and construction projects, including mining operations.

⁵ Law No. 27446, Law of the National Environmental Impact Assessment System, outlines the conditions when the EIA is required, and which criteria apply.



One of the recommendations in these guidelines is to consider the incorporation of a gender approach in the methodology used for the preparation of the social baseline, an early developmental step of the certification process that identifies the context where operations take place. Adopting gender-specific variables early in the process could be crucial in streamlining gender considerations along the entire methodology.

In line with this recommendation, SENACE tapped into support from the Management of Mining and Energy Activities in Peru project funded by Global Affairs Canada. It then prepared a guideline that specifies the gender equality indicators that would contribute to a better characterization of the population surrounding the projects and evaluation of the differentiated impacts to be incorporated into the EIA process for the mining and energy sectors. The objective of this guideline is to guide SENACE evaluators, proponents, and social consultants in the use of gender equality indicators for the collection and analysis of information for the preparation of the social baseline used for assessment and formulation of environmental and social management plans for mining, hydrocarbon and electricity projects.

Through the process of preparing the IGel guide, five gender indicators were developed. These indicators can also help monitor the progress of the project implementation through a gender lens and in an intersectional manner by looking at opportunities for local women, languages spoken, household economic activities, and unpaid work. These indicators are provided below.

Gender Equality Indicators:

- Potential gender gap in jobs – baseline gender representation in similar opportunities locally, expected gender representation in jobs generated by the mining projects and through their contractors.
- Potential gender gap in average income – baseline income disparity by gender for similar positions, expected income disparity from jobs required by the mining projects and their contractors.
- Percentage of women who attend spaces generated by the project (in productive projects, dialogue tables, monitoring committees, workshops, informational offices, or others).

The approval and official adaptation of the guideline is underway. Once the guideline is adopted, the key stakeholders will be trained on the use of these indicators, and SENACE will initiate pilot projects to test the methodology.

2.4 Examples From International Organizations

As seen in the examples above, governments have devised legal frameworks, analytical tools, and guidelines to illustrate how gender equality can be promoted via impact assessments before project development. In addition to governments and state agencies, international organizations have been actively developing frameworks and tools to promote gender mainstreaming in impact assessments.

World Bank Indicators

The World Bank has developed a series of [key indicators and policy recommendations](#) to apply throughout project phases in extractive industries, through which gendered impacts can be accounted for in the context of environmental and land use changes (Eftimie et al., 2009a).



One of the key features of this framework is the comprehensive list of indicators that can be used for baseline data collection and monitoring through the mine lifecycle (i.e., number of men vs. women with bank accounts in their own names, number of men vs. women who spoke at the last community decision-making meeting, ratio of small businesses or micro enterprises owned by women vs. men, share of earned household income controlled by women, ratio of women to men in community with land titles in their own names, percentage of those who report being displaced who received compensation, number of reported cases of violence against women, etc.). While the World Bank guideline does not explain collection and analysis methods, this extensive list of indicators provides a good snapshot of gender-responsive data needed in an ESIA, particularly during the baseline data collection, public consultation, monitoring, and impact analysis.

International Finance Corporation Toolkit

Another important piece of work from the World Bank Group is the International Finance Corporation's [Toolkit of Actions and Strategies for Oil, Gas, and Mining Companies](#) (International Finance Corporation, 2018). The toolkit includes a specific section on integrating gender concerns into social impact assessments, including a comprehensive list of questions to be asked during the gender-equitable data collection. These questions are grouped as general questions, interests and perceptions, changing household dynamics, influencing institutions, social subgroups and vulnerable populations, safety and health, and participation and benefit sharing. These questions need to be answered by experts on gender equality, as they focus on understanding key challenges and opportunities for women and cooperation by key stakeholders to analyze the context and perceptions.

IISD and Oxfam Guidelines

While not specific to mining, the technical guideline “Enabling Voices, Demanding Rights; A Guide to Gender-Sensitive Community Engagement in Large Scale Land Based Investment in Agriculture” developed jointly by IISD and Oxfam can be applied to mining (Oxfam & IISD, 2018). There is a specific chapter dedicated to tools and strategies for incorporating women’s needs and perspectives into ESIA. This guideline is specific to contexts where the communities are faced with land loss or land transfer, and it offers a step-by-step tool that can be applied in wider contexts than agriculture (as in the Zambia case study featured in this report).

UNDP and African Development Bank Guidelines

In 2013, the UNDP, in association with the African Development Bank (AfDB), published guidelines on [how to integrate gender-related issues into the environmental impact assessment process in eastern and southern Africa](#) (UNDP, 2017). This guideline focuses primarily on health issues (i.e., communicable and non-communicable diseases, pollution-induced diseases and disorders, vector-borne diseases, physical injury, nutritional disorders, mental health, occupational health and emerging health issues and pandemics) and provides clear sets of questions to be answered for each step of the ESIA that focus on gender, health, and well-being. The guideline includes case studies and information specific to the mining sector. As with many other assessment approaches, the UNDP/AfDB’s guidelines recommend obtaining key quantitative and qualitative information to obtain a solid basis for gender-based analysis. Below are the steps to follow for integrating gender into ESIA from the UNDP/AfDB’s guidelines:



BOX 2. HOW TO INTEGRATE GENDER INTO ESIA? GUIDELINES ON INTEGRATING HEALTH AND GENDER INTO ENVIRONMENTAL AND SOCIAL IMPACT ASSESSMENTS IN SUB-SAHARAN AFRICA

- Collect recent socio-economic data for the project area disaggregated on the basis of sex and age.
- Complement quantitative data—especially if such data are lacking or very out of date – with qualitative insights obtained during the social survey and from local government, clinics, community-based organizations, and other civil society organizations working in the proposed project area.
- Identify existing gender inequality regarding disease burden, access to health care, jobs, livelihoods, mobility, access to resources, and so on.
- Obtain the views, aspirations, and concerns of different groups and genders during the public consultation process.
- Consider opportunities for work that align with the skills and abilities of both men and women.
- Analyze the situation by asking the following questions:
 - Will the distribution of income between men and women change and in what way?
 - Will the use of time for productive work between men and women change and in what way?
 - Will women’s perception of (and actual) security change?
 - Will women’s employment rate increase? What will be the social consequences of this?
 - Will women or men benefit from skills training?
 - Will roles and responsibilities for men and women in the household change and in what way? What would be the consequences of this in the society in question?
 - Are there equal opportunities to benefit from the project?
 - Will women have an increased or decreased role in decision-making?
 - Will gender-based violence increase?
 - Whose health will be most affected?
 - Are gender stereotypes embedded in the culture of the area?

Source: UNDP, 2017.

These guidelines also set the following criteria for conducting separate gender impact assessments instead of integrating the gender analysis into the ESIA. Gender impacts should be explicitly assessed where:

- There is gender inequality in the project-affected communities
- Gender roles and responsibilities will be significantly affected
- Livelihoods will be significantly affected
- Project benefits are likely to accrue to one gender at the expense of the other



3.0 Stand-Alone Or Integrated Gender Impact Assessments

A gender impact assessment (GIA) is a tool for the screening of a mining project in order “to detect and assess its differential impact or effects on women and men so that these imbalances can be redressed before the proposal is endorsed” (Esposito & Daaji, 2019, p. 14). GIA helps ensure that the rights of women, men, and gender-diverse people are equally acknowledged and promoted from project design to monitoring. GIA is a dynamic and context-driven process that requires the assessment of the different social, economic, cultural, or historical dynamics and power relationships for people from all genders in affected communities. These contextual features should include gendered division of labour, access to and control over resources, power relationships, and social and cultural norms (Hill et al., 2017). GIA stands out among other means of impact assessment as it provides a systematic, gender-specific, and context-driven tool that is beneficial to all stakeholders.

The central question of the GIA is: Does a mining project lessen, maintain, or exacerbate the gender inequalities between men, women, and gender-diverse people?

A GIA can be conducted as a stand-alone exercise or part of the ESIA and can be undertaken by local, central, or regional governments, companies, or civil society. While a well-planned GIA can be integrated into the baseline studies undertaken at the exploration and planning stages, it is possible to conduct a GIA at a later stage in the mining life cycle, including the closure and post-mining transition. Similarly, the literature suggests that gender and other identity factors such as age, disability, sociocultural background, and socio-economic status should be accounted for before the start of the mining project, to help mitigate potential negative impacts and better integrate gender and other identity factors into project design and implementation (Peletz & Hanna, 2019).



3.1 Oxfam’s Guide to Gender Impact Assessment for the Extractive Industries

In 2009, Oxfam developed a tool designed for use with hydropower projects (Oxfam Australia, 2009), which they later drew upon to create a GIA tool for extractive industries in 2017. This tool, *A Guide to Gender Impact Assessment for the Extractive Industries*, is of particular importance since it places emphasis on collecting data on power imbalances between men and women based on their access and control of resources, gender division of labour at household and community levels, and strategic and practical gender needs of women (Hill et al., 2017).

3.2 FemNorthNet’s Gender Analysis Framework

BOX 3. STEPS FOR GIA ACCORDING TO OXFAM’S A GUIDE TO GENDER IMPACT ASSESSMENT FOR THE EXTRACTIVE INDUSTRIES (HILL ET AL., 2017)

Step 1: Baseline: Construct a gender-disaggregated demographic and socio-economic profile of the households and communities affected by the project.

Step 2: Dialogue and analysis: Undertake an analysis of the potential impact of the project through consultations and dialogue with women and other members of the community.

Step 3: Planning: Develop a gender action plan with impacted communities (for example impact benefit agreements, community grievance mechanisms etc.) to avoid risk and have a positive impact.

Step 4: Review and improve: Review and undertake ongoing consultation with women and other members of the community.

The Feminist Northern Network (FemNorthNet)⁶ has developed a [gender analysis framework](#) for specific application to resource development and extraction projects (Manning, 2014). This tool focuses on uncovering the “different impacts on women and other marginalized members of communities living at the intersection of multiple inequalities” (Manning, 2014, p. 2). The gender and diversity analysis tool offers a range of questions to be posed throughout the resource development and extraction projects. The box below provides a snapshot of these questions, which are further detailed and specified within the actual framework.

This tool focuses on the “processes” rather than “impacts” and serves as a self-check tool to support policy-makers in assessing if intersectional dimensions of gender have been comprehensively addressed.

⁶ The FemNorthNet project is housed at the Canadian Research Institute for the Advancement of Women (CRIA-W-ICREF).



BOX 4. GENERAL QUESTIONS (TO BE ASKED THROUGHOUT THE PROJECT):

- What are the costs and benefits of the project?
- How are women and other marginalized groups recognized and included in the project?
- Is power seen as structural in the context of the resource development or extraction project?

Assessment Questions (to be asked during the assessment process)

- What types of knowledge were included (are being included) in assessments and decision making?
- Who was involved in the consultation and negotiation processes?
- What considerations of time and space were included?
- Have the project assessments considered impacts or costs across multiple levels?

Decision-Making Questions (to be asked during the decision-making process)

- What do we know about the decision-making process?
- What is the final approval process?

Monitoring Questions (to be asked during the monitoring process)

- What do we know about the monitoring process?

Reflection Questions (to be asked once the policy analysis is complete)

- Was social justice a consideration in the policy or decision-making process?

Source: Manning, 2014.

In 2013 and 2014, FemNorthNet tested this framework by conducting a feminist intersectional policy analysis of the Maritime Link, a subproject for a larger hydroelectric development project in Canada. The [process](#) was conducted in parallel to the environmental assessment process and highlighted some gaps, such as the lack of an implementation plan or the inclusion of an intersectional lens that had been overlooked by the assessment.

In 2018, FemNorthNet extended this tool in a report addressing Canadian Environmental Assessment Agency on how impact assessments can be strengthened to account for Indigenous women (Manning et al., 2018).

3.3 World Bank's Checklist Approach

In 2009, the World Bank endorsed a [toolkit](#) that aims to understand how extractive industry projects may impact women and men differently, and how negative impacts of the extractive industry projects sponsored by the World Bank can be minimized while ensuring their benefits are shared more equally between men and women in the communities hosting these operations (Eftimie et al., 2009b). This toolkit offers a simple and easy-to-use checklist



approach that links project phases with questions to be asked and tools to be deployed during the gender assessment. The steps of this approach are summarized below.

BOX 5. CHECKLIST FOR GENDER SENSITIZING BY WORLD BANK

A. Project Design and Preparation

1. Evaluate country gender context using poverty and social impact approaches.
2. Identify key women stakeholder groups in the community.
3. Consult with key women stakeholder groups to determine key gender issues in the sector in the proposed project area.
4. Based on information collected, determine the likely distribution of risks and benefits of the proposed project by gender by each stage, that is, how are benefits and risks distributed between men and women at the exploration, feasibility, construction, operational, closure, and post-closure stages?
5. Determine indicators for measuring the different impacts of extractive industries on men and women, and determine if baseline data and analysis are available to identify key gender issues in the community.

B. Project Implementation and Supervision

1. Implement the agreed measures to enhance the benefits and mitigate the risks of the project on women.
2. Implement monitoring activities.
3. Throughout the project, as supervision and monitoring data are received, make appropriate changes and adjustments to ensure the program continues to be gender sensitive and responsive.
4. Identify lessons learned.

Source: World Bank, 2009.

3.4 Gender Impact Assessments in Artisanal and Small-Scale Mining

Another mining-specific GIA tool is the one developed by the World Bank Group in their [Rapid Assessment Toolkit](#). This toolkit offers a thorough approach to “understanding men’s and women’s differentiated access to the resources and opportunities associated with artisanal and small-scale mining (ASM) and how they are affected by ASM” (Eftimie et al., 2012). The toolkit situates the gender dimension in ASM under three main pillars, namely roles and responsibilities, access and control, and impact and benefits. Additionally, it offers a set of questions to analyze how these gender dimensions affect women and communities throughout five main value-chain components of ASM: prospecting and exploration, mining, processing, goods and services, and marketing of minerals. The main purpose of this tool is to support policy-makers and decision-makers in their understanding of the gendered nature of ASM and to promote the development of gender-responsive policies in ASM.



In 2020, the Canadian-based IMPACT (impacttransform.org) developed a [toolkit](#) to assess the gendered impacts of projects and policies related to ASM. This toolkit offers strategies to integrate gender equality and human rights principles into a wide array of ASM initiatives that support the formalization of the sector (IMPACT, 2020). The toolkit has a diverse focus that ranges from programs, policies, and legislation and speaks to a wide audience that includes civil society actors, mining associations and cooperatives, government departments and agencies, philanthropic foundations, and the private sector. It contains 14 tools to support gender equality in the ASM sector, including baseline data collection sheets, gender analysis matrix, gender impact matrix, a gender impact mitigation and monitoring plan, and a gender communications profile. While this toolkit was developed to support policies and programs in ASM, with a particular focus on its formalization, the tools can also be used to assess the gendered impacts of large-scale mining projects.

3.5 Gender Impact Assessment Tool From the European Institute for Gender Equality

Although not specific to mining, the most well-known tool for conducting GIA is the one developed by the European Institute for Gender Equality (EIGE) of the European Union to ensure that gender is mainstreamed into legislation, policies, and programs. The guide, entitled [Gender Impact Assessment: Gender Mainstreaming Toolkit](#) (2016), outlines a five-step approach to conducting GIAs. The guideline provides guiding questions for each step and details the critical elements of analysis for each step. While the scope of this tool is at the legal and policy levels, it can still be applied to infrastructure projects, including mining operations.

BOX 6. STEPS OF GIA ACCORDING TO EIGE'S GENDER MAINSTREAMING TOOLKIT (EIGE, 2016)

Step 1. Defining the purpose of the policy, programme, or project and show how it connects with gender equality.

Step 2. Checking gender relevance by analysing the direct and indirect impacts of targeted policies, legislation or programs on target groups and beyond.

Step 3. Gender-sensitive analysis to determine the impact that the intervention could have on the effective equality of women and men. This is the most comprehensive step of the GIA that requires collection of data on demographics, division of labour, organization of private life, organization of citizenship (access and impact on decision-making).

Step 4. Weighing the gender impact by taking into account participation of women in the public sphere (politics, economy, employment, culture, etc.), participation of men in domestic duties and care work, and women's access to and control of resources.

Step 5. Documenting the findings and provide conclusions to further gender equality through the impacts of the legislation, policy, or program on women and men within the target group(s).

Source: EIGE, 2016.



3.6 Economic Community of West African States Directive on Gender Assessments in Energy Projects

In June 2017, energy experts of the Economic Community of West African States (ECOWAS) validated and adopted the ECOWAS [Directive on Gender Assessments in Energy Projects](#). While not related to the mining sector, this is a solid legal framework from another industrial sector that establishes a strong policy commitment to gender assessments. These assessments identify vulnerable groups and persons, assess specific risks and opportunities for women and other vulnerable groups and persons, and call for the preparation of a gender management plan before the implementation of energy projects.

BOX 7. ECOWAS' MINIMUM CRITERIA THAT THE GENDER ASSESSMENTS MUST INCLUDE:

1. Differences between men and women in terms of displacement, resettlement, loss of livelihood, and physical security and health.
2. Basic and strategic gender needs of the beneficiaries of the project, taking into consideration factors including health, education, property ownership, effect on livelihood and protection from human trafficking, violence, and sexual exploitation.
3. Social representation and level of empowerment of men and women within the community and the participation and empowerment of men and women in the project activities, consultations, and decision-making processes.
4. Division of community and Project labour among men and women.
5. Differences between men and women in access to and control over community and project resources and benefits.

Source: ECOWAS, 2017.

In addition, the Directive sets out the minimum content requirements for gender assessments, gender management plans, and gender monitoring reports and details the procedural obligations, enforcement requirements, and conflict-dispute mechanisms for the ECOWAS member states. ECOWAS also devised a [specific action plan](#) to oversee the implementation of the Directive. The Directive advises ECOWAS members to integrate gender assessment into the ESIA requirements where relevant. This Directive is the first time that ECOWAS has regulated gender assessments in any given sector (Maduekwe & Factor, 2021) and can serve as an example for similar sectors, such as mining. At the time of the writing of this report, progress on the implementation of the Gender Directive at the national level had not yet been monitored, and no case studies were available.



4.0 Gender Analysis in Human Rights Impact Assessments and Due Diligence

The UN Guiding Principles on Business and Human Rights is a set of universal standards that solicit the private sector's commitment and good practices for respecting human rights and preventing their infringement in their operations. Human rights impact assessments (HRIAs) and due diligence are two interlinked processes that enable companies to demonstrate that they know, understand, and commit to these standards and are able to meet their responsibility to respect human rights (UN Office of the High Commissioner for Human Rights, 2011).

Meeting this responsibility requires that companies adopt a human rights policy and carry out human rights due diligence as stipulated in the UN Guiding Principles on Business and Human Rights (Business for Social Responsibility, 2013). According to the Prospectors and Developers Association of Canada (n.d., p. 2), "before initiating any new exploration project and before progressing to the next stage of exploration on an existing project, explorers should conduct a project due diligence." Accordingly, project due diligence is defined as a risk-management process designed to facilitate companies' decision to proceed with a project or not, and if so, how to foresee and mitigate the social, economic, and environmental risks of the project from the outset.

The key elements of human rights due diligence are:

- Assessing actual and potential human rights impacts of a company's operations and business relationships
- Integrating and acting upon the findings of HRIAs
- Monitoring performance
- Communicating the results

The Danish Institute of Human Rights defines HRIA as "a process for identifying, understanding, assessing and addressing the adverse effects of a business project or business activities on the human rights enjoyment of impacted rights-holders such as workers and community members" (Danish Institute of Human Rights, 2016, p. 10). HRIA draws on internationally recognized human rights standards and principles and deploys them as benchmarks for impact assessment.



While there is a proliferation of tools and techniques to conduct HRIAs and due diligence (notwithstanding the fact that some of the pioneering frameworks mention “gender” as a topic of attention), most of these frameworks fall short in developing a thorough methodology that understands and accounts for gender norms, roles, and inequality (Götzmann & Bainton, 2021). Only a few available frameworks offer a structured approach to integrating gender equality and women’s empowerment.

4.1 OXFAM’s Community-Based Human Rights Assessment Tool

Oxfam’s [Community-based Human Rights Assessment](#) tool offers a step-by-step approach that offers a thorough analysis of the negative and positive human rights impacts of an investment project (Oxfam, n.d.). This tool was designed for local communities and local organizations to use but can indeed be used by other stakeholders such as industry or government. The tool includes, among technical information and case studies, reference documents on human rights, examples of research techniques, relevant websites, and details on where to find specific information. Early versions of the tool included references to gender issues; however, the tool did not offer a systemic and structured approach to integrate gender equality. In 2022, Oxfam released a new version of this tool to answer that need. The new toolkit offers info boxes that elaborate on adopting a “gender-balanced and intersectional approach.” It includes reading resources, definitions, tips, and tools to ensure that the experiences and the voices of women and gender-diverse people are not consigned to the fringes of decision making. Implementation of this toolkit for the [human rights impact assessment of the East Africa Crude Oil Pipeline](#) can be inspiring for the mining sector (Oxfam, 2020).

4.2 Danish Institute for Human Rights Guideline for Gender-Responsive Due Diligence

The Danish Institute for Human Rights has developed a [guideline](#) for extractive industries (Danish Institute of Human Rights, 2019) to showcase how gender can effectively be accounted for through six selected dimensions of a human rights due diligence process: (1) community relations; (2) land acquisition and resettlement; (3) security; (4) local content; (5) grievance resolution; and (6) strategic social investment. For each topic, a short overview of key gender issues is provided, as well as strategies for addressing challenges and enhancing gender-responsive due diligence in practice.

The gender issues and strategies listed in this guideline do not offer a concrete methodology for undertaking a gender-responsive HRIA. On the other hand, the issues listed in this guideline offer a strategic approach for companies to account for “gender” in some key steps of their operations and due diligence process. In addition, the key gender issues listed in this document provide a solid ground for companies to identify their potential gendered impacts (e.g., local content programs, land acquisition and resettlement plans).

**TABLE 2.** Gender-responsive due diligence

Human rights due diligence area	Gender equality dimensions
Community relations	<ul style="list-style-type: none"> • Participation of women in the consultation and engagement process • The role of community liaison officers • Structural barriers influencing women's ability to participate • Women's free, prior, and informed consent
Land acquisition and resettlement	<ul style="list-style-type: none"> • Legal recognition of women's land rights • Customary land rights and communal land use • Socio-economic barriers • Loss of livelihoods and economic opportunities • Increased food insecurity • Compensation arrangements • Increased workload, including household responsibilities • Disruption of local culture
Security	<ul style="list-style-type: none"> • Gaps in key frameworks • Social and structural tensions • Sexual and gender-based violence • Sexually transmitted infections • Women human rights defenders
Local content	<ul style="list-style-type: none"> • Legal and formal barriers to employment • Gender roles in extractive industries work • Inequality and social exclusion • Lack of women in leadership and female role models
Grievance resolution	<ul style="list-style-type: none"> • Barriers to accessing judicial remedies • Barriers to accessing non-judicial remedies • Lack of gender sensitivity in project-level grievance mechanism
Strategic social investment	<ul style="list-style-type: none"> • Inadequate assessment of negative gender impacts • Gaps in engagement of women on EI social investment

Source: Danish Institute for Human Rights, 2019.



5.0 Case Studies

Case Study 1: How ESIA Process and Approval Conditions Can Address Gender Issues: Kudz Ze Kayah project, Yukon, Canada

Background

BMC Mineral's Kudz Ze Kayah project is a proposed zinc-copper-lead open pit mine in the Yukon Territory, Canada, located within the traditional territories of the Ross River Dena Council and Liard First Nation. The project foresaw 2 years of construction to be followed by 10 years of operation that is expected to mine 2 million tonnes of ore annually, producing 180,000 tonnes of zinc, 60,000 tonnes of copper, and 35,000 tonnes of lead concentrate each year of operations (IGF, 2020). The overall mine life cycle was expected to be approximately 38 years.

The Yukon Environmental and Socio-economic Assessment Board (YESAB)⁷ conducted the environmental and socio-economic review process for the project from 2017 to 2020 pursuant to the Yukon Environmental and Socio-economic Assessment Act and made it available for comment from the project's decision bodies, affected First Nations, interested persons, and the public via web, email, fax, regular mail, and hand delivery. The purpose of this screening was to determine if the project would have "significant adverse environmental or socio-economic effects in or outside Yukon and if these effects can be mitigated by terms and conditions; and provide a recommendation to the project's decision bodies – Government of Yukon, Natural Resources Canada, and the Department of Fisheries and Oceans" (YESAB, 2019, p. i).

The executive committee deployed the "valued component" methodology to assess the environmental and socio-economic impacts of the project and defined the following project elements accordingly: "water resources, wildlife, traditional land use, economics, human health

⁷ The YESAB is appointed under the auspices of the Yukon Environmental and Socio-economic Assessment Act. The board's main purpose is explained on its webpage as "to protect the environmental and social integrity of Yukon, while fostering responsible development in the territory that reflects the values of Yukoners and respects the contributions of First Nations" (YESAB, n.d.).



and safety, community well-being and heritage resources” (YESAB, 2019). The report focused on gender aspects, mainly under “Personal Safety” within the Human Health and Safety section. Overall, the executive committee concluded that the project had numerous potential adverse impacts on water resources, traditional land use, and human health and safety, and proposed a comprehensive list of mitigation measures to be adopted by the project’s decision-making bodies.

Summary of the Findings on Women’s Safety

The screening report analyzed the project’s potential impacts on personal safety with respect to violence against women and sexual minorities. Personal safety is defined in the report as the “value and importance of a person’s freedom from violence and harassment in all aspects of their life,” and considered “sexualized violence, sexism, racism, harassment and bullying of and against vulnerable populations” as threats to personal safety. In this regard, the committee analyzed the project’s potential impacts under two dimensions:

1. Community impacts, focusing on abuse toward women and the impacts on families and community well-being; and
2. Workplace impacts, focusing on harassment and abuse toward women and sexual minorities.

The assessment focused on the following aspects to set the baseline and understand the context:

- Legal framework and regulatory setting governing personal safety at federal and territorial levels.
- Local context based on the literature review on how and to what extent mining operations hamper women’s personal safety.
- Current conditions and trends at project locations (Ross River, Watson Lake, Whitehorse) based on statistical information on the prevalence of violence against women, violent crimes, and substance abuse, as well as surveys taken by other institutions such as Yukon Status of Women’s Council and the National Inquiry into Missing and Murdered Indigenous Women and Girls. Also, critical service providers/specialist services for gender-based violence have been mapped.
- Project design and mitigation measures proposed by the project were then analyzed against this baseline. Criteria such as the influx of migrant workers, potential changes in financial dependency and changes in disposable income, fly-in/fly-out work arrangements, and workplace policies were assessed against the backdrop of the historical and social context laid out in the baseline.
- Potential effects from mining operations in the community and workplace were mapped, including their long-term adverse results and a body of proof showcasing why these risks are significant for the project and the communities involved. These potential effects mapped by the assessment are:
 - At the community level: Increased risk of sexual assault, domestic violence, and other forms of abuse.
 - At the workplace: Risk of harassment, assault, and inappropriate advances within the mining workplace.



Proposed Mitigation Measures

When YESAB published the *Final Screening Report* on the basis of the mapping of the effects of mining operations at the community and workplace levels, the following mining project approval conditions were recommended:

- Harassment prevention training
- Mentors or supervisors for Indigenous women
- Formal feedback process for Indigenous concerns
- Development of policies and processes that promote a safe, respectful, and inclusive environment for women and sexual minorities
- Development of an anti-harassment and bullying policy
- Support for communities impacted by the project, with implementing programs for women in need
- Creation of policies, procedures, and plans to support and protect survivors of sexual harassment and gender-based violence.

Industry Response

BMC supported and commended YESAB for providing these requirements (YESAB, 2020). This case study illustrates the use of the ESIA process to assess and respond to gender-based impacts and proactively minimize adverse social impacts. However, the implementation of the commitments by the industry had not yet been reported at the time that this analysis was written.

Key Lessons

- This case study shows that various actors can initiate the process of integrating gender-sensitive elements during the impact assessment; in this case, it was YESAB and the impacted communities. The analysis was done by the agency coordinating the environmental assessment process and included a literature review and community consultations.
- This case study showcases a positive example where industry, public authorities, and communities established a constructive dialogue that prescribed concrete actions.
- Social and historical context is a critical part of the process. This impact assessment was built on the [National Inquiry into Missing and Murdered Indigenous Women and Girls](#), which identified the historical grievances that underpinned the community's concerns and demands.
- The case study focused mainly on the gender-based violence-related impacts as the most critical gender-specific concerns, which are the highest risk due to the existing social and historical context in the communities, and largely excluded gendered impacts on employment or social life. A more comprehensive approach could further strengthen the gains for women while minimizing other possible risks.
- As the project was yet to be implemented when this report was written, this case study focuses on the process before the project development only.



Case Study 2: Civil Society's Power to Mobilize Gender-Sensitive Community Engagement to Inform Environmental Impact Assessment in Zambia⁸

Background

In 2020, Oxfam International funded a project in Zambia to implement the “[Enabling Voices, Demanding Rights: A Guide to Gender-Sensitive Community Engagement in Large-Scale Land-Based Investment in Agriculture](#)” technical guideline developed jointly by IISD and Oxfam. While the guideline had been developed specifically for large-scale land-based investment in agriculture, the Zambia Land Alliance and Oxfam Zambia implemented the guideline in Nyimba district, in an area where a new granite project was about to be launched. The gender-sensitive community engagement project was aligned with the EIA process of the mining project that was supervised by the Zambia Environmental Management Agency (ZEMA). In parallel to this process, the Zambia Land Alliance tested the same methodology in a different context and in a different district, where a large-scale water and sewerage project was already being implemented. This dual approach provided an opportunity to compare the results and draw conclusions on the integration of gender into an EIA process across two different types of natural resources management activities.

Main Activities

In line with the technical guidance, the gender-sensitive community engagement was implemented in two main pillars. The first pillar focused on raising awareness of the gender-sensitive community engagement tool, free, prior, and informed consent (FPIC)⁹ and the resettlement policy of the country. Particular attention was given to disseminating the information in local languages (Kaonde, Lunda, and Memba) spoken in rural communities and in simplified formats, including flash cards, radio programs, stakeholder meetings, and summary sheets that were accessible to women and other vulnerable groups with limited literacy. Additional attention had been given to understanding how gender stereotypes, cultural norms, and gendered division of labour limit the participation of women, and the project took measures to ensure the participation of women in meetings, including the selection of meeting venues that were suitable for women and setting the meeting time in coordination with school hours. Thanks to these measures, the community engagement activities were successful in terms of ensuring the participation of women.

Sensitization meetings held with communities revealed that the communities—and especially women in these communities—had not been able to communicate their concerns to the mining project proponents. Zambia Land Alliance took this opportunity to inform the community members about the EIA process and the resettlement action plan that

⁸ This case study was developed based on the information provided by Oxfam International.

⁹ “[FPIC] is a specific right that pertains to indigenous peoples and is recognised in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP). It allows them to give or withhold consent to a project that may affect them or their territories. Once they have given their consent, they can withdraw it at any stage. Furthermore, FPIC enables them to negotiate the conditions under which the project will be designed, implemented, monitored and evaluated. This is also embedded within the universal right to self-determination.” For more information see Food and Agriculture Organization of the United Nations (n.d.).



accompanied it. The project team supported the communities by helping them to understand the project documents and submit their concerns to the ZEMA.

As a second pillar, the project team targeted local civil society organizations and supported them to better lobby and advocate for land-based investments. District and national multistakeholder meetings brought together community-based organizations, traditional leaders, women's organizations, and public authorities. These meetings provided an opportunity to discuss the gendered impacts of the mining project, review the environmental impact statement prepared by the mining company, and integrate the related concerns into the submission to ZEMA regarding the environmental impact statement. Community participants demanded that the environmental impact statement and the resettlement action plans be shared with community members in language that would be easily understood by the affected community members.

Key Lessons

- The key finding of this pilot project was the importance of translating the information, including the reports from the ESIA and other impact assessments, into local languages and disseminating them within communities in easily understandable, user-friendly formats. The sensitization meetings conducted in mining-impacted communities revealed that these communities—and especially women and other under-represented groups in the communities—were unaware of the fact that an environmental impact assessment was being conducted, and they had a right to make an informed decision on the assessment and accompanying resettlement plan. The key informants of the stakeholder meetings expressed their appreciation of the gender-responsive community engagement process and indicated that the information shared would enhance the participation of women in issues of land rights and their involvement in the land resettlement process.
- Another important key finding was the importance of the timing of the community engagement. Zambia Land Alliance implemented the project in two communities that were both affected by land-based investments. As opposed to the water and sewerage project, which was already well advanced in its implementation, the mining project was only at the project development stage when the environmental impact assessment was being conducted. The comparative results indicated that the meaningful participation of the community members was harder to ensure when the development projects had reached relatively advanced stages. Accordingly, the best results were achieved when the gender-responsive community engagement was initiated at the scoping/issue identification stage.
- This project also highlights the role of civil society in terms of its ability to bring the voices and agency of women into the assessment processes. The project successfully fostered the meaningful participation of women, including through meetings, providing key information in accessible ways to women in the communities, and by supporting women in submitting their concerns and requests to relevant public authorities.



Case Study 3: Integrating Gender-Specific Considerations in the Human Rights Assessments of the Aimec Minerals' Nuiguyo Project¹⁰

Background

“Nuiguyo” is an open-pit gold and silver mine located in the tropical southern district of one of Indonesia’s forested islands. The project was expected to affect the agricultural work and water rights of the local communities. During the baseline study of the project, the company commissioned an HRIA to be conducted by the NGO Nomogaia,¹¹ with the aim of better assessing and mitigating the human rights-related risks (Wielga et al., 2009).

Methodology

The HRIA methodology of the project adopted a gender-responsive approach and completed the following:

- **Gender-disaggregated baseline data:** The HRIA included a detailed baseline for labour, health, and economy. The HRIA analyzed how gender was relevant to these categories and collected baseline data that could help understand potential impacts. For example, under the category of labour, data were collected on the gender pay gap from other mining operations in the region and gender unemployment rates; for health, data included maternal mortality rates, number of women’s health clinics, and the prevalence of sexually transmitted diseases; under economics, data included the means of livelihoods for women.
- **Highlighting women’s rights as a fundamental consideration:** For some categories, the relevant women’s rights were highlighted as the focus of the impact assessment, such as “equal pay for equal rights.” In addition, women and women’s groups were included as groups of rights-holders that could be impacted by the project.
- **Zooming in on exploitative practices and discrimination:** The HRIA analyzed the potential impacts of the mining project in terms of increased risks of the exploitation of—and discrimination against—women and children and other vulnerable groups.
- **Based on the baseline, the HRIA listed potential impacts and risks:** For example, an estimated profile of jobs that could be filled by women was drafted under the category of labour, and potential risks—such as inflexible working conditions—were listed as risk factors. Increased unpaid work, increased alcohol consumption, prostitution, and increased gender-based violence were listed as potential risks.
- **Listing relevant corporate policies:** The HRIA included a list of company policies that could help mitigate those risks, such as an “Opportunity and Equality Policy.”

¹⁰ As the Project reports indicate, “Nuiguyo,” “Aimec,” and other identifying elements of the project have been changed as the company that commissioned the HRIA was later sold to another company. In order to protect the client’s privacy, the identifiable information has been changed accordingly.

¹¹ Nomogaia is a non-profit research organization that publishes information about business and human rights using the United Nations Guiding Principles on Business and Human Rights as an organizing framework.



- **Management plan in action:** Lastly, the HRIA included a management plan for each impact category. Where relevant, specific measures were listed for women. An example was:
 - “The Project is almost certain to impact gender equality, either positively or negatively. Company policy stipulates equal pay for equal work, but if women are less qualified (less educated, less trained, less liberated) than men, jobs available to them will be lower-paid, as they are at palm plantations. To pursue its policy of improving gender equality in its operations, the Company has an opportunity at the Project to promote equal training for men and women and provide working arrangements (e.g., rosters) that are suitable for women who may have additional maternal or familial responsibilities.” (Wielga et al., 2009, p. 45)

This HRIA is an example of step-by-step structural integration of gender-specific consideration in an HRIA process. As the company that commissioned the HRIA was sold before the start of the project, this HRIA was not put into practice.

Key Lessons

- This case study featured a strong partnership that enabled a structured process and enforceable results. The company’s full cooperation with an NGO that specialized in HRIAs was an indication of a reliable commitment from the industry side. However, due to the unexpected change in the ownership structure, these commitments did not yield real results.
- One important feature of this case study was the structured way of integrating gender considerations. A gender perspective was purposefully and strategically included in the baseline data collection, identification of relevant human rights, impacts, and risks, company policies, and management plans. Nonetheless, it should be noted that a more progressive approach would be to include women’s rights as a cross-cutting principle to be checked against all impact areas and human rights that are analyzed. This could have helped identify less immediately visible risks and opportunities.
- Linking risks with corporate policies is another good practice that could help companies assess their existing tools that are readily available to respond to human rights risks of the projects and to strengthen them in areas where they fall short.
- Lastly, the HRIA used an intersectional lens to some extent and tried to analyze various impacts on different women and other groups that needed special attention. However, as the HRIA background explains, the project area did not include Indigenous communities and was rather homogenous in composition, which limited the scope of the intersectional approach from the outset.



6.0 Lessons Learned

This overview of tools, legal frameworks, and case studies demonstrates the lack of systematic, well-planned, and intersectional gender analyses before and during mining project implementation. The most critical lesson learned is the importance of legal frameworks and monitoring mechanisms operated by governments to ensure that the industry meets international best standards to analyze and respond to the differentiated needs and challenges of women, men, and gender-diverse people from all ages, sociocultural backgrounds, and socio-economic groups, and other identities. The case studies showcase that gender analyses can be initiated by any stakeholder, namely local and central governments, civil society organizations, and industry and are not exclusive to countries where the legal frameworks require them. Nonetheless, the existence of legal requirements is a clear driver for the industry. Accordingly, governments are advised to revise their legal frameworks to encourage the mining industry to take positive action. To support implementation, governments can also develop simple guidelines and toolkits, train a wide array of stakeholders, including civil society and local administrations, support monitoring efforts by women's organizations and Indigenous women's organizations when relevant, facilitate the dialogue between local stakeholders and the industry during the licensing and/or impact benefit agreement process, and promote best practices. While the industry fully bears the responsibility for conducting gender analyses or impact assessments, governments' commitment to their regulatory role will provide a conducive environment.

Given the proliferation of various methodologies to integrate gender into impact assessments, governments, mining companies, and civil society can select tools and methodologies that best fit their purposes, resources, and contexts. Regardless of the approach taken to account for gendered impacts—both positive and negative—of mining, some core principles should apply.

- **Integrating gender into impact assessments** is a crucial first step in maximizing the benefits of the mining industry for women while diligently minimizing and even eradicating the negative impacts. While gender analysis can be undertaken at any time during project implementation, the exploration and planning phases are the most critical since acting early will help the integration of gender into baseline studies and other management plans—including community engagement. Accordingly, early integration of gender would also allow the mapping of various identity factors that



are crucial to consider during data collection, community consultations, and impact agreement negotiations.

- On the other hand, this goal can only be achieved if the impact assessment is followed with a **management plan** and is acted upon. The management plan should clearly lay down the responsibilities of different actors (including different departments, units, and positions), should include concrete activities and indicators, and ideally should be complemented with a budget and a monitoring plan. This action plan should be publicly available to ensure transparency, accountability, and political commitment.
- The **impact mitigations should be integrated into relevant project planning and management documents** (Hill et al., 2017) such as:
 - Company–community benefit-sharing and compensation agreements (in some contexts known as impact benefit agreements)
 - Community development plans
 - Community engagement plans, negotiation mechanisms, job descriptions of community liaison officers, and terms of reference for community engagement facilitators
 - Land acquisition and resettlement plans
 - Environmental management plans
 - Social impact management plans
 - Local procurement and employment plans
 - Human resources policies and codes of conduct
 - Grievance redress mechanism design, including referral and case management systems
 - Safety and security plans, including agreements or contracts with external security providers
 - Project closure plans
- Most of these frameworks converge around the principle of **intersectionality as the core element** of gender inclusion in impact assessments. It is important to acknowledge that **women are not a homogenous group** and thus focusing on the local context—analyzing gender roles and relationships against the backdrop of culture, history, and environment—is needed. This requires moving away from the traditional approaches that focus on differences between men and women to analyze the diversity within and across categories (sociocultural background, age, socio-economic class, sexuality, education, disability, and others), and put the emphasis on the need for cross-scale analysis that can reveal structural issues that contribute to inequitable outcomes (Walker et al., 2019).
- Rather than seeing women as passive victims of extractive operations, analysis must take into **account the dynamic nature of gender roles and relationships** and must understand that these roles and relationships may transform over time and during project implementation (Götzmann & Bainton, 2021). In other words, mining (and extractive industry projects in general) will not only impact the environment and natural resources but will also alter the social fabric of the communities



hosting the operations. As a part of this transformation, gender roles and gender relationships that are fundamental pillars of the social context will also alter during project implementation. Accordingly, gender inequalities may be created, reinforced, transitioned, or overcome by the policies and programs that accompany the mining process (Walker et al., 2019). To address this transformation, the analysis should be dynamic and be supported by continuous monitoring and updating.

- Impact assessments should not only focus on environmental and health-related costs that the mining operations might introduce but **should also delve into the nature of social costs and benefits**. In the context of gender, this requires focusing on unequal power relationships and access to (and control of) resources, safety and security, and means of affecting decision-making processes.
- A good impact assessment, independent of the tools and methodology deployed, should be backboneed by a combination of **quantitative and qualitative analysis**. Gender-disaggregated data should be present, and when data are not available, resources should be allocated for its collection. In cases where data collection is hampered by financial, social, or other factors (e.g., security), this data gap and corresponding limitations should be well documented.
- A proper analysis **must reflect on differences in experiences and perceptions** as inherent to local groups (Walker et al., 2019). This requires a solid understanding of the local dynamics, in addition to full expertise on gender equality and women's empowerment in similar settings. One strategy to overcome this challenge is to engage with local experts and women's organizations.
- Impact assessment processes should be **built upon mutual trust and respect**. Mutual trust and respect can only be built by acknowledging the social and historical context, respecting traditional knowledge, and establishing relationships with elders and traditional leaders in these communities (Native Women's Association of Canada, 2020). Impact assessments with Indigenous women must acknowledge that their knowledge is taught, learned, and shared through "ceremonies, dreams and visioning, fasting, story-telling, observation and reflection" (Native Women's Association of Canada, 2020). Therefore, the data collection methods should go beyond traditional approaches and must include techniques that account for the traditional knowledge of Indigenous women.



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Appendix 1. Tools and Legal Frameworks

TABLE A1. Summary of tools and legal frameworks

Tool/legal framework	Details	Purpose	Where to access?
Strategy: Integrating “gender” into environmental and social impact assessments (ESIAs)/ environmental assessments EIAs/social impact assessments (SIAs)			
Tool: Legal Framework	Who: Government of Canada Tool: Gender Based Analysis+ (GBA+) Legal framework: Environmental Assessment Act	This analytical tool can be used as a part of an ESIA process or to conduct a stand-alone GIA. It is also integrated within the legal framework through the Impact Assessment Act	https://www.canada.ca/en/impact-assessment-agency/services/policy-guidance/practitioners-guide-impact-assessment-act/gender-based-analysis.html
Tool	Who: Netherlands Commission for Environmental Assessment (NCEA) Tool: Key Sheet on Gender in environmental assessments Legal framework: Gender integration is a prerequisite for NCEA’s activities	The NCEA has developed a checklist on gender integration in ESIA/SEA for its technical secretaries and experts. It also updated its expert database with gender specialists and women professionals	https://www.eia.nl/docs/mer/diversen/ks_21_gender_in_environmental_assessment_-_june_2017.pdf
Tool	Who: National Environmental Certification Service (SENACE) of Peru Tool: Gender equality indicators	SENACE developed a guideline and set of gender equality indicators that mining projects can use to develop a “social baseline” that could help them uncover some critical characteristics of the hosting communities that can determine how they might be impacted by these projects.	N/A (yet to be published)



Tool/legal framework	Details	Purpose	Where to access?
Tool	<p>Who: World Bank</p> <p>Tool: Mainstreaming Gender Into Extractive Industries Projects: Guidance Note For Task Team Leaders</p>	<p>This toolkit was developed specifically for the use of task team leaders in World Bank Group Extractive Industries Projects and includes key indicators and policy recommendations to conduct a gender-responsive baseline study, and monitor the impacts through the project life cycle.</p>	<p>https://documents.worldbank.org/en/publication/documents-reports/documentdetail/390901468176973398/mainstreaming-gender-into-extractive-industries-projects-guidance-note-for-task-team-leaders</p>
Tool	<p>Who: International Institute for Sustainable Development and Oxfam</p> <p>Tool: Enabling Voices, Demanding Rights; A Guide to Gender-Sensitive Community Engagement in Large Scale Land Based Investment in Agriculture</p>	<p>This toolkit includes a specific chapter dedicated to tools and strategies on incorporating women's needs and perspectives into ESIA and presents step-by-step information and advice for communities and other stakeholders to ensure that women and their communities are directly involved in decision making on the land issues that affect them.</p>	<p>https://www.iisd.org/publications/report/enabling-voices-demanding-rights-guide-gender-sensitive-community-engagement</p>
Tool	<p>Who: International Finance Corporation</p> <p>Tool: Questions to Include in a Gender-Sensitive Social Impact Assessment</p>	<p>The International Finance Corporation's gender toolkit for oil, gas, and mining companies aims to assist them with the planning and implementation of their gender diversity initiatives. The toolkit includes a chapter on how to "Integrate Gender Concerns into Social Impact Assessments."</p>	<p>https://www.commdev.org/publications/unlocking-opportunities-for-women-and-business-a-toolkit-of-actions-and-strategies-for-oil-gas-and-mining-companies/</p>



Tool/legal framework	Details	Purpose	Where to access?
Tool	<p>Who: United Nations Development Programme and African Development Bank</p> <p>Tool: How to integrate gender into ESIA?/ Guidelines on Integrating Health and Gender into Environmental and Social Impact Assessments in Sub-Saharan Africa</p>	<p>This guideline provides a clear set of questions to be answered for each step of the ESIA that focus on gender, health, and well-being.</p>	<p>https://hivlawcommission.org/wp-content/uploads/2017/11/EIA_New-Guideline-2017.pdf</p>
Strategy: Separate Gender Impact Assessments			
Tool	<p>Who: Oxfam</p> <p>Tool: A Guide to Gender Impact Assessment for the Extractive Industries</p>	<p>This guideline is specifically developed for the extractive industries and places emphasis on collecting data on power imbalances between men and women based on their access and control of resources, gender division of labour at household and community levels, and strategic and practical needs of women.</p>	<p>https://www.oxfam.org.au/wp-content/uploads/2017/04/2017-PA-001-Gender-impact-assessments-in-mining-report_FA_WEB.pdf</p>
Tool	<p>Who: Feminist Northern Network Project</p> <p>Tool: Gender Analysis Framework</p>	<p>The Feminist Northern Network developed a gender analysis framework for specific application to resource development and extraction projects. This tool focuses on uncovering the “different impacts on women and other marginalized members of communities living at the intersection of multiple inequalities.”</p>	<p>https://www.criaw-icref.ca/wp-content/uploads/2021/04/Feminist-Intersectional-Policy-Analysis-Resource-Development-and-Extraction-Framework.pdf</p>



Tool/legal framework	Details	Purpose	Where to access?
Tool	<p>Who: World Bank</p> <p>Tool: Gender Dimensions of the Extractive Industries: Mining for Equity</p>	<p>This toolkit offers a simplified and easy-to-use checklist approach that blends project phases with questions to be asked and tools to be deployed during the gender assessment.</p>	<p>https://openknowledge.worldbank.org/handle/10986/18236</p>
Tool	<p>Who: World Bank</p> <p>Tool: Gender Dimensions of</p> <p>Artisanal and Small-Scale Mining: A Rapid Assessment Toolkit.</p>	<p>The toolkit situates the gender dimension in artisanal and small-scale mining under three main pillars—roles and responsibilities, access and control, and impact and benefits—and offers a set of impact analysis questions in order to analyze how these gender dimensions affect women and communities throughout the main value-chain components of artisanal and small-scale mining.</p>	<p>Gender Dimensions of Artisanal and Small-Scale Mining: A Rapid Assessment Toolkit (worldbank.org)</p>
Tool	<p>Who: European Institute for Gender Equality</p> <p>Tool: Gender Impact Assessment: Gender Mainstreaming Toolkit (2016)</p>	<p>This outlines a five-step approach to conducting GIA. The guideline offers guiding questions for each step and details the critical elements of analysis for each step.</p>	<p>https://eige.europa.eu/publications/gender-impact-assessment-gender-mainstreaming-toolkit</p>
Legal framework (for the energy sector only)	<p>Who: Economic Community of West African States (ECOWAS)</p> <p>Legal framework: Directive on Gender Assessments in Energy Projects</p>	<p>In June 2017, energy experts of ECOWAS validated and adopted the ECOWAS Directive on Gender Assessments in Energy Projects. While not related to the mining sector, this is a solid legal framework from the proxy sector that establishes a strong policy commitment to the conducting of gender assessments for energy projects.</p>	<p>http://www.ecowrex.org/system/files/ecowas_directive_on_gender_assessments_in_energy_projects_0.pdf</p>



Tool/legal framework	Details	Purpose	Where to access?
Tool	<p>Who: IMPACT Transforming Natural Resource Management</p> <p>Tool: Gender Impact Assessments for Projects and Policies Related to Artisanal and Small-Scale Mining</p>	<p>This toolkit supports the integration of gender equality and human rights principles into ASM initiatives, including projects, programs, policy and legislation that support the formalization of the sector and contains 14 tools to support gender equality in the ASM sector,</p>	<p>https://impacttransform.org/wp-content/uploads/2020/12/IMPACT-GIA-Toolkit_EN-2020_web.pdf</p>
Strategy: Integrating gender into Human Rights Impact Assessments			
Tool	<p>Who: Danish Institute for Human Rights</p> <p>Tool: Towards Gender-responsive Implementation of Extractives Industries Projects</p>	<p>This guideline analyzes how gender can effectively be accounted for through six selected dimensions of human rights due diligence process: (1) community relations; (2) land acquisition and resettlement; (3) security; (4) local content; (5) grievance resolution; and (6) strategic social investment.</p>	<p>https://www.humanrights.dk/sites/humanrights.dk/files/media/dokumenter/udgivelser/hrb_2019/gender_and_extractives_report_sept2019.pdf</p>
Tool	<p>Who: Oxfam</p> <p>Tool: Community-Based Human Rights Impact Assessments</p>	<p>Oxfam’s Community-based Human Rights Assessment tool offers a “step-by-step process that allows assessment teams to take stock of the positive and negative human rights impacts of an investment project” and offers info boxes that elaborate on adopting a “gender-balanced and intersectional approach.”</p>	<p>https://hria.oxfam.org/home/hria/landing</p>



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