

# Rio Tinto

Why gender matters  
A resource guide for integrating  
gender considerations into  
Communities work at Rio Tinto



## About Rio Tinto

Rio Tinto is a leading international mining group headquartered in the UK, combining Rio Tinto plc, a public company listed on the London Stock Exchange, and Rio Tinto Limited, which is listed on the Australian Securities Exchange

Rio Tinto's business is finding, mining and processing mineral resources. Major products are aluminium, copper, diamonds, coal, uranium, gold, industrial minerals (borax, titanium dioxide, salt, talc), and iron ore. Activities span the world but are strongly represented in Australia and North America with significant businesses in South America, Asia, Europe and Africa.

The Group's objective is to maximise its value and the long term return to shareholders through a strategy of investing in large, cost competitive mines and businesses driven by the quality of each opportunity.

Wherever Rio Tinto operates, the health and safety of its employees, and a contribution to sustainable development are key values. It works as closely as possible with host countries and communities, respecting their laws and customs and ensuring a fair share of benefits and opportunities.

Cover

Community consultation  
in Madhya Pradesh, India.

Right

Watering crops in a  
community vegetable  
garden supported by  
Murowa Diamond  
Mine, Zimbabwe.







# Foreword

**Bruce Harvey**

Global practice leader  
Communities

There is growing recognition of the critical role that gender plays in the social dynamics of local communities. These social dynamics can impact on the quality and effectiveness of community engagement programmes and the legacy of Rio Tinto's operations. Greater attention to the gender aspects of our work will help increase our capacity to gain and maintain a social licence to operate; to improve the quality of life and socio-economic conditions of impacted and affected women and men in the communities; to increase local and Indigenous employment opportunities; to uphold our commitments to human rights; to minimise the negative impacts of our operations; and generally to advance Rio Tinto's sustainable development objectives.

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Rio Tinto Alcan, Weipa,  
Queensland, Australia

In recent times, there have been significant advances in community engagement practice within Rio Tinto. We have a solid architecture of policies, guidelines and processes that help to facilitate equitable outcomes for local communities within a sustainable development framework. While we have a number of toolkits and guidelines available to facilitate and promote Communities work, reference to the gender dimension is often obscured. Gender considerations cut across all stages of an operation's life, from exploration through to closure, as well as all operational areas, such as Communities, Human Resources, Procurement and Health, Safety and Environment. This guide focuses on gender considerations through all these stages and functions.

Rio Tinto places great importance on the relationship of its operations with local communities. However, we do not always achieve the outcomes that we and others want to see. Looking at our operations from a gender perspective, we know that the direct benefits for the local community (for example, employment and income) go mostly to men, whereas the risks that fall on women and the families they care for (such as social stresses, cultural damage and environmental harm) are not always fully considered. Looking at our community programmes from a gender perspective, we know that women's participation in community programmes facilitates more broad based and lasting outcomes, compared to those designed solely by male community leaders. In order to improve the positive impact of our operations and strengthen our community relationships, we recognise that gender is a key area where Rio Tinto's community programmes can be improved.

Rio Tinto is committed to respecting human rights and addressing the gender impacts of our operations. We recognise the possible human rights implications of situations in which women are being discriminated against, and their fundamental rights violated. We provide guidance to all our operations on how to improve their ability to consider the human rights and gender impacts of their work, and how to develop appropriate responses. As we gain a better understanding of how our operations and community programmes impact women and men differently, we can improve our decision making processes. In doing so, we can make better progress towards Rio Tinto's key company goals and values such as diversity, inclusiveness and respect for human rights. The process of developing and writing this guide has facilitated much discussion within Rio Tinto, which has helped to deepen our understanding and reflect on our approach to gender in our Communities work.

# Foreword

Narelle Crux

Global practice leader  
Talent Management

At Rio Tinto we are focused on diversity because it makes good business sense. We know that consulting with, and employing, diverse people gives us access to a range of perspectives to make the best decisions about how to operate and grow our business. Our aim to build an environment where all differences are valued extends to how we work with our external stakeholders. Gaining representative viewpoints from both men and women in local communities maximises the likelihood of us having a positive sustainable impact and helps us to minimise our risk and exposure as an investor.

Rio Tinto is committed to inclusiveness and equality across all societal groups including ethnic minorities, Indigenous peoples, migrants, landless people, HIV infected and all other vulnerable or marginalised groups. The practical management implications concerning inclusiveness and gender integration raised in this guide will be applicable to all these groups.

Responding to the diversity of our stakeholders and integrating gender considerations into our Communities work is critical. We need to ensure that the benefits of our investments in the different countries in which we operate are accessible to the full spectrum of community. This means women and men, girls and boys must benefit, in particular, the most vulnerable. We must also ensure that decisions regarding the manner and nature of our contribution to economic, social and infrastructure developments consider the desires of all groups in the local community – recognising that there may be a large diversity of views and concerns among women and men.

With its practical orientation, we hope that this guide will be a useful reference for Rio Tinto's Communities practitioners, and for educating our businesses more broadly. It is relevant for employees at various levels – from operations through to specialist areas, such as Human Resources and Procurement, to better incorporate gender considerations into their planning and programming. As the guide is applicable for all projects and sites including exploration, mines and smelters, it will help enrich diversity across Rio Tinto.

# Rio Tinto Internal Working Group

**Jane Gronow (Project leader)**

Principal adviser,  
Communities  
(Rio Tinto Services)  
Melbourne, Australia

**Jeffrey Davidson**

(co-author, with CSR Team)

Principal adviser,  
Communities  
(Rio Tinto Shared Services)  
Washington DC, US

**Sharon Flynn**

Principal adviser,  
Communities  
(Rio Tinto Shared Services)  
Salt Lake City, US

**Lisa Dean**

Previously principal adviser,  
Communities  
(Rio Tinto Management  
Services – Africa)  
Johannesburg, South Africa

**Karin Lorenzon**

Principal adviser,  
Corporate Relations  
(Rio Tinto Services)  
Melbourne, Australia

**Kirsten Gollogly**

Principal adviser,  
Sustainable Development  
(Health, Safety and Environment)  
Brisbane, Australia

**Etienne Lamy**

Senior adviser,  
Communities  
(Rio Tinto Alcan)  
Montreal, Canada

**Anita Fleming**

Group adviser, Diversity  
(Rio Tinto Services –  
Human Resources)  
Melbourne, Australia

## Centre For Social Responsibility In Mining (CSR)

**Authors:**
**Dr Deanna Kemp**

Senior research fellow  
(project manager)

**Julia Keenan**

Research officer

**Other CSR Contributors:**
**Nora Gotzmann**

Research assistant

**Carol Bond**

Research assistant

**Courtney Fidler**

Industry scholar

The Centre for Social Responsibility in Mining is a member of the Sustainable Minerals Institute at The University of Queensland, Australia.

**Director:**

**Professor David Brereton**

[www.csr.uq.edu.au](http://www.csr.uq.edu.au)



## External Advisory Panel

Rio Tinto felt it was important to incorporate perspectives from outside the company in the development of the guide. As such, an External Advisory Panel was established comprising experts and advocates in the field of gender and mining. The role of the panel was to advise and challenge Rio Tinto's thinking, suggest key resources and literature for review and provide critique at key points in the process. While it was not possible to incorporate all of the feedback, the panel's input has been invaluable.

Listing of External Advisory Panel members below does not in any way suggest their full endorsement of the content of the guide, the content of which remains the responsibility of Rio Tinto.

**Cristina Echavarria**  
Executive director,  
Alliance for Responsible  
Mining (ARM)  
Colombia

**Professor May Hermanus**  
Centre for Sustainability  
in Mining and Industry  
School of Mining Engineering  
University of the Witwatersrand  
South Africa

**Christina Hill**  
Acting extractive industries  
advocacy coordinator,  
Oxfam Australia

**Dr Kuntala Lahiri-Dutt**  
Fellow,  
Resource Management  
in Asia Pacific Program (RMAP)  
Research School of Pacific  
and Asian Studies  
Australian National University  
Australia

**Dr Geraldine McGuire**  
Consultant,  
Sustainable Solutions  
Consulting Pty Ltd  
Queensland, Australia

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Rio Tinto Services

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Rio Tinto Services

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and Catherine Taplin**  
Rio Tinto Iron Ore

**Penny Carr**  
Dampier Salt

**Israel Chokuwenga**  
Murowa Diamonds

**Robert Smith-Clare,  
Helen Pittendreigh  
and Rowena Lupton**  
Argyle Diamonds

**Srinivasan Krishnan  
and Santosh Pathak**  
Rio Tinto India

**Margaret Tracey,  
Eleanor Cooper,  
Justin Shiner  
and John Graham**  
Rio Tinto Alcan, Weipa

**Stephan Lorenzen  
and Amrita Malhi**  
Sulawesi Nickel Project

**Catherine Garcia**  
Rio Tinto Iron Ore Simfer

**Mike DeVold**  
Kennecott Utah Copper



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# Introduction

A key objective of the Rio Tinto Communities policy and standard is to “build enduring relationships with our neighbours that are characterised by mutual respect, active partnership and long term commitment”. To effectively achieve this, gender, diversity and human rights considerations must be integrated into the management and planning of all Communities work and across all sections of the business.

Gender refers to the different roles, rights, responsibilities and resources of women and men and the relations between them. A gender focus highlights the complex and often unequal power relationships between men and women which exist in almost every culture and many workplaces. While a holistic focus on gender equality is required, women require particular attention because of the mining industry’s characteristics – its “male” orientation and particular impacts on women. Gender inequality is a feature of most societies. Inequality can be experienced in different ways because it is caused by factors other than gender alone. Gender equity refers to measures to redress a lack of gender equality. Gender equality is one of the principal aims of Rio Tinto’s Communities work.

There is also increasing evidence that women and girls often suffer from discrimination, experience disproportionately negative consequences as a result of mining, and tend to be less likely than men to benefit from the economic and employment opportunities that mining can bring. Questions continue to be raised about the mining industry’s ability to adequately consider the perspectives of local communities, minorities and marginalised groups. Some of these

questions centre on the industry’s ability to adequately engage women and ultimately achieve a gender balanced social licence to operate. While Rio Tinto cannot be expected to change deeply entrenched gender inequalities alone, we do have a responsibility to ensure that our actions do not exacerbate or distort existing inequalities or create new issues in the communities in which we operate. Our corporate commitments to diversity and human rights require that we move beyond impact mitigation to a position where we proactively strive to improve the situation of impacted and affected people – women and men, girls and boys – in all locations where our operations and projects are based. Integrating gender and diversity considerations into Communities work at Rio Tinto will require a deliberate focus on rights, needs and aspirations of local communities. A clear approach to diversity is important to achieving this.

## **Our approach to diversity**

At Rio Tinto we define diversity as diversity of perspective.

We want to maximise value from our access to a range of different skills, experience and world views, and to bring these together to optimally address current and future business challenges. This requires us to build a working environment and organisational culture where differences are acknowledged, valued and leveraged through four dimensions of difference:

- Diversity of stakeholders: local and regional communities, employees, governments, multilaterals, non government organisations, traditional owners, customers, markets, suppliers.
- Diversity of workforce: age, gender, ethnicity (including Indigenous groups), nationality, sexual orientation, disability, language.
- Diversity of thinking: thinking styles, approach to work and problem solving, appreciating and valuing difference (shaped by education, experience, culture, heritage, geography, etc).
- Diversity of organisational composition: team structures, office locations, outsourcing options, alliances across role levels, functions, operating units and geographies.

Effectively considering and addressing all four of these dimensions is the longer term diversity and inclusion goal for Rio Tinto. More specifically, we aim to:

- recognise and take into account the diverse interests and cultures amongst our range of stakeholders;
- build a workforce that is representative of the communities and geographies in which we operate;
- fully utilise the potential contribution of all employees;
- leverage the thinking and problem solving capacity brought by different skills, ideas and experiences; and
- make sound decisions on how we organise our business, resources, and work, in order that we eliminate structural and cultural barriers to working together effectively (both internally and externally).

Against this backdrop, considering the diversity of gender perspectives in a communities and operations context is critical to ensuring balanced and optimal decisions are made.

### **Our approach to human rights**

Rio Tinto has an obligation to respect the rights of all people, including women and girls, to adequate standards of living and a sustainable livelihood. Gender

equality means that women and men should have equal access to employment opportunities that provide safe working conditions and fair remuneration, quality education, and health services. It also means that barriers to participation in political, economic and community life should be removed so that women are able to share equally with men the opportunities and benefits of mining development.

Rio Tinto has made strong commitments to respect human rights, and the equality of women and men is integral to the enjoyment of universal human rights. Along with another 5,000 companies worldwide, Rio Tinto has signed the United Nations (UN) Global Compact.<sup>1</sup> The UN Global Compact, drawing upon the Universal Declaration of Human Rights and other conventions and declarations, requires companies to support and implement a set of core values in the area of human rights, labour standards, the environment and anti-corruption. Gender inequality, especially in developing countries, is recognised internationally as a major obstacle to eradicating poverty; and its elimination is the focus of one of the Millennium Development Goals (MDG 3). The other MDGs relate directly or indirectly to women's wellbeing or rights, and women's empowerment has been recognised

as a "critical path" requirement for achieving all of the MDGs – goals which Rio Tinto supports.<sup>2</sup>

Rio Tinto acknowledges that addressing issues that pertain to gender, diversity and human rights requires specific attention and guidance. This guide covers most key areas of concern with respect to discrimination and the violation of human rights, either directly or indirectly. This is particularly the case when looking at the sections in this guide on integrating gender into baseline communities assessment, social impact assessment and social risk assessment, because when these are done well, risks of human rights violations, with a particular focus on women and girls, can be identified. Once risks (such as unequal access to resources and opportunities and the lack of a safe and secure environment in which to work and live) are identified, strategies to avoid, minimise and mitigate can be developed and implemented.

This guide is applicable to both developed and developing countries; and to either stable or politically volatile environments. It provides a practical resource for Rio Tinto staff and managers to better understand and more effectively integrate gender considerations into Communities work, within the broader framework of diversity and respect for human rights.

1. The UN Global Compact's ten principles are drawn from the Universal Declaration of Human Rights; The International Labor Organization's Declaration of Fundamental Principles and Rights at Work; The Rio Declaration on Environment and Development; and The UN Convention against Corruption.

2. The MDGs were adopted by 189 UN member states at the 2000 Millennium Summit. The goals synthesise important commitments made at key conferences and summits during the 1990s and recognise explicitly the interdependence between growth, poverty and sustainable development. In sum, the goals mark a commitment by the international

community to a common set of basic development goals on poverty, education, gender, child mortality, maternal health, epidemic diseases, environmental sustainability and development financing. The eight goals are accompanied by 18 targets designed to measure quantifiable social, economic and environmental indicators

# About this guide

The idea for this guide originated from a specific site based request within Rio Tinto for information on incorporating gender considerations into a social baseline study. Advice was also sought regarding the development of gender appropriate programmes, located both within the business and the local community.

A vast amount of information and literature is available in the academic and mainstream development sectors about gender and development (see Part 3 and Part 4 of this guide). However, resources that provide practical guidance for how to integrate gender considerations into mining and community development are not as common. Communities practitioners and other personnel need accessible and applicable tools to guide and help them in the development and implementation of gender sensitive approaches and programmes specific to the mining industry. Rio Tinto therefore embarked on the development of this guide.

The process of developing the guide enabled a conversation to occur within Rio Tinto about its gender and Communities work globally. These discussions have helped lay a foundation for building organisational knowledge and capacity in this area. They have also ensured that the content is relevant to Rio Tinto staff working in the field. Going forward, the roll out of the guide will be important for ensuring “take up” at the operational level and for continuing the conversation about “why gender matters”.

## Methodology

In order to capture international perspectives on mining and gender and to promote good practice concepts, approaches and experiences, the Rio Tinto internal working group endorsed the idea of having an External Advisory Panel. Five specialists were invited to participate based on their knowledge and experience of mining and gender issues. The panel members were drawn from Australia, Southern Africa and South America. During the development of this guide, input was provided by the External Advisory Panel at various points. Their insights and suggestions have been invaluable and were taken on board wherever possible. However, some points of difference remain. The External Advisory Panel members have been supportive of the process and the changes that had to take place during the course of the project. Their listing in the front of the document does not in any way suggest full endorsement of the content.

The original project scope called for a set of detailed case studies drawn from a number of Rio Tinto sites around the world. They were to be undertaken in collaboration with local research partners. A methodology for site based research was developed by the University of Queensland’s Centre

for Social Responsibility in Mining (CSRSM), with input and advice from the External Advisory Panel. For a variety of reasons, detailed case research was unable to happen. Instead more descriptive high level vignettes prepared in consultation with Rio Tinto sites are presented to support the discussion and guidance offered.

There is little doubt that in depth field research that captures the perspectives of a range of stakeholders, including local women and men, would serve to deepen our knowledge of gender and mining in Rio Tinto and may be undertaken sometime in the future.

### Structure of the guide

The guide is structured in four parts.

**Part 1** introduces the guide, and situates gender within Rio Tinto's core operating principles of diversity and human rights.

**Part 2** is the core component – the “how to”. This section takes an instructive approach and provides clear direction on integrating gender into our work, as requested by the Communities practitioners who reviewed the guide.

**Part 3** provides additional reading for those who want to delve more deeply into the background debates.

**Part 4** provides a list of references used within the guide, a list of Rio Tinto references and some useful websites.

### Where the guide will have an impact in our work

The guide will be relevant and useful for the following areas of activity. Some of these activity areas are addressed in the Rio Tinto Communities policy and standard and are the focus of specific guidance notes.

- Any Communities' situational analysis, profiling or baseline work (refer to the *Rio Tinto baseline communities assessments (BCAs) guidance note*).
- Social impact assessment work, whether for a regulatory or operational purpose (refer to the *Rio Tinto social impact assessment (SIA) guidance note*).
- Risk assessments, which must explicitly address social and community risks (refer to the *Rio Tinto social risk assessment (SRA) guidance note*).
- Development of multi-year communities plans and budgets (refer to the *Rio Tinto multi-year communities plan guidance note*).
- Design and implementation of operational policies, procedures and plans that have implications for local communities including:
  - human resourcing plans and procedures, eg workforce recruitment and accommodation;
  - procurement of goods and services (use of contractors from outside the community, local sourcing policies and procedures, local business development programmes); and
  - community health and safety.
- Development or modification of standard operating procedures (SOPs).
- Design and application of monitoring and evaluation frameworks.
- Selection and collection of monitoring and evaluation data.
- Design and implementation of consultation procedures.
- Planning for mine closure and the post closure periods.







## Guidance on “how to” integrate gender considerations into Communities work at Rio Tinto

Left

Arandis residents tend to their hydroponic vegetable garden, a community development project supported by the The Rössing Foundation, Namibia.

## Introduction to Part 2 – Guidance on “how to”

At Rio Tinto, we have a responsibility to ensure that our actions do not make existing inequalities worse in the communities in which we operate. Rio Tinto’s commitments to sustainable development and human rights also require that we move to situations where we have improved the quality of life and socio-economic conditions of impacted and affected communities – for women and men, girls and boys – in all locations where our operations are based.

Part 2 of the guide aims to provide clear guidance on how we can:

- foster inclusive engagement and development by incorporating gender considerations into the work that we do;
- avoid putting women and men, communities and projects at risk; and
- better achieve our diversity goals.

Examples from Rio Tinto’s experiences are provided to illustrate why a gender perspective matters and how it can inform our decision making.

*The way we work* – Rio Tinto’s governing corporate policy document – states that Rio Tinto “supports human rights consistent with the Universal Declaration on Human Rights and expects those rights to be upheld in conducting the Group’s operations throughout the world”. Rio Tinto acknowledges that along with diversity, consideration of human rights forms a central part of our Communities work. Human rights are embedded in the Group’s management system through various means, including

employee and contractor awareness training; regular consultation with communities; codes of conduct for employees (including strict policies on harassment); work conditions; contracting systems; and security policy (see *Human rights guidance – guidance for managers on implementing the human rights policy of The way we work*, Rio Tinto, 2003). This guide further embeds those human rights principles.

A “rights-compatible” gender and diversity approach will help increase our capacity to minimise negative impacts of mining; gain and maintain a social licence to operate; provide local and Indigenous employment opportunities; uphold corporate commitments to human rights; improve access to project finance; and advance Rio Tinto’s sustainable development goals. The involvement of both women and men from all sections of the community in economic activities will help foster more resilient communities and increase the possibilities for increasing the skills base in the community, improving incomes and reducing poverty.

Rio Tinto’s approach to Communities work revolves around the core goal of promoting and achieving inclusive engagement with communities. Inclusive engagement is both a means and an end. As a means, it should inform the way in which we work with communities. In addition, our ability to engage inclusively with communities will be affected by the way in which we work.



Above

Community consultation in Madhya Pradesh, India.

Left

The Geology Area at the La Granja Campsite in Querocoto, Chota, Cajamarca, Peru.



# Four phases for integrating gender into Communities work with inclusive engagement at the centre

Building on the notion of inclusive engagement, Rio Tinto's approach to Communities work is captured in the simplified conceptual framework which follows. The approach can be divided into four inter-related phases, with inclusive engagement sitting at the centre, as a cross cutting theme that relates to all the other phases:

## **Inclusive engagement**

Ensure that women and men from different social groups are consulted and can participate in engagement and development in meaningful ways.

### **1 Know and understand**

Develop gender insights through specific consultation with women's and men's groups and discuss the findings with community members.

Integrate gender issues into all baseline assessments: baseline communities assessments (BCAs), social impact assessments (SIAs) and social risk assessments (SRAs).

Consider gender impacts for different stages of mine life (including closure).

Identify barriers and constraints to participation along gender lines.

### **2 Plan and implement**

Consider and integrate gender issues in the Communities strategy and multi-year plans.

Align gender considerations in the Communities multi-year plans with other operational plans within the business unit.

Use gender sensitive methodologies to plan and implement community engagement and programme initiatives.

Develop other operational plans and standard operating procedures with potential gender impacts in mind.

### **3 Monitor, evaluate and improve**

Use a monitoring framework that includes gender sensitive indicators, underpinned by credible data, which is updated regularly.

Plan programmes and projects to promote gender equality, and to measure progress against gender sensitive indicators.

Develop participatory monitoring and evaluation processes where possible, that are inclusive of both women and men.

### **4 Report and communicate**

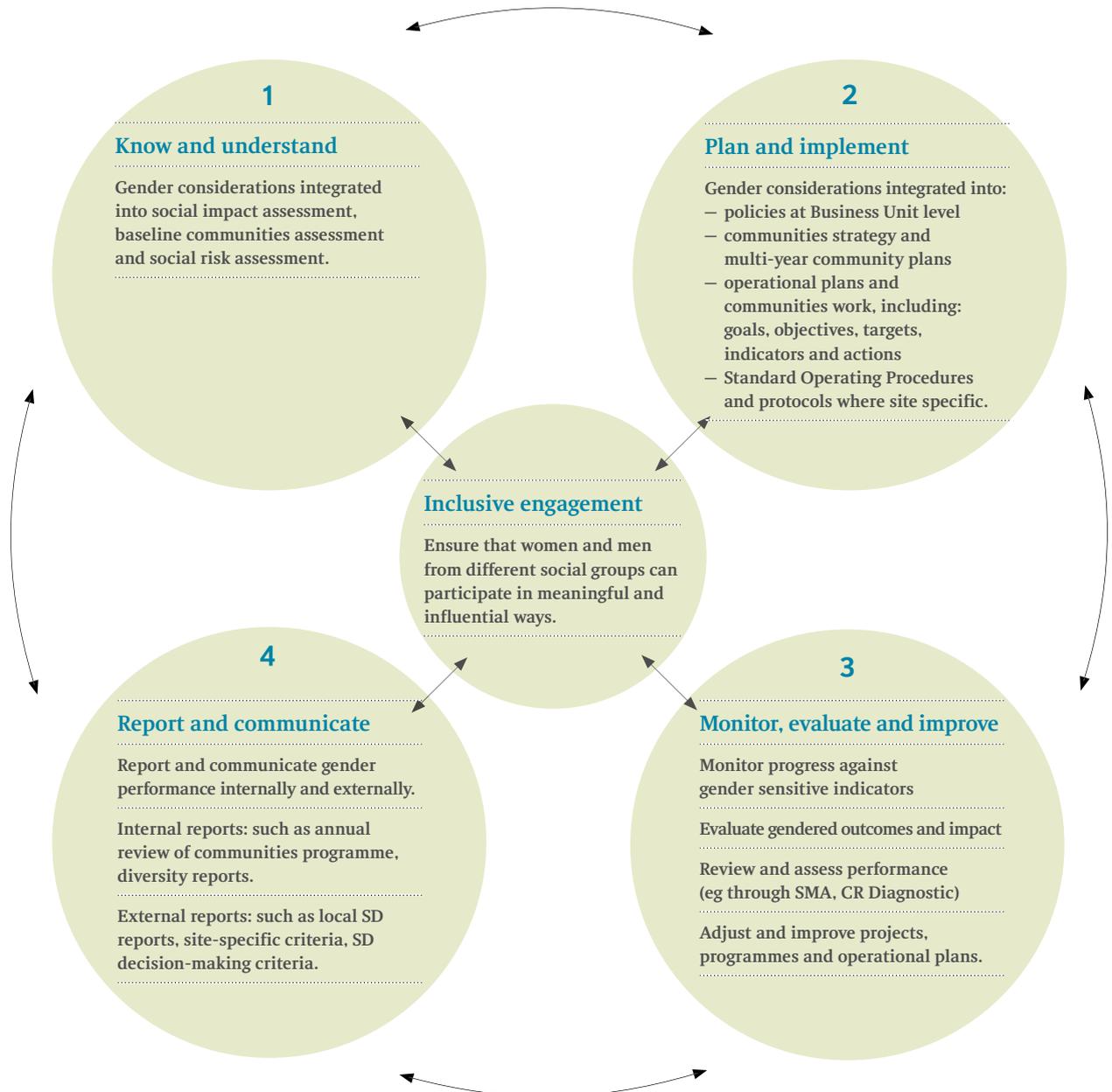
Publicly report on what action each site is taking to address gender issues and the outcomes of these actions.

Present gender-disaggregated data for key performance areas in site reports.

Communicate this information to the community.

Wherever practical, gender considerations should be integrated into existing processes for social baselines, impact and risk assessment. However if gender issues were not adequately considered in early studies, a standalone process for improved gender knowledge and understanding would be warranted.

# Integrating gender into Communities work



## At the centre: gender matters for inclusive engagement

Our goal is to engage inclusively. This means recognising the diversity in the socio-economic and political situations of the various groups which comprise a community. Within a community, some people are better off materially and influence community affairs more than others who may be less advantaged in terms of wealth and power.

Integrating gender considerations into our Communities work is a critical part of responding effectively to the different degrees of marginalisation and vulnerability in local communities; remembering that not “all women” as a group are more disadvantaged than men, and that some men are extremely disadvantaged (Lahiri Dutt, 2009, pers. comm.). Our concern is to foster conditions of broad based development which allow as many people as possible to share in, and benefit from, our presence and activities. We endeavour to improve the quality of life for all people residing in the areas in which we operate while at the same time contributing to a successful business operation.

We face many challenges in fostering inclusive engagement around our projects. Culture, language, history, politics, race, religious and gender considerations all add complexity to the task of achieving inclusive engagement. If we are to engage successfully, including when issues of disagreement arise, we must engage inclusively and this means working through the complexities posed by each situation and each set of relationships.

Historically, mining projects and operations have been a male dominated domain, which has been reflected in the demographic structure of associated camps and towns. This is quite distinct from any surrounding (host) communities whose demographic characteristics and the relationships between men and women have more often been defined by culture and ecology, not by the requirements of an industrial workplace.

We operate in many communities where women are still excluded from decision making processes in their family situation, in their community and in the workplace. Breaking down these barriers so that women have a greater voice in matters that affect their lives – including the ability to raise concerns and lodge grievances in respect to a particular project or operation – is no easy task and will require concerted effort. Indeed, even in communities where women are elected to leadership positions, men may still dominate.

The inclusive engagement of mine-affected people and project beneficiaries – both women and men – is a continuous challenge cutting across and affecting all aspects of mine development and operation, project planning and community focused work that we are involved in. Gender intersects with other diversity aspects, including age, class, ethnicity, disability, family, economic and marital status – all of which must be taken into account during the process of stakeholder identification and engagement, including company responses to complaints and grievances.

### Some factors that can influence women's participation

Time/workload	Women often have the burden of domestic, productive and reproductive workloads so may have difficulty attending meetings if they are held away from local communities at unsuitable times.
Cultural protocols	Women may not be able to participate fully (speak out) in meetings where men are present, due to cultural protocols, preventing their needs and views from being addressed.
Mobility	Women's domestic responsibilities may impact their ability to travel away from home. Women are less likely to have access to safe transport.
Access to information	Relative education and literacy differences may mean that women may not have equal access to company/project information, nor equal opportunity to communicate their concerns or participate in decision making.

Adapted from World Bank 1996 *The World Bank participation sourcebook*: 239-442<sup>3</sup>

If we are going to make a determined attempt to improve inclusiveness of both women and men, then we must start by gaining a better understanding of the various factors which limit or prevent participation in household, community and workplace decision making and development processes. The table above identifies some of the factors that can arise in both the home and in the community at large that can be obstacles to women attending or participating effectively in community events, meetings or grievance handling processes.

The knowledge and understanding of these obstacles should lessen our risk of reinforcing existing barriers to participation or creating new ones. There are in fact many things that we may be able to do to improve women's opportunities to gain employment and to participate in community engagement and development activities. The list of actions offered on page 28 is by no means exhaustive, and will be most successful as part of an overall strategy, rather than stand alone activities.

Experience suggests that it is useful to involve a gender specialist or institution at the earliest possible stages of engagement. They need to be knowledgeable about the local context to assist the company's and operation's gender focal person, Communities practitioners, and other personnel to integrate gender considerations into their work programmes.

3. More recent references are included in Part 4 - References.

### Some activities that can increase women's participation

Appointing a “gender champion” – a company representative charged with addressing women's concerns and grievances – both in the community and the labour force.
Ensuring that women are able to discuss their ideas, issues and needs without interference, and that these issues are addressed.
Training community personnel/facilitators in participatory and gender sensitive methodologies, and rights and advocacy based approaches.
Employing personnel of both genders at similar levels of responsibility and authority.
Targeting women in promotional campaigns for employment.
Training all staff in diversity and gender awareness.
Ensuring that meetings are conducted in the local dialect.
Finding creative ways for illiterate women to take responsibility for project monitoring and evaluation including providing literacy training for adult women.
Holding meetings in convenient locations at suitable times for community women.
Providing transport to meetings/activities.
Providing or supporting child care initiatives.
Ensuring easy, convenient access to water and sanitation in the community.
Conducting separate meetings with men and women, perhaps followed by joint meetings that include both.
Designing assessments specifically to elicit the views of women.
Conducting one to one interviews (which can allow for more individual expression of views), particularly with community members who, for whatever reason, are unable or unwilling to participate in joint discussions or share ideas or raise issues in an open forum.
Support the community creating its own structures and organisations, such as permanent committees, to facilitate project sustainability and to institutionalise the role of women as well as men in local public life.
<small>Adapted from World Bank 1996 <i>The World Bank participation sourcebook</i>: 239-442 and World Bank 2005 <i>Gender responsive social analysis: a guidance note</i>: 38-39</small>

Experience at Rio Tinto has shown us that it is important to consider gender issues in our Communities work. The social, economic and cultural impacts of mining are complex and can differ between sites, even within the same country. The mining sector often overlooks the impacts of gender, both positive and negative, on women. Our failure to recognise, if not understand, gender dimensions of a situation and within a community can result in awkward, if not severe ramifications for the company.

Case study 1 highlights gender sensitive engagement with herding women in Mongolia for a Rio Tinto exploration project.



Above

Antoinette Hoeses training in a simulator at Rössing Uranium, Namibia.

Left

Local villagers attend a community information session presented by Rio Tinto Minerals Exploration staff, Mozambique.



## Case study 1: Rio Tinto in Mongolia

### Gender sensitive engagement and community mapping

#### Mobilising the exploration work

In late 2005, Rio Tinto Mongolia LLC, a subsidiary of Rio Tinto Exploration Asia Region, began an early stage exploration programme for low volatile coking coal within territory of Tugrug and Tseel soums (sub-provinces) of Gobi-Altai aimag (province) in the South West of Mongolia. The exploration site is primarily located in Khuren Gol bagh (village) of Tugrug soum. The community of Khuren Gol comprises five family groups.

The drilling programme was scheduled to start in May 2006. In March, senior company representatives visited the Tugrug soum to meet local government officials. In April, the Rio Tinto Exploration Health, Safety, Environment and Community team visited the Tugrug soums and the Khuren Gol village to conduct initial assessment of the project area. While the team met with soum and bagh governors, they didn't officially meet with local community to avoid creating expectations.

In May 2006, two camps – one for exploration and another for drilling – were mobilised near the Khuren Gol bagh village. A Community Relations Officer (CRO) also visited the camp at this time. The exploration camp housed about 20 people, including catering and logistics team, whilst the drilling camp accommodated another 40 people, who were mainly contractors.

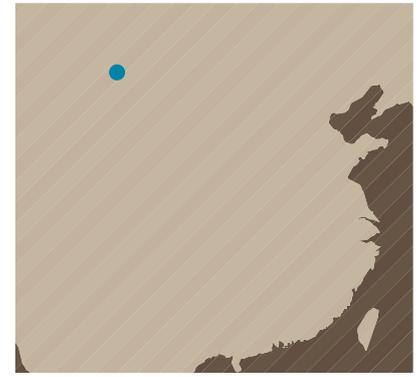
#### Broad based community consultation

After the camps were mobilised and the CRO was on board, Rio Tinto Exploration held a series of public meetings to introduce the team and explain the plan of work. The first public meeting was held in June 2006, chaired by the bagh governor. More than 30 people from the local area attended. Rio Tinto Exploration prepared an information sheet about the exploration activities. The Rio Tinto Exploration team observed that while there was some good discussion about the information being provided, there were misconceptions about the planned exploration activities. Information had previously only been received by word of mouth, and rumours had started. Nevertheless, the first meeting recorded queries and responses to the information sheets and the discussion.

In the second meeting Rio Tinto Exploration confirmed the programme of work and responded to the issues and questions raised at the first meeting. The company also suggested that the community establish a Community Advisory Group (CAG) to open communication channels between the company and the community. During the meeting, the community nominated and elected members. The CRO ensured that there was equitable representation amongst family groups. In the end, membership comprised eight men, two of whom were young men. The third meeting continued the discussion and the CAG began its work. It was the CRO's role to liaise with the bagh governor, the CAG, and build relationships with local community members, including women and youth.

#### Targeted engagement at the household level

In May 2007, the CRO was permanently based in the exploration camp on a roster of two weeks on site and two weeks off site. The CRO then commenced a process of door to door consultation at the household level. There were 114 families in total, in five groupings. The CRO spoke to individual family



Tugrug soum  
Mongolia

members wherever possible, not just the head of the household, which was usually a man.

The CRO found that while the men agreed that the CAG and the information provided by the company about the exploration programme was adequate, many of the women had additional questions and concerns. These questions had not been raised with the company previously because women tended not to speak openly in the public meetings and were not represented on the CAG. Many of the women complained that they were not being adequately consulted and wanted a separate committee to voice their concerns.

A women's group was never formally established, but the CRO began a formal programme of consultation to gather perspectives from the women. The CRO organised a women's meeting at the bagh centre in late July 2007. All the women from the five family groups were invited. A total of 20 women attended the meeting. The CRO reported that the women appreciated the chance to meet collectively and voice their issues and concerns. During the exploration activities, Rio Tinto Exploration had hired men to help them with groundwork but no women were



employed. The women wanted to know what opportunities there would be for them if a mine were to proceed. Other concerns raised related to their children's education, employment opportunities for their children and husbands, livelihood, income generation, and pasture and vegetation. Some women said they would be sending their children to university for education in mining so that they would have a job in the future. They saw mining as their children's future.

At that meeting, women also suggested that it would be better if the company aimed to have significant consultation with women in winter because they don't have as many household responsibilities during this time. In spring women have to take care of baby animals, in summer they are busy with processing dairy products, and in autumn they are focused on preparing their children for school and preparing for winter. Also, they suggested creating a communication box at the bagh centre so that they could write down any concerns or requests.

After many discussions with women, it became apparent to the CRO that pasture was extremely important to them. Women are responsible for processing milk and dairy products and pasture

affects the quality of all these dairy products. The women were concerned about the impacts that the mine would have on pasture and feared that the mine would destroy pasture. The women were asking specific questions about how Rio Tinto Exploration planned to rehabilitate the pasture that they would disturb through exploration and operations. They had seen drill holes rehabilitated by Rio Tinto with topsoil. They were happy when the pastures returned, but they did not all return, so they wondered how it would work with such a big mine. The women also asked about the risks of exotic plants being introduced, and how that could affect pasture. Although men raised some of the same concerns, both individually and on the CAG, women were more detailed in their line of questioning about the pasture.

As a result of this work, Rio Tinto Exploration has become more responsive to the issues and concerns raised by women, and plans to undertake any significant consultations in the winter months.

### Community Mapping

The CRO was also involved in community mapping exercises in June, July and August, 2007. Based on the information collected from the community, the CRO began

work on a community movement map. Upon the completion of the draft map, she shared the map with the CAG, who made some clarifications. They also suggested the CRO visit every household to gather more detail. After updating the map the CRO visited every household starting from the west side of the Khuren Gol bagh. The CRO spoke to both men and women. The map became more detailed the more she spoke to the people and particularly the more she spoke to the women, who could give more detailed information on movements in the area.

At the household level women were insightful and participated more actively than their husbands, although they were conversing with their husbands throughout the consultation. Men talked about the spiritually significant areas, and the grass, but women talked about vegetation, seasonal migrations and shelters in more detail than the men. All the information and coordinates were mapped in GIS. The map shows the most important summer, spring and autumn pastures, and also the winter shelters. It also plotted the spiritually significant areas. Rio Tinto Exploration was then able to avoid or minimise ground disturbance in important areas. The community map continues to be a "work in progress". 1

## What do you already know?

Before we can begin integrating gender considerations into Communities work, we need to be clear about what we do and don't know about gender issues and relationships within the communities affected by our activities. This means asking ourselves a few questions. The following questions, which are by no means definitive, will give you a quick indication of how informed or uninformed your site is on gender matters.

### Questions: ✓ or ✗

In our Communities work at Rio Tinto, do we address issues related to the different situations between women and men?	[ ]
Has any baseline community assessment work we have done looked at gender based issues such as:	
– Girls/boys in education?	[ ]
– Women's and men's economic roles, wages and informal work?	[ ]
– Single headed households?	[ ]
Did the baseline community assessment examine the different impacts of the project upon women and men?	[ ]
Did the baseline community assessment cover the issue of access to and control of resources, and land ownership for both men and women?	[ ]
Did the baseline community assessment reflect how the roles and responsibilities of men and women affect their access to employment or benefits directly arising from the mine?	[ ]
In your work and baseline community assessments was there any information collected regarding impacts upon the safety, health and security of women as a result of the project or operation?	[ ]
In the planning of our communities programmes have we considered how the programme will affect/benefit men and women differently, and if one group might benefit at the expense of another?	[ ]
In the consultation and review processes, are men and women equally represented, do women participate fully, and are their views taken into account? Are the different views used to inform operational and community related decisions?	[ ]

If you answered “yes” to many of these questions, then you are on the way to considering some of the gender aspects of community life and the project's impacts in your community work. If most of your answers were “no”, then you have some work to do to ensure that gender issues and potential risk situations do not fall through the gap at your operation.

The following sections will assist you in understanding how better to integrate gender into your work as Rio Tinto Communities practitioners and is based on the four phases described on page 24, with inclusive engagement as a cross cutting theme.

While the approach has been fairly informal, and knowledge built over a number of years, case study 2 demonstrates an underlying awareness of many of the issues raised in the table above at Rio Tinto Alcan's Weipa operations.

## Case study 2: Rio Tinto in Australia

### Gender considerations for cultural heritage work



Weipa  
Australia

The Community Relations team<sup>4</sup> at Rio Tinto Alcan Weipa is responsible for managing the Indigenous cultural heritage management process agreed to under the Western Cape Communities Co-Existence Agreement (WCCCA) which was signed in 2001. The management processes for Indigenous heritage specified in this agreement requires the Co-ordination Committee of the WCCCA to be notified, in advance, of the five year mine plan. The committee then nominates individuals that need to be consulted about the areas to be cleared. The nature of bauxite mining (shallow, open cut) means that there is constant need for new areas to be cleared. Approximately six months a year is spent conducting heritage surveys of these areas. In the course of this work, gender related cultural differences are taken into account to ensure that important cultural heritage sites are protected.



The Community Relations team aims to take a culturally appropriate approach to consultations with the Traditional Owners of the region and, over time, has developed an understanding of the gender context that exists in the local communities. There are many intersecting factors which the Community Relations team needs to be aware of in order to make sure gender based interests are taken into account.

It is important to avoid enforcing a gender segregation of roles, but sometimes different strategies need to be used to ensure that men's and women's views are included. The Community Relations team has noted a division of gender in the way that community members interact with the mine. Women tend to be more dominant in administrative matters, formal meetings and negotiations. For example, the

management committee of the WCCCA comprises a majority of women, who are highly involved, vocal and play a strong role. In this case, it is important to ensure that men's views are considered in the decision making processes. Special considerations may be necessary to ensure adequate engagement. Conversely, men tend to be more dominant in their own communities and at smaller, informal meetings and one on one consultations. It is generally the men that perform the on the ground clearances of sites with the Community Relations team.

Another factor for the Community Relations team to recognise is traditional "avoidance rules" that dictate whether related men and women are able to look at or talk to each other. Awareness of these rules is essential to ensure that consultation is effective. The

team is also respectful of the need for consultation to occur at times and places that are suitable to the community members. This may mean talking to women when not in the presence of men, or vice versa.

Knowing and understanding the nature of traditional Indigenous knowledge has helped the Community Relations team to recognise that consulting with only men or only women will not necessarily provide all the information needed to protect important cultural heritage sites. While some traditional knowledge is shared by both genders, there are many stories and practices that are known only to men or women. Therefore, if the team only consults with one gender, important knowledge can be overlooked. <sup>2</sup>

4. Rio Tinto Alcan Weipa's Community Relations Mutual Recognition Unit (incorporating the Heritage and Community teams)

## 1.0 Know and understand

Knowing and understanding the community is essential to your team's efforts to build positive community and stakeholder relationships and to having an effective communities programme.

This takes time, but an important first step, embodied in the Rio Tinto Communities standard, is developing accurate community profiles and continuously deepening understanding of local communities. This is as critical for operating businesses, as it is for projects about to enter production, projects still in the evaluation phase and projects dealing with closure.

While it may be too difficult to detect all significant gender related issues within a community at an early study stage, it is important that early consultation with women and men is undertaken, as this may reveal some issues for later research.

From the very outset, we should seek to build our knowledge and understanding of:

- gender roles and responsibilities;
- differences in women's and men's access to and control of resources;
- women's and men's practical and strategic gender needs<sup>5</sup>; and
- the potential for Rio Tinto's activities to impact any of the above, positively or negatively.

Rigorous data collection and analysis in the baseline community assessment (BCA) should enable the Communities and Project Management teams to further understand any gender related social and economic issues, roles, and relationships. These aspects may pose difficulties or important challenges to relationship building and benefit sharing with local communities. Collecting gender disaggregated data from the outset is essential to achieve these goals. Case study 6 on the Argyle Diamond operation illustrates what can happen when women's groups are ignored (page 46). In contrast, case study 4 about Rio Tinto's exploration project in India highlights efforts to build bridges with women in order to obtain their views, which the project then responded to (page 40).

### Checklist

- [✓] Have you included information about men and women, boys and girls in social baseline, impact and risk assessments?
- [✓] Have you held consultation(s) with women and men (including separate groups, as appropriate)?
- [✓] Have you broken down socio-economic and organisational data by gender?
- [✓] Have gender and diversity impacts been considered for different stages of mine life including closure?
- [✓] Have barriers and constraints to participation along gender lines been identified?

5. Practical needs are those that help people (usually women) in their existing subordinate position in society and strategic needs are those that help transform existing subordinate relationships (Moser, 1993).

## 1.1 Gender considerations in baseline community assessments (BCA)

Periodic updating of comprehensive baseline studies is part of the Rio Tinto Communities framework and Communities work requirement. For a BCA to be most useful it should be completed during the early project evaluation period in advance of construction. If an operating site has yet to undertake a BCA, then one should be undertaken as soon as possible. A BCA can be an effective vehicle for clarifying gender attributes and laying the foundation for integrating gender considerations into our Communities work. Without an appreciation of gender dynamics and the different experiences of women and men, businesses will not be well placed to understand the process of social change in communities or identify potential risks and opportunities that are brought about by mining. Human rights implications of projects on women and men should be investigated at the earliest stages of the business development process.

The data required to understand gender issues and relationships within a community can be drawn from a variety of secondary sources, including official census statistics, government or NGO health surveys, local government tax ledgers, business associations, historical societies, university studies, ethnographies and local histories, where they exist. Primary data collection

may also be required, involving local census, household and livelihood surveys. An essential part of a BCA is open dialogue as well as structured and semi-structured interviews with individuals and/or groups (where appropriate, separately for female and male groups). Consultation is best undertaken or supervised by a social science specialist conversant with survey and interview methods and knowledgeable of community and inter-group research strategies, with the support of community members. The research team must be familiar with local customs, culture and social structures, and sensitive to gender issues and relationships.

Apart from data collection, the completion of a BCA will require compilation and organisation of the data and information collected, as well as its analysis. The analysis would draw out the major community attributes as well as any significant social, cultural, economic or political differences that are important to know. Most importantly, differences in the views of men and women would be identified, analysed and taken into consideration. This overall analysis may be done with the participation of the Communities team, or separately, and its results shared with and validated by community members.

Communities practitioners are responsible for defining the consultants terms of reference for the BCA or additional studies. These terms of reference are critically important because they direct the researcher to collect relevant information, oversee the consultation process, and examine community and inter-group characteristics and relationships of interest. It is essential that gender is integrated as a central component of the terms of reference for any study.

### Examples of questions that could be included as part of a baseline community assessment

Are women restricted from filling certain occupations and roles in the community, or denied equal access to education or gender/culturally appropriate health services?
How do local cultural traditions and social expectations define gender roles for women and men? In what ways do these roles differ?
What differences exist between the daily activities and responsibilities of women and men? Are women as well as men involved in the different sectors of production, and in the various aspects and stages of productive activities (such as crop raising, processing and marketing)?
Are there differences between women and men in decision making and the ability to influence others? In the home? In the larger community? In places of worship? In village/tribal councils?
What community institutions, if any, provide opportunities for women and men to articulate their needs and concerns?
How do health indicators compare between women and men? What do any differences suggest?
Do local women participate equitably in formal and informal institutions (eg tribal councils, local government), or are they largely excluded from these?
What is the proportion of households headed by women? Are these households significantly poorer than male headed households? What factors contribute towards any differences? Do men and women have similar/ different understandings for why this is?
Are there significant differences in gender relations within sub-populations of the community (Indigenous groups, religious or ethnic groups, different socio-economic strata)?
What institutional arrangements, organisational structures and social norms either support or constrain the productive activities of men and women?
What contributions do men's and women's activities make to household, clan, and/or community development? Are these contributions based on age, ethnicity and other diversity factors, as well as gender?
What is the human rights context? Are individual and group formal and informal rights to land, property, physical well-being and security safeguarded by the country's laws and constitution? Are women's rights equal under the law? Do men and women have equal access to employment opportunities and basic services such as education and health? Do workplaces discriminate between groups in terms of work opportunity and development? Is political, physical, or sexual harassment or abuse part of workplace or community environments?
What are the aspirations and visions of the women and men for themselves and for the community in the future? Are they the same or different?
Are there differences between women's and men's access to and control over resources? What reasons do men and women give? Are they similar or different reasons?

Adapted from the World Bank 2005 *Gender responsive social analysis: a guidance note: 17*

Case study 3 is an example of a recent study commissioned by the Communities team of the Oyu Tolgoi project in Mongolia, in which gender issues and aspects of community life were examined in relation to other cross-cutting diversity aspects such as age and income. This was a broad-based study, and required the cooperation and participation of many different communities, as well as government authorities and service agencies. The study involved primary and secondary data collection and analysis.

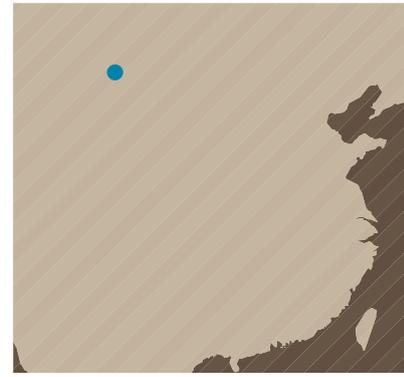
Case studies 4 and 5 provide examples of BCAs with gender considerations integrated – the first from exploration in the state of Madhya Pradesh, India and the second from Sulawesi, Indonesia. Case study 4 also describes the project's approach to women's empowerment.

## Case study 3: Rio Tinto in Mongolia

### Gender sensitive baseline study

#### The project

Oyu Tolgoi, also known as Turquoise Hill, gold and copper project is located in the Aimag Umnugovi (south Gobi) in southern Mongolia, approximately 550km due south of Ulaanbaatar and 80km north of the Chinese-Mongolian border. An Ivanhoe-Rio Tinto Technical Committee will jointly engineer, construct and operate Ivanhoe's Oyu Tolgoi copper-gold mining complex. Ivanhoe Mines and Rio Tinto are currently co-operating with Members of the Mongolian Parliament to achieve a satisfactory conclusion of an investment agreement between Ivanhoe Mines and the Government of Mongolia.



Oyu Tolgoi  
Mongolia (South Gobi)



#### The baseline study

There are several large mining projects in the pipeline in the Aimag Umnugovi, including Oyu Tolgoi, which will introduce a number of changes and impacts to the social, economic and physical environment of Aimag Umnugovi. Major infrastructure will be required to develop these mines, including rail, road and power infrastructure. In order to plan for these changes, it is important that stakeholders understand the current context of Aimag Umnugovi so that changes can be tracked over time.

In order to contextualise Aimag Umnugovi, the Oyu Tolgoi project funded a social baseline study to establish a set of reference points or indicators at the national, aimag (province) and soum (sub-province) level. The social baseline provides

a quantitative understanding of gender and other socio-economic and cultural aspects. The Oyu Tolgoi Communities team is also undertaking a social mapping exercise with families in the most immediate impact areas around the project site. This process will provide qualitative data and understanding and help to build relationships at the local level.

The baseline study used secondary sources for much of the national level data and conducted field research at the local household level. Focus group discussions (FGD) were used to gather qualitative data to complement the quantitative survey data. The groups were designed to ensure that all sections of society were represented, with gender being one of the main selection criteria. Detailed questionnaires comprising

43 sections with 417 questions were used to collect data from 1,325 households. Questionnaires covered representations from all social groups including women-headed households.

An Advisory Group (AG) comprising different stakeholders from different interest groups and areas of expertise, both within Mongolia and externally, guided the study and the final report to ensure that the data is accessible to those who may wish to utilise the findings in the future. The membership of the AG includes about one third women and approximately half of the research team were women, which helped to ensure that gender issues featured prominently in the study.



## Some examples of gender-related aimag data procured from the baseline study

Category	Gender-specific findings – Aimag Umnugovi
Household dynamics and vulnerability	<ul style="list-style-type: none"> <li>– Around one fifth of the households are woman-headed.</li> <li>– Female participants from focus group discussions (FGD) felt that husbands should be the major breadwinner and they did not mind if wives engaged in paid jobs in addition to their housework.</li> <li>– Women’s participation in economic activities was reported to have significantly increased in recent years.</li> <li>– FGD participants reported that men/husbands and women/wives participate equally in making decisions regarding household property ownership and inheritances with household income distributed equally to household members.</li> <li>– Many FGD participants stated that domestic violence is fairly common in their communities.</li> </ul>
Population and health	<ul style="list-style-type: none"> <li>– Births amongst adolescent girls account for 8.6 per cent of all births, a relatively high indicator in Mongolia.</li> <li>– Since 1980, fertility has declined by more than five children per household.</li> <li>– Life expectancy at birth for females (2005-2007) is 71.82, much higher than males, which is 61.21.</li> <li>– A decline in the sex ratio of the Mongolian population is expected: it is assumed that life expectancy at birth will widen due to women experiencing greater improvement in their life conditions than men.</li> </ul>
Education and social institutions	<ul style="list-style-type: none"> <li>– The absolute majority of people were literate: 96.6 per cent of men and 97.6 per cent of women.</li> <li>– The aimag has active organisations representing various social groups, including women, the elderly, Indigenous people, and environmental protection.</li> </ul>

**Key findings**

The baseline report includes a description of Mongolian culture, which covers gender roles and responsibilities, both historically and currently. As stated in the report’s section on Mongolian culture, “unlike their counterparts elsewhere in Asia, Mongolian women historically enjoyed high status and freedom. Since fertility was valued over virginity, the Mongols did not place the same emphasis on female purity as found in the Islamic societies in Asia. Although women had legal equality with men under socialism, they were burdened with the responsibilities of housework and childcare as well as their labour for wages” (p35 *Social Economic and Environmental Baseline Study 2008*). The baseline report also touches on kinship relationship from the 13th century to date and more recent socialist system administrative arrangements that impacted traditional structures.

The Mongolian culture and nomadic way of life is described with a detailed account of husband and wife household workloads.

The study recognises the fast growing mining sector in Aimag Umnugovi, and details how residents want to benefit from new opportunities but at the same time ensure their concerns regarding losses of traditional culture, environmental degradation and social inequality are attended to. Notwithstanding, the baseline evaluates the process of development in the aimag, by means of an integrated focus that considers aspects of the economic, social, environmental and institutional elements of the region, inclusive of gender specific issues.

**Next steps**

Once the investment agreement is signed, Oyu Tolgoi will move to commission an intensive socio-economic and environmental impact assessment in the project area, and will use some of the information from the baseline study as a benchmark. The impact assessment team will be required to ensure that gender is considered in the methodology for the primary research.

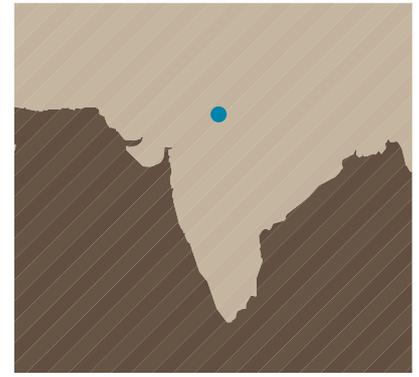
For further information, the full English version of the study is available at: <http://en.umnugovi.mn/static/687.shtml?menu=817>. **3**

## Case study 4: Rio Tinto in India

### Gender sensitivity in community assessment and development work

#### The project

Rio Tinto Exploration has been exploring for diamonds since 2003 in the Indian state of Madhya Pradesh in the Chhatarpur District. In 2007, following positive results from exploration activities, the project advanced to the order of magnitude study stage, which involved additional community impacts through extended ground disturbance. The project passed from Exploration to the Copper and Diamonds product group late in 2008 for a further evaluation and possible mine development.



Madhya Pradesh

India



#### The baseline study and community profiling

A Communities team has been involved with the project since 2003. This team has been working to collect social baseline data and complete community profiles. The studies have found that the area in and around the project compares unfavourably on key human and economic development indicators. The studies also conclude that the project area is rooted in feudal and patriarchal traditions, as well as widespread, gender based discrimination across communities. This is reflected in women's low literacy levels, poor health, high mortality rates and low nutritional status. The unbalanced sex ratio in this community, (ie the number of females compared to males in the population) is one quantitative indicator of lack of support for the empowerment of women. Complicating the picture is that India still observes a version of its

traditional caste system although the modern Constitution has outlawed explicit discrimination based on caste status. The contemporary "Scheduled Castes" and "Scheduled Tribes", and "other Backward Classes" which used to be known as "Untouchables" or "Dalits", were officially, denied access, solely on that basis, to public services, education, jobs and facilities as late as 1955. Significantly, full emancipation of this group is yet to be achieved.

This heterogeneously composed, and fastest growing, group in India comprises about 25 per cent of the Indian population and is one of the largest "minority" communities in the world. Although women among the Dalits have begun participating in economic activities, their role in decision making and status is still secondary to that of men. In terms of gender roles and responsibilities amongst this

group, the studies found that women are extremely "time poor". The term refers to the fact that women spend much of their time fetching water or firewood and caring for family members rather than engaging in other productive or marketable activities, or simply having the ability to pursue their own interests. This larger context meant that it was very difficult for Rio Tinto to engage women to understand how the project was specifically impacting on women's lives. In response to these challenges, Rio Tinto Exploration has proposed to undertake a women's empowerment project.



### Women's empowerment project as part of the Community Development Plan

The aim of the women's empowerment project is to create awareness within the community about women's status, their role in community building, their contribution to the household and also to elevate women's awareness and voice in the development process.

While the women's empowerment project specifically targets women, the community development plan includes other initiatives that incorporate gender considerations and participatory methodologies. The Communities team consulted with local male leaders and government authorities to discuss the prospect of initiating a women's empowerment project as part of the overall community development plan, and to gain their trust. Communities practitioners also met with women in the local area to discuss the proposal. While

they were supportive, women expressed apprehension about men's resistance to the idea, and the social implications that would come from empowerment. Based on these consultations, the project team plans to work on small scale initiatives with the community closest to the operations as a "trial".

Initiatives in 2008 included the formalising of a long term, strategic partnership with UNICEF to facilitate the provision of education (literacy, health, hygiene and rights), accessible drinking water and forums for interaction and public participation.

Anecdotal evidence suggests that the work has had positive impacts, but there has not as yet been a formal evaluation. The project team plans to extend the project by scaling up to work in other communities and involve other parties, such as "women's issues" advocacy groups and other non government organisations. <sup>4</sup>



## Case study 5: Rio Tinto in Indonesia

### Gender analysis in action

Routa is in Sulawesi's remote hinterland, in Southeast Sulawesi province. Rio Tinto is in the early stages of exploration and negotiation with national and local governments with a long term view to mine nickel in Southeast and Central Sulawesi.

Rio Tinto's Sulawesi Nickel Project began social baseline research in and around Routa in March 2009. The research project has attempted to model best practice in gender analysis and inclusion from its inception.



Sulawesi  
Indonesia



Led by the Australian National University (ANU), and conducted in partnership with two Sulawesi universities – Universitas Tadulako (UNTAD) and Universitas Haluoleo (UNHALU) – the research project has placed an ANU anthropologist in Routa, who will be working with four research teams from UNTAD and UNHALU on a rotating basis over eight months from March to October 2009. The four research teams will work on smaller, contained projects, which will be directly integrated into the anthropologist's long term fieldwork.

The first research team consisted of two young women researchers from UNTAD and UNHALU, who studied gendered property relations, divisions of labour and inheritance practices. Their

early observations highlighted the importance of engaging with women in the community before deciding compensation or community relations strategies. The project also underscores the need for action based, participatory research methodologies, which recognise the diverse economic realities lived by women and men in communities around mine sites.

Ensuring a reasonable representation of women on research teams enables access to women in communities. The research schedule in Routa has prioritised a gender centred project as the first discrete module for UNTAD and UNHALU researchers. Running such a project before all others has enabled the creation of methodological frameworks which

are both dynamic and gender sensitive from the outset. The data gathered will form a resource for subsequent research teams and other project social scientists for the rest of the project's life.

Some very early observations indicate that labour market and educational outcomes are gendered, as are expectations around the work women and men perform.

These observations also indicate that available data often carry inherent gender related assumptions, and thorough baseline analysis at the earliest stages can help mitigate against the diminution of women's contributions to the community's economic security and development. **5**

## 1.2 Gender considerations in social impact assessments (SIA)

Gender considerations need to be incorporated from the outset of the SIA process. SIAs are typically undertaken as part of the regulatory process, and are often integrated into the environmental impact assessment upon which environmental approvals depend. However times are changing, and more rigorous and comprehensive studies on potential social and economic impacts, including a gender impact assessment and the identification of mitigation measures for adverse impacts, are expected.

As well, a greater importance is being attached to benefit sharing with local communities, which means that a SIA should also show an understanding of gender differences, and how the project can potentially enhance women's and men's quality of life. Another important measurement concerns how the local benefits generated by the project will be fairly distributed within the impacted population, including the most vulnerable. At important moments in the operational life cycle (such as expansions), the business should evaluate the way in which social and economic conditions have changed and try to define the extent that some or all of these changes can be attributed to the presence of the operation. Updates to the BCA will provide insights into the nature and extent of both natural and induced change, but a more focused study of the changes themselves may be undertaken as part of a post closure review.

The SIA should draw on existing baseline work from which the potential socio-economic impacts of the preferred construction and operating scenario can be projected. The SIA should also draw on the results of consultations with women and

men. Often a SIA will include an attitudinal survey, which attempts to reveal how different groups within the community perceive the project or operation and how they see it impacting on their lives and interests. A strategy for avoiding and mitigating negative impacts and enhancing positive outcomes (for both the community and the operation or project) is also required.

Certain types of changes may negatively affect gender relationships and quality of life conditions for women. This may happen if:

- inequality and social exclusion is exacerbated – for example by men receiving the bulk of the employment and income from the project and male leaders being the main counterparts for project consultations both of which may weaken the status of women in the community;
- health and wellbeing is adversely affected for community members who are injured or ill who are usually nursed and taken care of by the women in the family, particularly in countries with poor health systems and services;
- the ability of people to earn a livelihood is diminished especially where land is lost for subsistence agriculture which is often undertaken by women;
- a community's autonomy is reduced and social or economic dependency on outsiders (such as the mine or operation) is increased;
- women's or men's cultural heritage is damaged or destroyed; and
- social cohesion is undermined by activities or changed conditions and relationships that may or may not be a consequence of the project operations.

In understanding and managing impacts, businesses should take every practical step to ensure that projects do not make any existing gender inequalities in impacted communities worse. Beyond that, businesses, in consultation with communities, should look for opportunities to support initiatives that are gender inclusive and which have the potential to reduce gender disparities.

In order to assess the gender related impacts of change, the SIA must project or evaluate change with gender dimensions in mind. Below are some questions which may be answered by a SIA, focused on evaluating projected impacts through a gender lens.

Differences in the way women and men in the community perceive and understand the potential for the operation to impact their lives should also be understood. Where a SIA is being undertaken for an existing operation, the same questions should be answered, but in the context of a consideration of actual, rather than predicted, impacts.

A new set of gender related impacts, positive as well as negative, may arise in the context of a mine expansion or a mine closure and downscaling. As the circumstances of the operation change, job requirements may change, livelihoods may be altered once again, and land and other natural and human resource use patterns and needs shift. It may be necessary to undertake additional impact analysis including consultation at these times.

#### Examples of questions that a SIA may answer

Do women and men in the community view the mining project differently and do they have different aspirations and concerns?

Is it likely that the predicted social, economic and environmental impacts of the project will be experienced differently by women and men?

Will the project pose increased risks to the rights and interests of either women or men (eg increased incidence of sexually transmitted diseases, increased risk of violence, threats to personal safety, threats to existing livelihoods, changes to property ownership “rules”)?

What potential is there for the project to alter gender relations within the community?

- Does the project offer opportunities to create more equitable intra-household relationships?
- Does the project pose potential threats to either women or men by changing the balance of power or decision making patterns within the family or access to resources etc? Can these changes lead to an increase in gender based conflict violence? What measures can be taken to minimise or avoid these risks?
- Is there a likelihood of the elite, both men and women, in any community prioritising their own concerns without reference to the more vulnerable?

How can the project avoid or minimise potential male-female conflicts of interest, and promote social inclusion and cohesion?

- Are there stakeholders (NGOs that work with women, all male work unions) that might be expected to actively further or hinder efforts to achieve more equitable gender-related goals? How can their contribution be secured in a way that does not compromise our efforts to integrate gender in our work?

## 1.3 Gender considerations in social risk analysis (SRA)

### What is social risk?

While Rio Tinto has a well established risk assessment process which includes “community risk”, the attributes and implications of community risk for the business have not yet been clearly defined. To improve our risk assessment process, the corporate Communities team has developed a social risk analysis guidance note to assist in the definition and ranking of social and community risks. Potential risks to the business develop from unresolved social issues, lack of communication, unmitigated impacts and difficult community situations. “Social risks” are not constants – new risks can evolve or emerge during the project life cycle.

The degree of social risk depends on a situation’s likelihood of occurrence and its potential to adversely affect “community trust”, the stability of stakeholder relationships, or recognised important cultural heritage sites and practices. Social risks define a project’s social licence to operate. An unaddressed social risk can ultimately result in a loss of trust and licence, which can manifest itself in disengagement, protest, controversy and confrontation. Manifestations of group or community discontent can stop work, interrupt and extend project development timelines, generate additional unforeseen project costs, damage company reputation, and adversely affect the economics of the project or operation.

An important part of the social risk identification and analysis exercise is to identify specific measures and activities that should be undertaken or improved to mitigate or manage these risks, including those that are gender related.

The highest ranked risks will be incorporated into the site risk register, but the whole risk analysis serves as an important source of planning and risk management information that needs to feed into the Communities strategic community programme and Communities work planning processes.

### Examples of potential gender risks of non-inclusive community practices

Exclusion of women or men from formal negotiations, and also from informal engagement processes.
Inequitable distribution of risks, impacts and benefits of mining.
Failure to protect, or removal of access to, sites that are important to women or men.
Escalation of conflict with, or within, local communities.
Changes in the division of labour (including work, family and community responsibilities), with disproportionate impacts on women and men.
Changes in community dynamics as a result of in-migration (including increased likelihood of early sexual activity, HIV and STIs, exploitation, prostitution and exchange of sex for economic or social benefit, as well as increased alcohol and other substance abuse).
Increase in the level and extent of economic inequity through re-distributions of financial resources.
Alteration, loss or destruction of traditional and/or communal lands and resources important to women or men.
Pollution of water typically collected and used by women for bathing, laundering and food preparation, or significant changes in access to water for either women or men.
Disproportionate impact of resettlement including physical, social, cultural and economic displacement, including loss of livelihoods derived from local subsistence resources.

The failure to recognise women’s social risks associated with custodial rights over specific cultural sites prevented Argyle management coming to an agreement with the Traditional Owners over the extension of the diamond mining operation underground (see case study 6). It was only after women’s rights were recognised that an understanding over land use, access and management could be reached, and an agreement signed regarding underground expansion.

## Case study 6: Rio Tinto in Australia

### Argyle Diamond Mine Participation Agreement

The Argyle Diamond mine is situated on Barramundi Gap, a site of particular cultural significance to both Miriuwung and Gija women. A significant men's cultural site, Devil Devil Springs, is also adjacent to the mine. The initial community engagement about the development of the mine, and the community agreement signed at the time, gave insufficient regard to the fact that the mine was on a site of particular significance to women. The anthropological work on which the operation's initial ethnographic model was based was flawed as it drew upon too few informants, in particular, too few female informants and was done in a very short space of time. For two decades after the mine commenced, senior Traditional Owners attempted to renegotiate the relationship between the mine and the local community in a way that gave proper regard to the site's significance to women. Traditional Owners, particularly women, took every opportunity, particularly through art, cultural activities and ceremonial performances, to assert their rights and responsibilities over the area where the mine was located.



Barramundi Gap  
Australia

The re-negotiation of the agreement was triggered by a deteriorating relationship with Traditional Owners and a desire to address past wrongs and include those who were incorrectly excluded from the previous agreement. It was also viewed as an opportunity to bring the relationship in line with, or ahead of, current community expectations.

Gender was properly taken into account in the renewal of the operation's relationship with the local Aboriginal community, culminating in the signing of the Argyle Diamond Mine Participation Agreement in 2004. The agreement process commenced with a thorough ethnography conducted over two years, which examined both women's and men's interests in the mining lease area. The results of the ethnography were applied to establish a Traditional Owner negotiating group, comprising senior women and men, and also

younger adults to assist the elders in the agreement process. The ethnography was managed and endorsed by the Kimberley Land Council, providing important independent verification of the process and outcome.

The Argyle Diamond Mine Participation Agreement formally acknowledges the importance of the Barramundi Gap to women, and the importance of Devil Devil Springs to men. One of the agreement outcomes is the establishment of an endowment fund, managed by Traditional Owners, to support Aboriginal lore and culture in perpetuity, with equal allocations to both women's and men's lore and culture activities each year.

The agreement builds in acknowledgment of the status of both women and men over the mining lease area in a number of ways. A Relationship Committee was formed under the agreement, comprising representatives of the

five Traditional Owner language groups and Argyle Diamonds, with responsibility for ensuring the agreement is honoured. The Relationship Committee is guided by a co-chair from Argyle Diamonds and two Traditional Owner co-chair's (one of whom is male and one of whom is female, representing both Miriuwung and Gija).

The agreement includes a number of management plans integral to the success of the mining operation, one of which provides for a regular Manthe (welcome to country smoke or water ceremony) to be performed for all new employees, contractors and visitors to site. This provides a regular means for women to remind visitors of the nature of the Barramundi Gap and women's responsibilities to that site, and to assist keep people culturally safe whilst on site. The performance of ceremony is one of the ways that Traditional Owners exercise their responsibilities for Barramundi Gap. The agreement



therefore provides for ceremonies to be performed at the mine, the outcome of which has been women's ceremonies performed at key milestones in the development of an underground mine, as well as for other occasions.

There is also a specific plan for the management of Devil Devil Springs to ensure the area is maintained. [6](#)



## 2.0 Plan and implement

### 2.1 Integrating gender considerations into operational plans and procedures

Gender considerations need to be incorporated into project and programme planning from the very outset. Planning for Communities work at a project or operation takes place at two levels: (1) the strategic level as laid out in multi-year communities plans, and (2) the programme level for the design of specific community initiatives. Gender aspects need to be considered at both levels. Other types of operational policies, plans and activities that have gender implications, include human resourcing

policies and plans (workforce recruitment, management and accommodation); procurement of goods and services (use of contractors from outside the community, local sourcing policies and procedures, local business development programmes); and community health and safety. These should all be designed with gender in mind, as should standard operating procedures (SOPs).

#### Checklist

- [✓] Is the operation aligned with Rio Tinto's overall policy framework for multi-year Communities work?
- [✓] Do Communities strategies and plans adequately consider gender at the strategic level?
- [✓] Are gender sensitive methodologies used to plan and implement community initiatives?
- [✓] Have other operational plans and standard operating procedures been developed with potential gender impacts in mind?
- [✓] Does the monitoring framework include gender sensitive indicators?
- [✓] Are these indicators underpinned by credible data and are they updated regularly?

## 2.2 Multi-year communities plans

Rio Tinto requires each project and operation to have in place a multi-year communities plan, which is to be updated annually. The plan should define agreed programme initiatives with neighbouring communities, identify resource requirements and define objectives, targets and indicators. It is essential that such plans consider gender, and its intersection with other diversity considerations, such as age, ethnicity and so forth. Case study 4 on India, for example, discusses

some cross cutting issues of gender and other diversity considerations in Communities work in the early stages of project development.

Communities plans should also identify the differentiated impacts of resource allocations as they affect women and men.

The table below provides some guidance for integrating gender into multi-year communities plans.

Budgets and resources allocated to community development initiatives or service delivery may appear to be gender neutral. In practice however, women and men, boys and girls have different needs; they use and benefit from services differently. Allocations for management plans, multi-year communities plans and annual budgets need to incorporate gender considerations.

### Questions to consider for integrating gender into Rio Tinto multi-year communities plans

Have the views of women and men been identified in community consultations?

Does the plan adequately address gender related risks and opportunities identified in the baseline, social impact assessment and social risk analysis?

Does the plan link to other plans that may potentially also impact on gender? (eg procurement and work force, recruitment and development plans)

Does the portfolio of community initiatives in the plan provide for a balance of participation and benefit generating opportunities between women and men?

If the operation is reaching the end of its life, does the plan address the implications of closure, plant decommissioning, and site rehabilitation for the future stability and sustainability of households and host communities, and on the relationships between women and men within families and in the communities?

Does the plan include monitoring strategies and indicators that enable gender impacts to be tracked and assessed?

Does the plan reflect the outcomes of a gender inclusive planning process and does it contain mechanisms for ensuring that inclusive engagement and participation are maintained?

Have women's views on the multi-year communities plan been obtained and, if so, do women consider the plan responsive to their needs and concerns?

## 2.3 Community initiatives

As indicated, the specific community initiatives that form part of our multi-year communities plans also need to consider potential gender impacts and should be designed to ensure that benefits and outcomes are equitable from a gender perspective.

A well designed and effective consultation process which provides inputs into preparation of the BCA, SIA, SRA and multi-year community plans can result in initiatives implemented that are guided by the needs and aspirations of women as well as men.

The following table outlines factors to consider when designing and reviewing proposed community projects, plans and initiatives.

### Basic checklist for integrating gender into community initiatives

Goals	Do the goals of the initiative contribute to or detract from gender equity? That is, will the initiative, if successful, lessen, reinforce or exacerbate existing gender inequalities?
Beneficiaries	Is there a gender balance within the target group? If not, can the imbalance be justified on the grounds that it is necessary to achieve greater gender equity (eg a programme targeted at poor women)?
Objectives and targets	Do programme objectives take explicit account of gender considerations? Is implementation planned in a way that will improve chances for net positive contribution to gender equity? Targets don't guarantee outcomes – good planning, organisation and attention to detail do.
Activities	Do planned activities involve both women and men? Has a participatory process been employed to arrive at decisions? If not, can the exclusive focus on one group or the other be justified in terms of longer term gender equity goals?
Indicators	Have indicators been identified that will allow monitoring and measurement of gender impacts in relation to programme objectives? Are indicators age and gender disaggregated?
Implementation	Will women and men participate equally in implementation? If not, can this be justified in terms of gender equity goals? Have potential gender related obstacles and constraints to successful implementation been identified, along with ways of working around them?
Monitoring and evaluation	See Section 2.6 on page 67
Impact assessment	Have downside risks and possible unintended impacts been evaluated and contingencies for mitigation worked out should they occur? (eg an unforeseen consequence of programme implementation may be an increased burden on women or social isolation of men)
Budget	Do financial inputs benefit both women and men? (Oftentimes royalties or financial benefits from mining go to men and women are left out, or do not benefit either directly or indirectly.)
Communication	Does the communication strategy consider women's and men's preferences and information needs? Is a consultative process employed?

Adapted from a framework in UNDP 2007 *Gender mainstreaming in practice: a toolkit*: 42

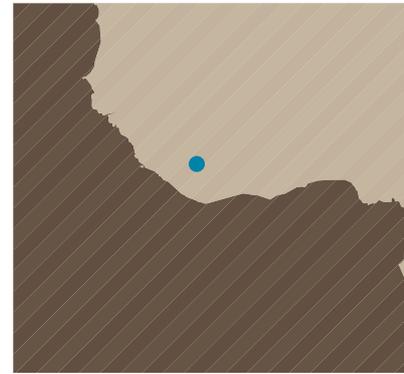
## Case study 7: Rio Tinto in Guinea

### Women specific projects in Simandou

The Rio Tinto SIMFER SA Simandou is a world-class iron ore exploration and mining project. The International Finance Corporation holds a five percent stake in the project. The feasibility of mining a major iron deposit, located in south-eastern Guinea in West Africa, in the Simandou mountain range, is currently being assessed.

A Mining Agreement signed in February 2003 by the Government of Guinea and Rio Tinto set an initial term of 25 years with the possibility of renewal for an additional 25 years. Rio Tinto's Mining Concession was granted in 2006 by Presidential decree.

Rio Tinto has been present in Guinea since 1997 and has completed a number of studies, including social baselines for the port, railway and mine in 2009, which included a gender analysis.



Simandou  
Guinea



#### Context

The project is located in a rural environment. Women in Guinea are key contributors to the rural economy. Their work is vital, because they are responsible for about 80 per cent of food production in addition to playing a major role in traditional livestock farming. Women earn a small income by selling surplus agricultural products in the local markets, managing this income themselves. Men handle the largest portion of the household income which is generated from the sale of livestock, manual labour during the agricultural season and other formal or informal work. Although Guinea ratified the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) in 1982, women remain marginalised due to the traditional systems, which continue to predominate in rural

areas. Most groups of women have more limited access than men to; education (parents generally prefer to send male children to school and keep young females at home to help in the household); means of production such as land (the customary system prevents women from owning land and the system for land inheritance is patrilineal); and income (traditionally, women are expected to remain in the household and take care of the children instead of working). Furthermore, a high percentage of women still die as a result of child birth as there is limited access to health services in rural areas.

#### Engagement with Rio Tinto

Community engagement is a key activity of the Rio Tinto Communities team and, through this, women in the mine affected communities have raised their concerns regarding income

generation, health and sanitation, and education. Appreciating the barriers mentioned above, the Rio Tinto Communities Team, in consultation with the women, civil society groups and local authorities, designed a number of activities aimed at improving the status of women in the area.

The approach of the Communities Team in this early stage of the project has been to support existing institutions, such as the parents' association, as these institutions were already acceptable to men and women. However, there are limitations to this approach if women are to be mainstreamed in the project and benefit from the project. The Communities team is aware of this and will look to develop appropriate strategies as the project moves forward.



### Specific Projects

#### Parents' association

All schools in rural Guinea have a parents' association made up mainly of mothers of students attending primary school. In association with an international NGO already operating in the area, Rio Tinto agreed to support the members of the association and provided a literacy programme linked with income generating activities. These activities helped women value-add to agriculture products which they were already growing. The women were able to learn how to make dry mangoes, jams and other preserves and sell them in the local market. The association uses the revenue generated from the sales of these products to buy school material for students. The literacy programme has enabled women to better understand the written requirements of the income generating activities, such as filling out receipts, understanding written requests, basic maintenance of financial records and inventory control.

#### Education retreat for young girls

Young female students in the project area face additional barriers compared to their male counterparts. Young girls are expected to perform household tasks, while their brothers are allowed time to study for final exams. Young girls frequently complain that they do not have enough time to study during exam times due to the burden of taking care of their younger siblings or household duties.

APROFIG, a local NGO, contacted Rio Tinto's Communities team to request assistance to support a six-week retreat for young girls to allow them to study for final exams (equivalent of O and A Levels) without the interruptions they would face at home. As part of Rio Tinto's commitment to support education in an area with a weak education system and recognising that proactive measures targeted to women are required to improve equality, Rio Tinto has committed to supporting this initiative for the next two years. Supported by this programme, 75 per cent of the girls who attended the retreat passed the final school exams in 2008. Further support will depend on continuous successful results and status of the Simandou project development.

#### Sanitation

Moribadou village is located approximately 15km from the main mine camp. This small village has experienced in-migration, resulting in pressure on the traditional sanitation system in the village. In-migration is one of the main social risks of the project and an In-Migration Plan, prepared in 2008, is being implemented. As part of this, the Communities team worked with women from the village to raise awareness about hygiene. This resulted in women requesting support to build traditional latrines. The Communities team agreed to support the women, providing materials and training on usage and maintenance of latrines, and the community built the latrine pits. To date, Rio Tinto and the men

and women of Moribadou have constructed 60 new latrines.

In the same village, a group of women created an association called AMVP to clean the town after every market. Rio Tinto has helped the group to improve its organisation and has provided safety materials, such as masks and gloves, and working equipment, such as brooms and wheelbarrows. Rio Tinto is also helping the group to become more sustainable by involving the municipality, which will consider financing the group.

#### Gender and HIV

The Communities team has a proactive HIV awareness programme in stakeholder villages to prevent HIV and other STIs. In order to better reach the female population, women have been trained as peer-educators on HIV and STI prevention. The peer-educators hold awareness-raising sessions with the general population and they also facilitate sessions exclusively with women to discuss both HIV and STI prevention, allowing women to raise their questions in a more discreet setting. Rio Tinto provides refresher training and the required teaching and community communication materials. **7**

## 2.4 Programme areas in Communities

The following list provides some brief examples of how gender might be considered in different thematic areas, not all of which will be the direct responsibility of Communities practitioners. In considering the list, Communities practitioners should recognise some programme areas can be best approached directly whereas for others an indirect approach may be more effective.

### Potential programme areas

Local employment	Gender sensitivity in hiring practices can help ensure that both women and men of local communities receive equal opportunity for employment. Gender equity in employment helps to ensure a broader spread of community benefits, particularly if women are offered equal opportunity for training and promotion. Employment opportunities beyond the mine should also be considered.
Safety and security	Safety and security programmes might involve community initiatives to address violence against, harassment and exploitation of women and promote women's safety. Workplace policies and processes to address physical safety of women and sexual exploitation and harassment are also important. Employees should be encouraged to conduct themselves in a manner consistent with their role and company policy both on and off the job.
Workplace	Workplaces should ensure that there is appropriate infrastructure and facilities for women to work in all aspects of the business. Provision must be made for washrooms, suitable uniforms, a safe environment and appropriate mine-site accommodation.
Resourcing	Gender is a cross-cutting aspect of the business and is everyone's responsibility. Different organisational arrangements are available, from a stand-alone unit, to an individual, or a number of people who are formally assigned responsibility for gender and equity. Gender considerations should be included in budgets from the outset.
Organisational communication	Communication between men and women in the workplace is important to ensure that gender equity is pursued in a supportive environment. Communication should be ongoing, transparent and responsive to issues.
Environment	Consideration should be given to how men might be affected differently from women should there be an environmental incident. Women's perceptions of environmental risk should also be considered. Women are often faster to mobilise and organise because environmental concerns often impact the health of their families.
Emergency response	The vulnerability of men and women, boys and girls to emergencies may be different depending on their activities and exposure to a particular danger. Gender analysis in the case of emergencies can help reduce risk to people and also to reputation. Women often have primary responsibility for community organising and can serve as the most effective emergency response contacts for a company.

**Potential programme areas (Continued)**

Empowerment	Women's empowerment is a bottom up process of transforming gender power relations through individuals or groups developing awareness of women's status and building their capacity to challenge and change the status quo. Programmes might include empowerment through small business and enterprise development.
Education and training	Education is an essential tool for achieving equality and development. It is well recognised that education for girls and women has a flow on effect on development, such as lower child and maternal mortality, improved environmental management and economic growth. Programmes may focus on equal access to education for girls and boys and adult literacy equally for women and men.
Economic	Empowerment of women is often linked to economic independence. Projects might involve improved access to local level employment and small business opportunities and training. Gender equality in financial services has shown greater business returns, since women have a better track record of starting successful businesses and repaying loans. Evidence from micro-credit lenders indicates that women have superior repayment records, invest more productively and are more risk averse. However, care should be taken that women are encouraged and enabled to establish economic sufficiency that does not exacerbate domestic gender tensions.
Health	Health programmes might include, for example, awareness campaigns about sexually transmitted infections, including HIV, and health care to raise awareness for women and men.
HIV	Due to their disproportionate vulnerability to infection, role as child bearers and primary carers, paying particular attention to women's education on HIV, strategies for prevention and treatment is important. Understanding gender relations, power dynamics and inequalities in any society is also critical to designing and implementing effective HIV programmes. A whole-of-community approach, in partnership with government, bi-laterals, multilaterals and/or the non government sector that goes beyond mine workers should be adopted.
Resettlement	Women and girls with primary domestic responsibilities are most likely to be adversely impacted by relocation. Programmes may need to take into account, reinstate and/or compensate for gender specific needs including: continuation of access to resources and livelihood interests; loss of artisanal and small scale mining opportunities; health and environmental rehabilitation from small scale mining; education and health service access; and domestic, resource, and business incentives to resettle.
Artisanal and small scale mining	In many countries, women in artisanal mining are an important part of the affected community, and because their activities are sometimes considered "illegal", they often do not benefit from community development programmes. A specific approach to resolving relations between artisanal and large scale mining, with a gendered approach, is important.

Two case studies of different approaches to community programmes follow – the first in Zimbabwe and the second in Western Australia. Both case studies describe a range of interventions and initiatives, from employment and education to cross cultural awareness and poverty alleviation.

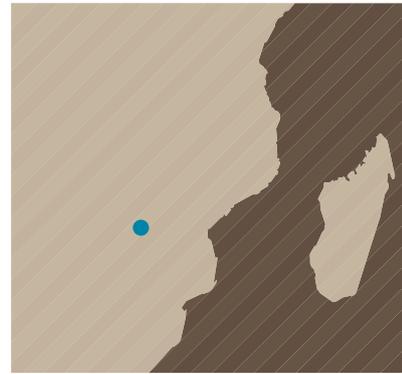
## Case study 8: Rio Tinto in Zimbabwe

### Women's engagement in the resettlement process

#### The project

The Murowa Diamond Mine is located near Zvishavane in south west Zimbabwe. Rio Tinto started exploration in the region in 1992, and subsequently developed a small scale operation with potential to expand should the current local socio-economic and political conditions and the world market conditions improve to allow for further investment. The first diamonds were produced in 2004, and the operation currently employs around 100 permanent staff and 200 people on long term contracts.

Rio Tinto commenced community consultation and engagement early in the project and by 1999, it was determined that the mining lease would require 1,200 hectares of land, which was occupied by 142 families who would need to be resettled in order for the process to proceed. At the same time 265 graves needed to be relocated before mine construction commenced.



Zvishavane

Zimbabwe



#### Early engagement and negotiation with the community to be resettled

The company conducted a comprehensive programme of community consultation as part of its social and environment impact analysis. This included the public involvement programme (PIP) and community baseline study. Special attention was paid to female-headed households, and also to child-headed households, ensuring that they were given equal opportunities to engage in the consultation process as other families.

In 2000, the company began negotiations with all parties, including government, NGOs and communities. The aim of the negotiations was to come to a common understanding of the process and outcomes of a resettlement programme. The parties agreed on the principles

of relocation including that the families would all be moved as a group and that Rio Tinto would try to find land nearby, within an area familiar to the community and with a similar culture. This would be done to minimise the social and cultural impacts.

The parties then moved into a two year process of negotiation in a series of workshops, led by an external mediator, which resulted in agreements about relocation, compensation and other conditions and community requests. The community elected a representative committee to negotiate on their behalf and four of the eleven representatives were women.

The need for women's participation became particularly apparent through the consultation process as women were consistently more able to provide the necessary

information about landholdings, including the crops planted and sometimes the history of the families. These issues are central to successful resettlement and approaches to compensation.

Rio Tinto worked with men and women to support women to engage in areas that were traditionally not their domain. For example, those women whose husbands had died had their assets and properties registered in their name, which had not happened in the past. In the resettlement process women took a central role during the relocation of graves, with some leading exhumation grave side prayers and traditional rituals.

By May 2001, the company, community and government were able to conduct an official signing ceremony for the relocation agreement which



included agreements about how many families were eligible for relocation and an “asset for asset” based scheme of compensation.

#### **Engagement and negotiation at the resettlement site**

Rio Tinto located and purchased six blocks of land (known as the “Shashe Block”) in a nearby region, Masvingo Province, and began construction of new community infrastructure in consultation with the local government. The infrastructure agreement that was negotiated included provisions for Rio Tinto to build a school, rural health centre, housing for teachers and nurses, a church, 17 boreholes and roads, as well as a timeline for their construction and eventual handover to the government.

The most controversial and difficult aspect of these negotiations centred around the allocation of land that each family would receive, as the

Shashe Block had become occupied by other families from Masvingo province under the Zimbabwe government’s “Land Reform and Resettlement Program”. With no other land available to resettle the Masvingo families, and Rio Tinto expressing concern about settling the Murowa families on less than the 65 hectares each which had been promised earlier in the process, the negotiations became deadlocked.

What followed was two years of difficult and intensive meetings and workshops, throughout which women remained central players in the negotiations and ensured gender considerations were incorporated into distribution of benefits. The allocated land underwent improvement and preparation, allowing the resettled communities to plant a crop immediately, and reap a valuable harvest in the 2002/3 season.

#### **Developing a sustainable community**

At the handover of the Shashe resettlement scheme, Rio Tinto also committed itself to a “Communities Action Plan” which provides for health, training and agricultural capacity building programmes for ten years after resettlement. The aim of the programme is to offer agricultural skills and capacity building to enable the farmers to run farming activities that could sustain them.

Other initiatives include running a national training programme for farmers, and introducing hybrid cattle and high yield crops. In the Master Farmer training programme, approximately 75 per cent of the students are female. Currently there are six micro-gardens running and 90 per cent of membership in these gardens is women. Almost 99 per cent of project committee members are women. **8**

## Case study 9: Rio Tinto in Australia

### Community engagement with Aboriginal women and men in a variety of programme areas

With an integrated network of 11 mines, three shipping terminals and the largest privately owned and operated rail system in Australia, our Pilbara operations produced more than 175 million tonnes of iron ore in 2008 and are growing towards an annual production rate of 220 million tonnes. Rio Tinto Iron Ore is also one of the largest employers in the region, with about 6,200 employees (Rio Tinto Iron Ore Human Resources Report, Q1 2009). The Ngarluma are one of eleven traditional owner groups who are impacted by Rio Tinto's iron ore operations in the Pilbara.

The Ngarluma (jointly with Yinjibarndi people) hold native title over land in the West Pilbara around Dampier, Karratha, Cape Lambert and Roebourne. A 2005 court determination granted native title over a 24,428 square kilometres area excluding townships and mining leases.



Pilbara

Australia



At a celebration in Roebourne in July 2008, Rio Tinto and the Ngarluma people signed an initial Binding Agreement (the 'Letter Agreement') which will lead to an Indigenous Land Use Agreement (ILUA). The agreement is based on infrastructure (ports and rail) because there are no mines in Ngarluma country. Under the agreement, Rio Tinto will pay financial benefits for activities on Ngarluma country, and in return the Ngarluma Aboriginal Corporation will consent to these activities, carry out priority heritage surveys and not object to Rio Tinto's tenure applications. The ILUA will also provide a framework for Rio Tinto's relationship with Ngarluma on issues including employment and training, business development and contracting, and land and cultural management.

Rio Tinto Iron Ore's engagement with the Ngarluma people has developed over a number of years. There are many initiatives that seek to ensure that Indigenous women, as well as men, benefit from the mine's presence. The initiatives below highlight some of Rio Tinto Iron Ore's various engagements with Ngarluma women in particular, from consent processes through to community engagement and development.

#### Consent

Women were involved in negotiations with Rio Tinto Iron Ore from the outset and Rio Tinto Iron Ore ensured that both women and men were consulted in initial negotiations. Rio Tinto Iron Ore recognises that culturally, women and men have different roles and responsibilities.

Historically women have played significant roles in the advancement of Aboriginal affairs in Roebourne. The Binding Agreement between the Ngarluma Aboriginal Corporation and Rio Tinto holds the signatures of 17 named Ngarluma Traditional Owners on the negotiating party, nine of whom are women. Twelve people signed agreeing to the terms of the agreement. Seven of the 12 signatories were women. Also, all three representative signatories from Ngarluma Aboriginal Corporation Mt Welcome Pastoral Company and for Rio Tinto Iron Ore were women.



#### Rio Tinto Iron Ore Aboriginal employee figures, second quarter, 2009

Discipline	Total	Male	Female
Trainees	77	50	27
Apprentices	27	25	2
Operator	298	251	47
Trade	57	54	3
Admin	39	0	39
Supervisory	8	8	0
Technical	8	7	1
Graduate	3	2	1
Professional	27	16	9
Specialists	3	3	0
Superintendent	3	1	2
Manager	1	1	0
	549	418	131

Source: Rio Tinto Iron Ore Aboriginal employee figures Human Resource report. Q2, 2009

#### Employment

Of a total of 6,480 employees, 549 are Aboriginal Australians, comprising 131 women and 418 men. The representation of Aboriginal women in mining employment in Australia is low relative to men, due to factors such as health, education, traditional roles of women, as well as mining's male dominated culture. As of second quarter, 2009 there are 131 Aboriginal women in direct employment with Rio Tinto Iron Ore's operations, including contracted employees. Currently, about one third of these employees work in operational roles at the entry level. Rio Tinto Iron Ore data confirms that as they move up the hierarchy, Aboriginal people are represented less frequently, particularly women.

There are several initiatives that seek to encourage and support Aboriginal women and men in mining employment at Rio Tinto Iron Ore. For example, there are now two Aboriginal recruitment advisers, both of whom are women. These officers work to encourage Indigenous people to apply for jobs within Rio Tinto. Anecdotal evidence suggests that having two Indigenous female recruitment officers has helped to encourage more women to apply. These officers encourage all Rio Tinto Iron Ore sites to consider employing Indigenous women and men, and provide ongoing support to the site Human Resources teams and line managers in sourcing suitable Aboriginal applicants for the vacant roles that they have. The Aboriginal recruitment advisers have found that operations are very receptive to employing Indigenous people, including women, but are not always proactive in their approach.

A database of all Aboriginal people that have applied for employment with RioTinto Iron Ore is maintained, and can be disaggregated by gender. This database currently holds the details of more than 1,600 Aboriginal job seekers Australia wide. When a vacancy occurs, Human Resources contacts the Aboriginal recruitment advisers who refer job seekers onto them for consideration. Aboriginal applicants meeting the minimum criteria for a role are invited to a selection centre/interview. An Aboriginal recruitment adviser is present when an Aboriginal applicant is being assessed. Once in the workplace Aboriginal recruitment advisers become involved if issues of discrimination arise.

While some progress is being made, there is room for improvement. For example, all divisions within Rio Tinto Iron Ore have Aboriginal employment targets, but these are not yet gender based. One strategy is to

employ more female mentors to work directly with and support Aboriginal female staff to help retain them in the workplace.

### Scholarships

The Rio Tinto Iron Ore Aboriginal scholarship programme is aimed at assisting students to get through university study free from Higher Education Contribution Scheme (HECS) debt and the purchase of text books. The programme is mainly for Pilbara Traditional Owners, however other students will be considered. Currently there are eight Indigenous females involved in the scholarship programme, and three males. There is an increasingly high interest from females. Female scholars currently participating in the programme are studying areas such as geology, film and media, community management and medicine.

### Cross cultural awareness

Rio Tinto Iron Ore also runs cross cultural awareness that involves both men and women. Women play a key role in delivery, as most of the current traditional land owners who present are female. Cross cultural awareness is mandatory for all new employees and contractors.

### Annual dinner

Responding to the aspirations of the Ngarluma women, Rio Tinto Iron Ore supported the introduction of an Annual Women's Dinner. The dinner is by invitation from a senior Ngarluma elder and a small working party that she establishes each year. The dinner is an opportunity for Ngarluma women to meet, socialise and network on a special night of the year in an alcohol free environment. Rio Tinto Iron Ore has a female vice president who attended the dinner. The evening also provides an opportunity for Rio Tinto Iron Ore community relations staff to continue to extend their networks and nurture existing relationships with Ngarluma and other traditional land owners.

In part as a result of the success of the dinner programme, women have come to Rio Tinto Iron Ore to share their ideas for more opportunities to get together to socialise and start some self development programmes. Rio Tinto Iron Ore Community Relations is discussing ideas for bingo, karaoke and talent quests that would bring community together, and also a programme for young women in personal presentation, including fashion. The programme will extend from the coast, inland to the town of Tom Price.

### Community relations

The positive work of the Communities team has seen robust relationships develop between Ngarluma and Rio Tinto Iron Ore. There is a high degree of responsiveness. For example, the recent groundbreaking ceremony required as part of the power plant development was required sooner than expected. Although sometimes difficult to organise at short notice, the Ngarluma people agreed to break the ground. The ceremony involves both men and women. The elder who officiated the ceremony was female.

While the projects and programmes outlined above are gender sensitive, they are not necessarily formalised in policies and plans. They have evolved through the interaction with the communities. **9**

## 2.5 Links to other functions

An effective Rio Tinto Communities practitioner will already understand the importance of influencing the plans and operational procedures of other departments. For example, the Human Resources department is responsible for workforce planning, sourcing, recruitment, development and talent management.

Human Resources therefore has a critical role in facilitating Rio Tinto's commitment to building a diverse workforce (age, gender, ethnicity (including Indigenous groups), nationality, sexual orientation, disabilities, language) and to sharing the benefits of project development and operation with a diversity of stakeholders (local and regional communities, governments, multilaterals, NGOs, traditional owners, customers, markets, suppliers).

Rio Tinto's diversity strategy has placed a priority on building a gender-balanced workforce and specific changes to enable this have been incorporated in to recruitment, talent development and succession planning policies and practices. Similarly, Procurement departments have a role in ensuring that supplier selection and review processes and practices provide equal opportunity to both male and female entrepreneurs and business owners to do business with the company. Active collaboration across these and other functions will ensure a sustainable and systematic approach to integrating gender.

In the case studies 10 and 11 from Rio Tinto Iron Ore Pilbara Operations and Kennecott Utah Copper, we can see some of the strategies that have been used by the Human Resources function to investigate and address gender factors that were providing barriers to employment at Rio Tinto.

Equally important to integrating gender considerations into our business are the policies and practices of other parts of the organisation, such as Human Resources, Procurement, and Health, Safety and Environment.

## Case study 10: Rio Tinto in Australia

### Rio Tinto Iron Ore Pilbara's strategies to increase the labour pool

Rio Tinto Iron Ore has implemented policies intended to increase the available labour pool and increase employee diversity. Rio Tinto Iron Ore has a number of complementary programmes to attract more women to work in mining, particularly in non traditional roles, and also to attract women to return to mining after having children.



Pilbara

Australia



#### Flexible work arrangements programme

In March 2007, Rio Tinto Iron Ore Pilbara released a Flexible Work Arrangements Policy. The purpose of the policy is to provide opportunities for current employees to better balance their work and other life commitments, as well as making Rio Tinto Iron Ore a more attractive place to work for those who could not work the traditional mining rosters due to child care or other commitments – most often women.

Flexible work arrangements available under this scheme include: part time, job sharing, phased retirement, working from home and flexible work hours. The company developed a process by which any employee – male or female – is able to apply to the scheme, although, to date, 93 per cent of the employees with flexible work arrangements are female.

Shifts during school hours have been trialled successfully at several operations for different roles. For example:

- Dampier's Port Operations have successfully trialled a part time operator arrangement, with shifts during school hours.
- Pannawonica mine has a successful arrangement for contractors to drive haul trucks in a "hot seat" manner to cover lunch and rest breaks during the day shift, so that drivers can work a four hour shift during school hours.
- At Paraburdoo, the site works collaboratively with a contractor to allow female operators to work flexible hours to accommodate their partners' rosters.
- Many sites have implemented successful job share arrangements, such as two weeks on/four weeks off at West Angelas.

Rio Tinto Iron Ore notes that many of these schemes have been successful arrangements for employees, and also for the business, saying that this is "a significant step towards better attraction and retention of women to such locations" (Rio Tinto Iron Ore Pilbara Operations, 2008).

During 2007, a survey of employees who had taken part in the flexible working arrangements programme found:

- 80 per cent of users are aged between 31 and 40;
- 87 per cent of respondents choose to work flexible hours in order to care for young children;
- study and home location were other factors;
- the vast majority of existing users would like to continue the arrangement long term;



- 100 per cent reported their manager as either supportive (33 per cent) or extremely supportive (67 per cent); and
- 94 per cent of all users were satisfied with their flexible working arrangements.

#### **Work experience programme**

Cape Lambert's Port Operations identified that a lack of experience in the mining industry and in basic work skills was preventing a number of otherwise work ready candidates from pursuing careers in the mining industry. To address this, Cape Lambert implemented a six week programme allowing candidates to rotate through different divisions of the business including: operations, maintenance, marine, administration and materials handling. The programme aimed to attract women and Indigenous people who were new to the mining industry to give them an opportunity to gain a holistic view of the business while gaining some work skills, and potentially undertake a traineeship or apprenticeship with the company. The programme has been successful in attracting a wider pool of candidates, with some progressing to skilled and semi skilled roles. (Rio Tinto Iron Ore Pilbara Operations, 2008: 4)

#### **Kids Matter Family Day Care Programme**

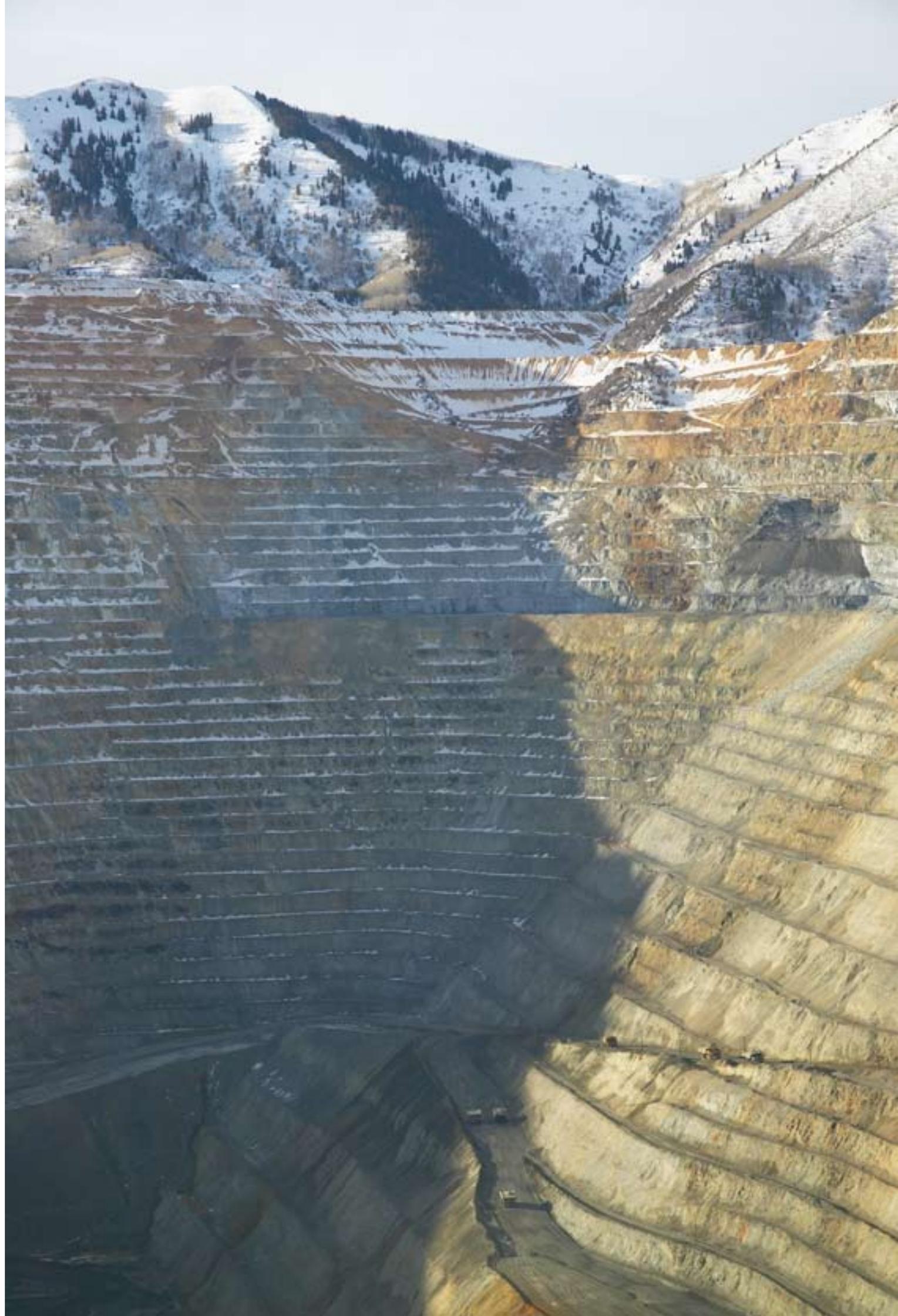
Rio Tinto Iron Ore has found that access to quality childcare in the Pilbara is a major barrier to the further development of the region. There is need to increase the amount, quality and availability of childcare to support families, broaden employment choices, and attract and retain skilled workers in the region. Rio Tinto Iron Ore contributes to several regional programmes which provide incentives for setting up home based child care, and for increasing the number of qualified child carers.

In partnership with the Pilbara Development Commission, and other companies in the region, Rio Tinto Iron Ore provides financial support for the Kids Matter Family Day Care Programme. The programme provides support, advice and information to those who would like to become Family Day Care providers. Financial grants and incentives are offered to successful licencees, as well as ongoing support. By the end of 2007, 13 new services have been established, providing 91 new child care places across the Pilbara.

#### **Early Learning Specialist Scholarship Programme**

In partnership with other local companies, education providers and the local government, Rio Tinto Iron Ore contributes funding, and manages an Early Learning Specialist Scholarship Programme. The programme seeks to provide locally delivered training opportunities and support to those seeking a career in the children's services industry.

Scholarships are available to those who enrol on a Certificate (one year) or Diploma (two years) in Children's Services delivered by the local vocational education centre. The scholarship covers tuition fees, as well as financial bonuses at 50 per cent and 100 per cent completion of the course. Achievement of the Diploma allows students to become eligible for entry into university programmes in related fields. For those who work as child carers in the region, Rio Tinto Iron Ore pays a yearly bonus. **10**



## Case study 11: Rio Tinto in the US

### Attracting and retaining women in the workforce at Kennecott Utah Copper (Kennecott)

Recent research commissioned by Kennecott found that negative industry perceptions, traditional work scheduling practices and a lack of family friendly work policies were the key reasons why women were not attracted to mining. The research used a combination of research methodologies, including interviews with students and the workforce, and desk research that benchmarked what other companies were doing, including in sectors other than mining. Kennecott subsequently has piloted a “flexible work practices strategy” (for non operational positions) as a tool to improve attraction and retention of women in the workforce as part of an overall approach to diversity.

In Kennecott’s 2006 diversity strategy paper a series of recommendations were put forward, including the implementation of a two tier approach which includes career development and training programmes for women to help them progress to management levels and also policies to support the retention of women.

The strategy suggests a series of initiatives, including that the business:

#### Build better understanding

Introduce employee satisfaction surveys and forums to assess the needs and wants of employees to develop a work-life balance and evaluate existing initiatives, and understand flexibility of current site work schedules.

#### Improve the policy framework

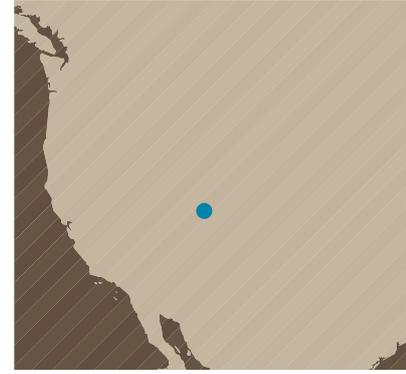
Introduce policies around flexible work arrangements that allow employees to apply to work part time, job share, and to be eligible to work on a part time basis following maternity leave.

#### Implement strategies

Introduce Human Resources strategies which attract and retain women, including network programme, career development planning, advertising part time positions, scholarship programme that targets women. Improve technology arrangements that enhance communication between managers and employees who work flexible schedules.

#### Improve data management

Improve data collection and management in key areas, including for exit interviews, percentage of women returning to work from maternity leave,



Utah  
US

percentage of female representation in the company, percentage of women in senior management and percentage of women identified as “high potential”, and percentage of women on flexible work schedules.

The report also analysed the potential barriers for implementing the strategy.





The flexible work practices strategy is one of several workforce diversity initiatives that formed part of the Kennecott strategic plan for 2006. These initiatives align with Rio Tinto's overall diversity goals.

Kennecott also developed annual diversity targets as part of the organisational Human Resources Plan beginning in 2006. Kennecott outperformed against the gender targets in the first year but did not meet its targets in the second year. The ethnic diversity target was not achieved in the first year but was exceeded in the second year.

It became apparent that simply through more focus on improving the specific elements of the diversity profile in the business, improvements could be made. However, challenges remain in sustaining these improvements, which is the justification for the introduction of more flexible work practices such as job sharing, telecommuting and flex-scheduling. The impact of these practices will be measured as part of the pilot project, as well as the feasibility of extending some of these practices to the more challenging operation environments at Kennecott. Additional focus is also being placed on the content and placement of job postings to appeal to and attract diverse candidates. <sup>11</sup>

## 2.6 Planning for ongoing monitoring and evaluation

Rio Tinto expects its projects and operations to monitor and evaluate their social and environmental performance. Monitoring and evaluation of our Communities work is also embedded within the Rio Tinto Communities standard. Monitoring and evaluation will be ad hoc and unreliable until it is tied to specific measures that can be tracked and measured. These measures are called indicators. They can be quantitative (number based) or qualitative (descriptive).

Indicators can also measure activities (eg number of programmes targeting women) and results (eg number of women who have successfully completed a training programme, and applied this knowledge in practice). Indicators must be defined in advance and be easy to track. If the indicator is too difficult to measure, it will not be useful for tracking progress against an objective and target.

An indicator can be defined as something that helps us to understand where we are, where we are going and how far we are from reaching a given

goal or objective. Indicators are representative of measurements of progress towards an objective.

The indicator must represent an objective that is to be achieved, or an attribute to be changed. It is difficult for indicators to represent the full intent or consequence of the objective. An indicator, then, becomes a “pointer” to the status of a particular matter, situation, issue or objective – often measured at different points in time to observe changes. Indicators can be in the form of a measurement, number, opinion or a perception.

In order to monitor progress on our multi-year communities plans or on a specific programme, or monitor change in important areas of community life, we need to identify indicators that are both appropriate and relevant to the programme or community attribute that we wish to track. This should occur during the programme planning stage, during the design of the plan, or in the case of tracking change within the local community, as part of the first comprehensive BCA.

**Quantitative indicators** refer to attributes of a situation, process, or activity to which we can attach a number, percentage, or ratio that reflects its status at a given moment of time. They can be drawn from data systems and records that have been examined or collected during a study or planning process.

**Qualitative indicators** refer to attributes of a situation, process or activity whose status or condition is determined by opinions, perceptions, or judgements, or by quality of an experience – not by numbers.

**Qualitative and quantitative indicators** can often be developed in consultation with community groups.

### Example of indicators for a school support programme

In the case of a programme which has an objective to “increase school enrolments and retention” an indicator may be the number or percentage of new and returning school enrolments every year during the term of the programme and maybe five years beyond.

A second objective of the programme is to increase school attendance and completion rates. Indicators would capture the number or percentage of attendance rates on a monthly basis and completion progress over the life of the programme for the whole student body.

By collecting and analysing data by gender, the gendered impacts of the programme can be measured. For example, knowing that completion rates for girls and boys differ can help the appropriate authorities to design policy interventions aimed at improving gender equality in education.

### Gender sensitive indicators

Gender sensitive indicators are specifically designed to reflect changes in the status and roles of men and women. This includes, but is not limited to, sex disaggregated data. Indicators can be specific to international, regional, country specific and local contexts and be either qualitative or quantitative.

Indicators for gender should be linked to targets and objectives at the strategic level, as well as the project level. Practitioners will need to determine, in certain cases with stakeholders, which indicators are appropriate for different circumstances. An indicator that may work with men may be culturally inappropriate to use with women, or vice versa.

Quantitative indicators by themselves may not be sufficient for capturing women's and men's experience. This is why qualitative indicators are extremely important for understanding the fuller picture. Qualitative and quantitative indicators can be complementary. Quantitative measures are crucial to building the case for addressing gender disparities while qualitative methods enable a more in depth examination of gender relations that are not easily quantified.

Following is a list of gender sensitive indicators (mostly quantitative) relevant to mining communities. Since some of them are very specific to a given situation, they cannot be tracked unless there is a commitment to collecting relevant data on a continuous basis. Some of this information could be collected during a BCA through secondary sources such as government statistics.

Some of this information may also be available through other functions (eg Human Resources will have data on labour force participation, gender/wage differential etc). Other agencies or organisations, such as the local health service or school might already collect relevant data. But here too, there may be issues of confidentiality. In the beginning, try to find a few indicators for which data is readily available or for which data can be collected and kept easily. Also find indicators that make sense in terms of keeping track on what you are aiming to achieve or aiming to avoid.

### Examples of gender sensitive indicators for measuring risks and benefits in mining communities

<b>Labour, employment and assets</b>	<ul style="list-style-type: none"> <li>– Female and male economic activity and unemployment rates</li> <li>– Female and male labour force participation rate</li> <li>– % of females and males in mine labour force</li> <li>– % of females and males in management positions</li> <li>– % of females and males in informal sector employment</li> <li>– Gender wage differential</li> <li>– % of females with access to financial services</li> <li>– % of females with access to land</li> <li>– Prevalence of child labour amongst boys and girls</li> </ul> <p><b>Qualitative</b></p> <ul style="list-style-type: none"> <li>– Reported opportunities for professional development and satisfaction with support provided</li> </ul>
<b>Environment and infrastructure</b>	<ul style="list-style-type: none"> <li>– % of females and males with access to safe drinking water and fuel</li> <li>– % of females and males with access to paved roads and transport</li> </ul>
<b>Health</b>	<ul style="list-style-type: none"> <li>– Female and male life expectancy at birth</li> <li>– Infant mortality rate (per 1,000 live births)</li> <li>– Maternal mortality ratio (per 100,000 births)</li> <li>– % of females and males with access to a medical facility and health care</li> <li>– Incidence of Malaria and TB amongst females and males</li> <li>– Incidence of particular health conditions amongst females and males</li> </ul>
<b>HIV/AIDS</b>	<ul style="list-style-type: none"> <li>– Female and male HIV prevalence rate</li> <li>– % of females infected in the total infected population</li> <li>– % of female and male sex workers infected</li> <li>– % of infected females and males receiving treatment</li> <li>– % of mother to child transmission of HIV</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>– % of females with access to formal education</li> <li>– Ratio of boys to girls enrolment and completion rates in primary, secondary and tertiary education</li> <li>– Ratio of female to male adult illiteracy rate (15+)</li> <li>– % of females and males with relevant skills set for employment</li> </ul>
<b>Empowerment</b>	<ul style="list-style-type: none"> <li>– Number of females in leadership positions in the village/community level</li> <li>– Number of females who participate in planning and decision making in the household and at the community level</li> <li>– % of females participating in a committee report active involvement in management and decision making by the end of year two (from a baseline percentage at the start of the project)</li> </ul> <p><b>Qualitative</b></p> <ul style="list-style-type: none"> <li>– Level of satisfaction in participation in a working group by end of year one, by gender</li> <li>– Level of activity in involvement in management of a committee, by gender</li> </ul>
<b>Violence/security</b>	<ul style="list-style-type: none"> <li>– Number of women and girls who report being a victim of domestic and other forms of sexual violence</li> <li>– Existence of social services designed to address violence issues as well as alcohol and drug use issues</li> <li>– % of female and male alcohol and drug users</li> </ul>
<b>Vulnerability</b>	<ul style="list-style-type: none"> <li>– % of households headed by single females</li> <li>– Unemployment rate among female headed households</li> <li>– Poverty rate among female headed households</li> <li>– Prevalence of child marriage</li> <li>– Prevalence of other forms of human rights abuses against children</li> </ul>

Modified from Shahriari n.d. *Key gender indicators to measure risks and benefits in mining communities: 1*

## 3.0 Monitor, evaluate and improve

The more accurate and reliable the data upon which an indicator is based, the better it will be as a measure of change – positive or negative. The accuracy of data is dependent on good engagement and consultation, a core principle of a gendered approach.

We have already discussed how indicators should reflect or represent all the elements of a situation you wish to track in order to design and implement programmes that lead to better gender and diversity outcomes.

Until a programme has been fully implemented and run its course, it will be impossible to evaluate how well it achieved its objectives and what the impacts have been, positive or negative. Monitoring, however, should be an ongoing process.

A gender-sensitive monitoring framework should be outlined in the multi-year communities plans. Ongoing monitoring allows us to see the successes or shortcomings of our programmes as they progress, which provides a basis for making adjustments and improvements, along the way. Evaluation should take place once the work has been completed and will measure the outcomes and impacts of the programme or activity.

Monitoring and evaluation of gender sensitive data, as part of regular evaluation processes, is essential in order to:

- ensure that programmes and projects promote gender equality;
- ensure that any adverse impacts are not disproportionately falling on either men or women;
- enable better policy and planning; and
- measure progress against commitments to gender.

Ideally, monitoring and evaluation would involve women and men as full participants, not just as providers of data and information as this will result in a better understanding of who in the community has benefited from mining development and who has borne the highest cost (UNDP 2006). A monitoring process that involves stakeholders, for example, in developing indicators and collecting data, can help ensure that monitoring becomes a co-managed process rather than a process driven solely by the mining operation.

Checklist	
[✓]	Does the monitoring framework include gender sensitive indicators?
[✓]	Are these indicators underpinned by credible data and are they updated regularly?
[✓]	Is monitoring taking place in a planned way and on a regular basis?
[✓]	Are changes/adjustments being made to programmes as a result of monitoring?
[✓]	Are monitoring and evaluation processes participatory wherever possible, and inclusive of both women and men?

### 3.1 Continual improvement

Monitoring, evaluation, audit and assessment should raise awareness about the size and scale of the gender gap and the extent to which an activity has addressed the different needs, aspirations, resources and constraints of women and men. This information should inform project and programme implementation and identify opportunities for improvement

for new and existing projects, at all stages of mine life.

Other opportunities through which we can monitor and evaluate gender at the local level include:

- site managed assessments;
- communities diagnostic; and
- technical evaluation group reviews.

**Monitoring** is the ongoing measurement of progress against gender indicators using accurate and reliable information.

**Evaluation** is the assessment of overall and end achievements and results. It centres mostly on outcomes and impacts.

## 4.0 Report and communicate

Reporting and communicating performance, including gender, internally and externally, is important in the promotion of transparency. It is a way to invite feedback and dialogue which helps guide our formal and informal decision making processes across Rio Tinto. It can also contribute to improving our social performance and contributions.

### Internal reporting

Within Rio Tinto there are a number of key reporting requirements where gender should be incorporated.

These include:

- annual review of Communities programme to general managers
- site, business unit and Group wide diversity reports.

### External reporting

#### Local sustainable development reports

Every year, at the end of April, Rio Tinto's business units prepare their own local sustainable development reports. The style and presentation of local reports should be appropriate for the local stakeholders. The Rio Tinto guidance for local sustainable development reports requires information on a number of aspects where gender could be reported upon. However "Social management and performance" is the only section that explicitly mentions gender. This includes a section on employee profiles which looks at gender diversity including management levels and Indigenous employment.

A review of our local sustainable development reports in 2008 showed that the only reporting on gender issues included information regarding number of women in the workforce and number of women graduates (as these were corporate goals set in 2004). There is much opportunity to expand on this in the future, particularly in relation to our Communities work (eg reporting on development outcomes along gender lines and participation of men and women in community forums). If proper data

gathering, programme planning and implementation monitoring and evaluation are taking place much of the information will be available.

#### Site specific requirements

Depending upon the statutory or regulatory requirements of specific sites there may be a requirement to report gender disaggregated data for workforce composition, employee turnover and salary. These requirements could increase in the future.

For example, in South African operations, the Mining Charter, in alignment with the Black Economic Empowerment and Employment Equity legislation, requires that companies should be "Ensuring higher levels of inclusiveness and advancement of women. The stakeholders aspire to a baseline of 10 percent of women participation in the mining industry within five years; and setting and publishing targets and achievements." (Republic of South Africa, 2003) This means that each business unit in South Africa will have to report externally on this criterion.

#### Corporate level reporting

There are increasing calls for the industry to report gender disaggregated data, particularly labour force data, in sustainability reports. Calls for mining companies to report gender disaggregated data in other dimensions are likely to increase in the future. As a leading company, Rio Tinto intends to report on gender not only in the workforce but also in the communities surrounding our mine sites and operations, and also report on some of the key gender-related challenges, and how they are being addressed.

#### Checklist

- [✓] Does the site publicly report on what action it is taking to address gender issues and the outcomes of these actions?
- [✓] Do site reports present gender disaggregated data for key performance areas?
- [✓] Does the site communicate this information to community stakeholders (men and women) in a user friendly way?

# Summary

It is important to acknowledge the challenges we face as a company in working towards integrating gender into project and programme development and implementation, at all stages of mine life. We must continue to focus on integrating gender considerations into our engagement processes, as well as into the four key stages of our Communities work.

In summary this includes:

**Inclusive engagement:** Our first goal is to engage inclusively, which means recognising the diversity in the socio-economic and political situations of the various groups which comprise a community.

**Know and understand:** From the outset, we should seek to build our knowledge and understanding of:

- gender roles and responsibilities;
- differences in women's and men's access to and control of resources;
- women's and men's practical and strategic gender related needs; and
- the potential for Rio Tinto's activities to impact on any of the above, positively or negatively.

**Plan and implement:** Once we understand more about gender roles and responsibilities, access to and control over resources, practical and strategic gender needs, as well as the potential for Rio Tinto activities to impact on these considerations, we must plan to avoid or mitigate adverse impacts. We must look for opportunities to maximise benefits, including within multi-year communities plans, programme level plans and within other types of operational policies, plans and activities.

**Monitor, evaluate and improve:**

Accurate and reliable data and information to enable the measurement of change, positive or negative, is essential. Much of this is dependent on good engagement and consultation, a core principle of a gendered approach.

**Report and communicate:**

Reporting and communicating performance internally and externally, including on gender, is important for transparency and as a way to invite feedback and dialogue. This feedback will help guide our formal and informal decision making processes which will in turn contribute to improving our social performance and contributions.

Within all our projects and operations – mines and smelters alike – and across all functional areas, we must rise to the challenge of integrating gender. Attention needs to be paid to gender to ensure we do not worsen relationships, or create new inequalities, between men and women in the communities in which we work, and that we strive to create lasting, equitable and positive impacts.

# Summary checklist

<b>Know and understand</b>
[√] Have you included information about men and women, boys and girls in social baseline, impact and risk assessments?
[√] Have you held consultation(s) with women and men (including separate groups, as appropriate)?
[√] Have you broken down socio-economic and organisational data by gender?
[√] Have gender and diversity impacts been considered for different stages of mine life (including closure)?
[√] Have barriers and constraints to participation along gender lines been identified?
<b>Plan and implement</b>
[√] Is the operation aligned with Rio Tinto's overall policy framework for multi-year Communities work?
[√] Do Communities strategies and plans adequately consider gender at the strategic level?
[√] Are gender-sensitive methodologies used to plan and implement community initiatives?
[√] Have other operational plans and standard operating procedures been developed with potential gender impacts in mind?
[√] Does the monitoring framework include gender sensitive indicators?
[√] Are these indicators underpinned by credible data and are they updated regularly?
<b>Monitor, evaluate and improve</b>
[√] Does the monitoring framework include gender sensitive indicators?
[√] Are these indicators underpinned by credible data and are they updated regularly?
[√] Is monitoring taking place in a planned way and on a regular basis?
[√] Are changes/adjustments being made to programmes as a result of monitoring?
[√] Are monitoring and evaluation processes participatory wherever possible, and inclusive of both women and men?
<b>Report and communicate</b>
[√] Does the site publicly report on what action it is taking to address gender issues and the outcomes of these actions?
[√] Do site reports present gender-disaggregated data for key performance areas?
[√] Does the site communicate this information to community stakeholders (men and women) in a user-friendly way?



## Background reader

Left

A drill manoeuvres  
carefully between  
coconut palms in  
Madonga village,  
Mozambique.  
Image by Grant Lee  
Neuenburg, 2008.

# What is covered in the Background reader?

This Background reader is a companion piece to Part 2 - Guidance on “how to”, and has four main sections:

Section 1 – Gender concepts

Section 2 – The rationale for integrating gender into community work in mining

Section 3 – The gendered nature of mining impacts and benefits

Section 4 – International protocols and standards for gender

These sections provide additional detail to Part 2. They aim to help practitioners deepen their knowledge in gender and mining. A brief overview of each section is provided below.

## Section 1 – Gender concepts

Part 2 – Guidance on “how to” covered some of the key concepts associated with gender and mining. Section 1 provides additional detail on:

- the difference between the terms “sex” and “gender”;
- gender roles;
- why gender tends to focus on women;
- gender equality and equity; and
- gender mainstreaming.

## Section 2 – The rationale for integrating gender into community work in mining

Section 2 presents a rationale for why Rio Tinto seeks to ensure a strong focus on gender in community work, including how it will help the company increase its capacity to:

- minimise negative impacts of mining;
- gain and maintain a social licence to operate;
- support local and Indigenous employment opportunities;
- uphold corporate commitments to human rights;
- advance Rio Tinto’s sustainable development objectives; and
- improve access to finance.

## Section 3 – The gendered nature of mining impacts and benefits

We know that the effects of mining are experienced in a variety of ways, depending on a person’s gender, ethnicity, age, class and a range of other factors. This section outlines some of these impacts, with a particular focus on women, along the following thematic lines:

- negotiation and engagement;
- local employment;
- socio-economic and environmental aspects; and
- special issues: resettlement and displacement, HIV and small scale mining.

## Section 4 – International protocols for gender mainstreaming

There are numerous international agreements, initiatives and policies that have helped frame the gender and development debate.

These frameworks have emerged over many years of concerted international and local activism seeking to improve the rights of women and bring the need for gender equality to the forefront of the development agenda. These frameworks embody the principles of gender equality agreed upon by the international community. Section 4 outlines some of the key frameworks that have contributed to the international discourse on gender equality.

# Section 1 – Gender concepts

Part 2 – Guidance on “how to” covered some of the key concepts associated with gender and mining. This section provides additional detail on the following and draws on key theoretical debates and literature:

- the terms “sex” and “gender”;
- gender roles;
- why gender tends to focus on women;
- gender equality and equity; and
- gender mainstreaming.

## Distinctions between sex and gender

Understanding gender requires a distinction between “sex” and “gender”:

- Sex refers to the biological differences between men and women.
- Gender describes the social differences, which are assigned by society from birth, are changeable over time and have wide variations both within and across cultures.

Gender is a social construction that defines the different roles of men and women in various cultures and regions (as distinct from sex roles, which are biologically determined).

## Gender roles

Gender roles are ascribed and learned behaviours in a given society, community or other social group which determine what activities, tasks and responsibilities are perceived as “male” or “female”. Gender roles are affected by age, class, race, ethnicity and/or religion and also by the broader social, economic and political environment. Moser argues that to emphasise one part of a culturally assigned gender role against the other loses sight of the fact that many women carry the triple burden of economic productivity, community managing work and reproductive responsibility. The practical outcome of this reality means women’s actual

working hours tend to outnumber those of men whose work remains primarily in the economically productive sector.

Women’s triple burden is described below:

### Economic productivity

This refers to the market production and home/subsistence production which generates an income (whether financial or “in kind”). Women’s productive roles can include cash and subsistence farming (whether or not they control any income from their labour), fishing, foraging in forests, care of livestock, marketing and transporting, food processing for sale, cottage or home based industries (micro-enterprises), and waged/formal sector employment.

### Community managing work

This refers to the role women have in both urban and rural contexts to make sure that limited resources are allocated throughout their communities, especially in conditions where the state or non governmental organisations are not fulfilling their own duties to provide basic services such as food, sanitation, water, healthcare and education. This can mean taking primary responsibility for organising and mobilising protest groups to bring about needed change for communities. Some researchers further divide this category into two parts: (1) community work focusing on the daily needs of individual

households and (2) community work focusing on larger political activities.

### Reproductive responsibility

This refers to the childbearing and child rearing responsibilities – usually borne by women – which are essential to the economy and reproduction of the workforce. This also includes activities to ensure the provision of resources at the community level (Moser 1993: 49).

Moser further distinguishes that the stereotype of the male breadwinner, ie the male as productive worker, predominates, even in those contexts where male “unemployment” is high and women’s productive work actually provides the primary income. In addition, men do not have a clearly defined reproductive role, although this does not mean that they do not assist their women partners with domestic activities. Men are also involved in community activities but usually in markedly different ways from women, reflecting a further sexual division of labour. While women have a community managing role based on the provision of items of collective consumption, men usually have a community leadership role, in which they organize at the formal political level generally within the framework of national politics (Moser 1989: 1801).

The fact that women and men have different roles has important implications for policy makers and serious consequences for women. It means that the majority, if not all the work that women do may be made invisible and rendered unrecognised as work either by men in the community or by those planners whose job it is to assess different needs within low income communities. In contrast, the majority of men's work is valued, either directly through paid remuneration, or indirectly through status and political power. While the tendency is to see women's and men's needs as similar, the reality of their lives shows a very different situation.

#### **Why gender tends to emphasise women**

There have been many debates, which continue today, about women in development. Essentially, many of the debates come back to whether it is best to focus on "women" or "gender" or both in the development process. The women in development (WID) approach began with an uncritical view of existing social structures and focused on how women could be better integrated into existing development initiatives. WID tended to focus on small, women specific projects that were "added" on to mainstream development efforts. But these projects were generally not successful in improving the circumstances of large numbers of women, and in some cases even led to their further marginalisation. Plus, focusing exclusively on women's

(economically) productive roles instead of also considering their reproductive roles, failed to address systemic causes of gender inequality. The WID approach also tended to view women as passive recipients of development assistance, rather than active agents in transforming their own realities.

By contrast, the "gender and development" (GAD) approach – which forms the basis of the Beijing Platform of Action (see Section 4) – seeks to integrate gender awareness into mainstream development efforts such that they address problems of gender inequality at the same time as they seek to achieve their other objectives. The GAD approach seeks to address inequalities by focusing less on providing equal treatment for men and women and more on taking whatever steps are necessary to ensure equal outcomes (since equal representation and treatment does not always result in equal outcomes). It recognises that improving the status of women cannot be understood as a separate, isolated issue and can only be achieved by taking into account the status of both genders.

When integrating gender into community work in mining, it should not be assumed that there is no longer any need for women specific activities or targeted programmes. Where women have been denied opportunities or access to resources, targeted initiatives may be required.

#### **Gender equality and equity**

Gender inequality is a feature of most societies. Inequality can be experienced in different ways because it is caused by factors other than gender alone.

Gender equality is often considered a "women's issue" because it is women who tend to suffer disproportionately from gender inequality. However, gender is not solely a women's issue. If only women are involved in discussing and addressing gender inequality, solutions will not work. Moreover, gender inequality can also affect men in profound ways.

Broadly speaking, gender "equality" can either be formal or substantive equality. "Formal" equality is aimed at formally attributing women with the same rights and opportunities as men, for example, equality before the law, within policies and procedures. Formal equality is important, but does not always guarantee equal outcomes for women and men. For example, even if an operation achieved equal female employment, issues of discrimination may still persist. "Substantive" equality focuses on equality of outcomes – that is, outcomes in reality rather than only on paper. It is aimed at valuing women's contributions to society whilst recognising that such contributions may be different to those of men.

The United Nations Development Programme (2007: 65-69) explains that gender equality has five main concepts:

**Rights** – both women and men should have the same rights, and be equal before the law.

**Opportunities** – neither women nor men should face barriers to learning, working or participating in politics in the community or in the family simply because of their sex. Both sexes should have the same opportunities to access employment, resources, knowledge, information and services and to live healthy and happy lives. Men and women should likewise be able to make genuine choices about their own work and welfare and should have equal opportunity to make and influence decisions about themselves, their families and their communities.

**Value** – both women's and men's contributions to the family, society and community should be

valued equally, even though those contributions may be different.

**Situation and income** – inequality in the situation of women and men is often a “red flag” that inequality of opportunity exists more widely in communities.

**Agency** – both women and men should be in a position to claim equality through their actions and voice.

Gender equity refers to measures to redress a lack of gender equality. That is, gender equity is focused on fairness of treatment according to women's and men's respective needs. If significant gaps exist in the relative status of women and men, gender equity measures may be implemented to address this gap. Such actions are sometimes needed to address entrenched inequality. Gender equity measures are aimed at providing all groups with an equal chance in terms of substantive outcomes.

### **Gender mainstreaming**

Gender mainstreaming is one of the key concepts in the gender and development debate. It is considered both a methodology and an end in itself. Rio Tinto tends to talk about “integrating” gender into community work as it has found that the concept of integration is clearer to Communities practitioners and others working in the mining industry.

The concept of gender mainstreaming was initially developed by feminist development practitioners in the 1970s and formally adopted at the 1995 Beijing World Conference on Women. Gender mainstreaming has become a global strategy for promoting gender equity at the UN level. Gender mainstreaming strategies have been adopted by most international aid agencies as a key strategy for achieving gender equality.

### **In summary, gender mainstreaming involves:**

A process of assessing existing social and organisational structures and any planned future actions (such as the development of policies and programmes) according to gender sensitive terms of reference that are used for systematic analysis of social impacts. For example this could include using sex disaggregated data to measure differential impacts on men and women from a planned project.

Recognising and acknowledging that women and men may be affected differently by existing social and organisational structures and future policies and programmes. This includes the recognition that women's voices are often marginalised by mainstream social structures, policies and programmes.

A strategy for integrating gender into the design, implementation, monitoring and evaluation of policies and programmes by making sure women's voices are heard. This improves their participation in decision making and better incorporates their needs, rights and interests into policies and programmes. It includes the institutionalisation of gender sensitivity through the transformation of existing organisational structures.

Undertaking gender sensitive assessment and integration. The goal of this will be the achievement of gender equality by transforming existing social and organisational structures so that they better reflect, accommodate and respond to women's needs, rights and interests.

Despite its widespread use and application, conceptually and politically, gender mainstreaming is a contested term, and the approaches, philosophy and process of gender mainstreaming continue to generate debate. Some scholars argue that, in practice, gender mainstreaming – the practice of integrating gender into development process – prioritises economic goals over equality considerations and has been co-opted by donor organisations and, increasingly, the private sector. Others argue that gender analysis (which is essential to successful gender mainstreaming) fails to translate into practical tools that alter gender dynamics.

There are many definitions of gender mainstreaming. The general consensus is that mainstreaming gender involves the transformation of unequal social and institutional structures and processes into equal and just structures and processes for both men and women. In the context of Rio Tinto's Communities work, this means that practitioners may need to focus on organisational change in order to achieve gender equality.

The concept of gender mainstreaming is captured in the UN definition that was adopted in 1997.

Even organisations as large as Rio Tinto cannot mainstream or integrate gender into their organisational systems and structures in isolation. Gender mainstreaming has the greatest chance of success if the broader context and environment is “enabling”. Ideally, societal contexts are gender sensitive, but this is not always the case, even in countries where there is a strong legal framework for gender equality.

The Commonwealth Secretariat (1999: 28) suggests that an enabling environment includes the following:

- political will and commitment to gender equality at the highest levels;
- a legislative and constitutional framework that is conducive to advancing gender equality;
- civil society and the role it can play in advancing gender equality;
- the presence of a critical mass of women in decision making roles;
- global and regional mandates;
- adequate resourcing; and
- donor aid and technical assistance provided by international agencies.

Rio Tinto does not always operate in environments that are enabling of gender mainstreaming, and must therefore ensure that it does not exacerbate existing gender inequalities where the enabling environment is less than ideal.

#### **The UN definition of gender mainstreaming:**

“... the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”

## Section 2 – The rationale for integrating gender into community work in mining

For Rio Tinto, gender matters in order to:

- minimise negative impacts of mining;
- gain and maintain a social licence to operate;
- support local and Indigenous employment opportunities;
- uphold corporate commitments to human rights;
- advance Rio Tinto's sustainable development objectives; and
- improve access to finance.

### **Minimise negative impacts and reduce risk to vulnerable groups**

Rio Tinto has a responsibility to ensure that adverse impacts and social risks are minimised and do not fall disproportionately on any one section of the population. There is clear evidence that in certain contexts women are particularly vulnerable to mining development. Part 2 – Guidance on “how to” provides some guidance for operations to ensure that women and men are consulted and not further marginalised or adversely impacted by its activities. This includes people who are unable or unwilling to participate in the business of mining, or related activities. Avoiding social harm and minimising negative impacts can also help ensure a more stable workforce and community context.

### **Gain and maintain a social licence to operate**

Rio Tinto aims to adequately consider the perspectives of local communities, minorities and marginalised groups, and develop a social licence to operate. However, there are groups of women from around the world who continue to highlight the fact that mining often fails to take account of women's perspectives.

Women are using their agency and being supported by powerful actors such as the World Bank Group through its Gender Action Plan and International Finance Corporation programmes that target women in the extractive industry. International NGOs such as Oxfam Australia have also supported initiatives such as the International Women in Mining Network. Women are increasingly challenging the industry's social licence to operate and calling for more attention to the gendered impacts of mining.

Engagement with women at all stages of mining development will enable a greater level of involvement and ideally a more robust social licence to operate. Social licence to operate is not something to be taken for granted and it can change over time with political, economic and stakeholder relationship circumstances.

### **Local employment opportunities**

The focus of this guide is upon the work of Rio Tinto's Communities team, but it is important to recognise the links between community relations and employment. One of the most obvious benefits that a mine can offer is employment, either directly with the mine or in associated employment, such as businesses that service the mine. A common expectation is that mining will bring employment, and lack of equitable employment for local and Indigenous people (and particularly women in these groups) can become a point of tension between companies and communities. Local employment needs to be sensitively managed to give women equal opportunity to access employment.

Beyond this, the industry's ability to address issues such as pay disparities, attracting women to non-traditional careers and addressing mining's “old school” image are increasingly important. Rio Tinto's broader diversity strategy addresses some of these employment considerations.

### **Uphold commitments to human rights**

Rio Tinto has made strong commitments to upholding and promoting fundamental human rights. Equality of women and men is integral to the enjoyment of universal human rights (see Part 1 – Introduction). Many countries have enshrined these rights in law, providing safeguards for women and the processes for redress if standards are not met. Rio Tinto and other mining companies must comply with the law. Even without specific local laws, companies must respect human rights and strive to “do no harm” (Ruggie 2008, Dovey 2009, Realizing Rights 2009). Companies are also expected to exceed expectations in order to attract and retain women into the workforce. Some mines are increasingly providing flexible working hours, opportunities for re-entry into the workforce after having a family and developing strategies to combat sexual harassment and discrimination that can be difficult to regulate through policy or legal means alone. Additionally, mining companies are being encouraged to consider impacts on Indigenous women in mining employment, recognising that while Indigenous and non Indigenous women share some common workplace challenges, Indigenous women often face an additional set

of considerations, relating to cultural obligations and pre-existing barriers to workforce participation, including racial discrimination.

### **Advance Rio Tinto’s sustainable development objectives**

The minerals industry has embraced the concept of sustainable development, which can only be achieved with the active participation of all members of the community, including women. Gender inequality is a serious obstacle to sustainable poverty reduction and socio-economic development (World Bank 2004). There is a substantial body of evidence to demonstrate that the social and economic empowerment of women contributes to economic growth, poverty reduction, effective governance and sustainable development (World Bank 2001). According to the United Nations Development Fund for Women, when women have equality of opportunity, the results in terms of economic advancement have a striking positive effect (UNIFEM 2007). Until now, the mining industry has not had an explicit focus on gender in all areas of mine development and community interaction, yet this is clearly an important strategy for the achievement of sustainable development objectives.

### **Improve access to finance**

Some lenders and financial institutions (public and private) increasingly require a degree of gender sensitivity as part of their conditions for gaining finance. For example, gender sensitivity in project assessment is required by the World Bank and the International Finance Corporation (IFC). Increasingly lenders are looking for corporate policies and management systems that address sustainable development and poverty reduction. Within this, a focus on gender is being recognised as imperative.

## Section 3 – The gendered nature of mining impacts and benefits

We know that the effects of mining are experienced in a variety of ways, depending on a person's gender, ethnicity, age, class and a range of other factors. By properly considering gender, Rio Tinto can work to avoid these negative impacts.

This section outlines some of these impacts, with a particular focus on women, along the following thematic lines:

- negotiation and engagement;
- local employment;
- socio-economic and environmental aspects; and
- special issues: resettlement and displacement, HIV and small scale mining.

### Negotiations and engagement

Involvement of local communities in the early stages of mineral development provides an opportunity for local people to influence the development process. This can include the timing, nature, scale and even the location of an operation. Early negotiations also involve identification of anticipated impacts and negotiation of benefit flows, such as compensation and other payments. However, evidence shows that women are often excluded from formal negotiations, and also from informal processes. While there are a number of dynamics at play, exclusion of women from engagement at the early stages of project development contributes to inequitable distribution of risks, impacts and benefits (International Institute on Environment and Development 2002; Macdonald 2002).

While women can be excluded from formal negotiations, there are cases where they have used their agency to influence negotiations, either formally or informally. Just because women may not attend

formal negotiations, or have equal influence, this does not mean that they are passive. (O'Faircheallaigh 2008).

That said, women are often excluded from consultation processes, for a variety of reasons. They may not be able to attend for cultural or workload reasons. Public meetings and other forums may be held at times that are inconvenient for women with family and domestic responsibilities. Or it may be because the women live some distance from the mine itself. Failure to adequately engage these women also means that their knowledge is not accessed and considered in project planning. For example, if women are not consulted, sites that are important to women may not be adequately protected, or access for women maintained. The exclusion of women from negotiations and compensation can exacerbate resentment and conflict with, and within, the local communities.

### Local employment

Direct or indirect employment within the mining industry can provide opportunities for local people to increase their economic status, and that of their family. Employment can also increase people's mobility, skill level and employability elsewhere within the mining industry or in other industries and locations. This is particularly the case where training has been provided. The possibility of jobs can also motivate local people to complete education.

However, it is mostly men who gain employment within the mining industry. Even today some outdated ILO conventions that prevent women from engaging in night work and working underground have not been rescinded, though their status is considered "obsolete" (Politakis 2001: 403).

When men are employed in waged mining jobs, the division of labour can be significantly altered, sometimes very quickly. Empirical studies continue to confirm the existence of the gender gap in the mining workplace. This sees a system that fails to recognise the "triple role" of women, signifying their challenging combination of work, community and domestic responsibilities. This phenomenon relates to mining as well as many other sectors. In some communities, women face increased workloads as they manage households and family responsibilities alone for extended periods, such as when partners are on long distance commute rosters. If men are injured at work it is usually women who carry the burden of injury in the domestic sphere, particularly in countries with poor health systems and services. There are opportunities for companies to consider contingency arrangements for situations such as mine accidents in employment contracts, particularly in vulnerable communities. When women are employed in mining, or other industries, they are often expected to maintain both traditional domestic and agricultural roles and

their new role as income earner. In the mining workplace, women continue to face issues of sexual harassment and abuse, salary inequity and discrimination (Kemp and Pattenden 2007).

Mining can also result in the influx of migrant labour, usually men, hoping to secure mining employment, either directly or in related industries. Such migration can change the dynamics of communities – in both the sending and receiving communities – and put women in a more vulnerable or marginalised position.

#### **Indigenous employment**

Some of the workplace challenges may be compounded for Indigenous women, who may have additional cultural and familial responsibilities to non Indigenous women. They may also have negative experiences relating to the intersecting issues of gender, colonialism and racism.

Little is known about the experiences of Indigenous women in mining employment. Although there is a growing body of literature about the experiences of Indigenous women working in small scale and artisanal mining in developing countries (Lahiri-Dutt and Macintyre 2006), only a few sources detail the experiences of Indigenous women in large scale mines. Research from Papua New Guinea's Lihir Gold Mine (Macintyre 2006) has shown that while women's experience working at the mine was generally positive, their work remained undervalued.

In Australia, Indigenous women face additional employment challenges to non Indigenous women, such as systemic social disadvantage, complex family responsibilities and issues associated with holding positions of authority over other Indigenous people. They also face cultural pressure to stay at home and look after children and family members (Kemp and Pattenden 2007).

#### **Socio-economic and environmental aspects** **Economic**

Mining can deliver direct and indirect benefits to communities and catalyse economic opportunities for family units, whole communities and regions. Women and children can benefit from this increased activity where additional income is generated by the involvement of men or women in direct employment or through local enterprise development and supply chain linkages.

However, there is a considerable body of evidence to suggest that mining can also increase the level and extent of economic inequity through re-distributions of financial resources (Gerritsen and Macintyre 1991). The sudden influx of cash through compensation, royalties and wages through direct or indirect employment (usually of men) and associated economic activity can result in significant changes to community life, often with a more negative impact on women.

For example, women and families can become dependent on financial flows from mining to sustain their livelihoods, stripping them of traditional means of acquiring status and wealth (Macdonald 2006). Even if they are entrepreneurial, it is often more difficult for women than men to engage in economic benefits that might flow from the mine. Generally speaking, women entrepreneurs face difficulties that their male counterparts may not. For example, a Commonwealth Secretariat study (1999) found that female entrepreneurs cited major difficulties in obtaining credits and loans.

Increased total family income is not necessarily gender neutral and will not automatically translate into improved family and community livelihood. In certain contexts, men are known to spend mining wages on short term consumables and status items that are associated more with prestige than family wellbeing (Trigger 2003). Some also spend wages on prostitution, which in turn can expose themselves and other women with whom they engage with sexually to sexually transmitted diseases (Silitonga, Ruddick, and Wignall 2002). Evidence shows that when women tend to manage the household income the benefit tends to flow through the whole family (Emberson-Bain 1994). With men controlling resources, redistributions of power can occur, often exacerbating existing unequal gender relations.

### Social and health

Communities can benefit from mining development through the provision of social services, such as health, education, sanitation, transport and other infrastructure, which can have a positive impact on local populations. In fact, education of girls is a key indicator for gender equity in most social contexts. Improvement in, or provision of, services can result in better access to markets, decreases in diseases and longer life expectancies. Women are often beneficiaries of such social services.

However, if women and girls are not consulted, or if their rights, roles and responsibilities are not well understood, the investment in these services can fail to provide women with the anticipated benefits. Social infrastructure and services need to be purpose built in order to benefit women and children, for example, maternal healthcare, particularly in remote communities. Also, if local capacity to deliver social services at mine closure is not taken into account, dependency on services which decline or suddenly cease can also result in another suite of impacts, again with gender implications.

Mining can also result in adverse social and health impacts that require special attention. For example, under certain circumstances, women can face an increase in alcohol related abuse, domestic violence and general social disruption once men find employment in mining. There are also implications from the influx of large male populations on local communities (on young local women

in particular), with an increased likelihood of early sexual activity, HIV and STIs, exploitation, prostitution and exchange of sex for economic or social benefit. This is often exacerbated by increased alcohol and other substance abuse which impacts upon social order and stability.

### Environmental

Environmental impacts of mining can affect women and men in unique ways, particularly in Indigenous and traditional communities who rely on the environment to provide for family livelihoods (McGuire 2003). Mining can result in the alteration, loss and destruction of traditional and communal lands and resources. For example, the removal of forests, or reduced access, can prevent women from utilising traditional medicines, foods, cultural materials and firewood, and the loss of pasturelands.

The pollution of water by poorly managed mining discharge can also contaminate water, which women typically have to collect and often use more frequently than men for bathing, laundering and food preparation. Distance to potable water is a critical issue for some communities, and women in particular.

### Specific issues

#### Resettlement and displacement

Resettlement and relocation for mining has been shown to affect women disproportionately. If inadequately managed, displacement from original homes can result not only in physical displacement, but also in social, cultural and economic displacement. It can include the loss

of livelihoods derived from local subsistence resources (Ahmad & Lahiri-Dutt 2006; Cernea & Mathur 2008). One of the reasons for this disproportion is that in many traditional societies, women have no recognised land rights and titles and are therefore excluded from most land based compensation schemes. A gender perspective can help identify and offset the short and long term adverse socio-economic and cultural impacts of resettlement and displacement for both women and men.

The industry's ability to deal with in-migration to local areas as a result of mining and the associated gender impacts is also important. The issue of how to address gender roles in newly arrived immigrant populations, and managing this with existing community expectations, is extremely complex and requires careful consideration.

### HIV

HIV poses an unprecedented threat to human welfare and socio-economic development. In many regions of the world, heterosexual transmission plays a major role in HIV infection and is therefore greatly affected by gender based power relations and gender disparities. Research by the World Bank (Ofosu-Amaah et al. 2004) shows that the more unequal the power relations between women and men in a given country, the higher its HIV prevalence rates. In fact, the whole epidemic is becoming increasingly feminised. Globally, a greater proportion of people living with HIV are female (Ofosu-Amaah et al. 2004). This not only reflects

women's greater physiological vulnerability to infection but also their social and psychological vulnerability created by a set of interrelated factors including poverty, cultural norms, violence, legal frameworks and physiological factors.

The threat of HIV is of key concern to the mining industry. The nature of mining development itself has been associated with the increased prevalence of HIV in some cases. Factors that increase the risk of HIV infection include:

- increased in-migration, particularly of working age single men;
- encouragement of risk taking mentality, particularly for men spending periods of time away from their families; and
- increased numbers and use of commercial sex workers.

On the pragmatic side, the impacts of HIV can have severe cost implications. The costs to companies include: increased absenteeism; increased staff turnover; loss of skills; increasing costs for training and recruitment; increased insurance, funeral and medical costs; and declining productivity and profits.

The increasing feminisation of HIV stresses the need for policies and interventions to focus on transforming gender roles and relations between males and females. In recent years there has been a steady rise in the quality of analysis of both male and female gender based risks and vulnerabilities in project design. However, follow through on these issues during implementation and monitoring needs to be strengthened.

### **Small scale mining**

Artisanal and small scale mining is characterised by the use of rudimentary, labour intensive techniques for mineral extraction, often under hazardous conditions. It also represents an important component of the livelihood of women in mineral rich regions. Women miners will defend their right of access to minerals and fair trading of their produce.

Artisanal mining is not always the same as illegal mining, however it is often undertaken without formal or "legal" permits. The driving factor of this sector is poverty: small scale or artisanal mining often provides the main source of livelihood for many poor communities. Globally, approximately 80 to 100 million people are directly or indirectly dependent on artisanal mining. Women comprise an estimated 30 per cent of this group, though in some regions, for example areas of Africa, this reaches up to 50 per cent (Hinton, Veiga & Beinhoff 2004: 1). Typically, women involved in artisanal and small scale mining play key roles, not only in the process of mining but also in terms of goods and services provision, such as through food preparation, domestic duties, small shops and also sex work. Due to the "ancillary" nature of these roles, women are frequently overlooked by government initiatives and development programmes aimed at improving mining conditions.

Artisanal mining is often characterised by poor working and living conditions that have adverse affects on both women and men. However, there is significant evidence to indicate that women face particular

and gender specific risks and disadvantages in this mining sector. Artisanal and small scale mining is often family based and undertaken in circumstances where childcare and schooling services are absent. Women often work with their children and older children frequently participate in the work. The heightened health risks are exacerbated for women as they are most commonly involved in minerals processing where they are at particular risk of chemical exposure. Women may also face high levels of violence and sexual exploitation. Young girls in particular are vulnerable to sexual exploitation due to the status of virginity and the perception that they will be less likely to carry HIV or other sexually transmitted diseases.

In the small scale and artisanal mining industry, very little is understood about the different roles and activities of girls and boys. However, data suggests that the involvement of girls is more frequent and far-reaching than previously recognised (ILO International Program on the Elimination of Child Labour 2007). Evidence shows that girls suffer from the "double burden" of an increasingly hazardous workload in mining on top of domestic responsibilities at home. The ILO states that girls are increasingly becoming "... trapped between these twin pressures ... [and are] especially vulnerable as their schooling inevitably suffers and their physical and emotional well being is under threat." The involvement of girl labour in small scale mining often continues to exist in and around large scale mining.

## Section 4 – International protocols and standards for gender mainstreaming

There are numerous international agreements, initiatives and policies that frame the gender mainstreaming debate. These frameworks have been developed from many years of concerted local and international activism seeking to improve the rights of women and bring the need for gender equality to the forefront of the development agenda.

The focus on gender equality and gender mainstreaming that these agreements and initiatives provide represents high level principles agreed upon by the international community in recognition of the importance of gender equality at a global level. This section covers some of the key developments and documents that have contributed to the international discourse on gender equality and gender mainstreaming.

These include:

- Convention on the Elimination of All Forms of Discrimination Against Women (1979) and Optional Protocol (2000);
- The Fourth World Conference on Women's Beijing Declaration and Platform for Action (1995), Beijing +5 and the 10 year review;
- The 23rd special session of the United Nations General Assembly on Women 2000;
- 10 year review of the Beijing Platform for Action;
- Millennium Development Goals (2000);
- Human Development Reports;
- Commonwealth Plan of Action on Gender and Development (1995) and Plan of Action for Gender Equality (2005–2015); and
- World Bank and International Finance Corporation (IFC) programmes on gender.

### **Convention on the Elimination of All Forms of Discrimination Against Women (1979) and Optional Protocol (2000)**

This United Nations convention, also known as CEDAW, is an international instrument that defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. In summary, the convention is targeted at eliminating discrimination against women and ensuring gender equality in political life, education, health and employment.

To date, 185 signatories to CEDAW have ratified or acceded to the convention thereby placing themselves under a legal obligation to comply with the convention. This includes a commitment to design and implement a variety of measures at the national level aimed at eliminating discrimination against women. For instance, measures such as incorporating the principle of equality into domestic legal systems, and establishing tribunals and other public institutions to oversee and monitor the effective protection of women against discrimination. Countries that are party to the convention are obliged to report at minimum every four years on the legislative, judicial, administrative and other measures they have adopted to eliminate discrimination

against women, in compliance with the convention. The committee reviews national reports, facilitates discussion and makes recommendations accordingly.

Whilst CEDAW does not make specific reference to gender mainstreaming, this convention is considered a bedrock international document of women's rights. Subsequent developments, such as those elaborated on below, have sought to build upon and expand on the convention.

### **Convention on the Elimination of All Forms of Discrimination against Women**

Article 1 For the purposes of the present Convention, the term “discrimination against women” shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

Article 3 States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.

### **The Fourth World Conference on Women's Beijing Declaration and Platform For Action (1995), Beijing +5 and the 10 year review**

The Beijing Declaration and Platform for Action, stemming from the Fourth World Conference on Women in 1995, provided new impetus for governments, civil society and the private sector to address gender inequality in society at all levels. The declaration reaffirms the commitment of the international community to gender equality stating that all signatories are "determined to advance the goals of equality, development and peace for all women everywhere in the interest of all humanity".

Building on this commitment, the Platform for Action identifies 12 areas of "critical concern" and puts forward a wide range of strategic objectives and actions to be undertaken by signatories at the individual country level, as well as through regional cooperation and interaction, to address the identified areas of concern. In addition to providing critical strategic guidance, and identifying gender mainstreaming as the methodology by which to achieve women's empowerment, these documents reaffirm the international principle that "women's rights are human rights". That is, that the human rights of women and the girl child are an inalienable, integral

and indivisible part of universal human rights. (This principle was first put forth by the Vienna Declaration and Program of Action adopted by the World Conference on Human Rights.)

The Beijing Platform for Action is a major international development in the promotion of the human rights of women. Evidenced by two key follow up events, it aimed to monitor the progress of countries in addressing the critical areas of concern as well as the integration of the Platform's aims and strategies in other international frameworks.

#### **The Beijing Platform for Action**

"The Platform for Action is an agenda for women's empowerment. It aims at ... removing all the obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision making. This means that the principle of shared power and responsibility should be established between women and men at home, in the workplace and in the wider national and international communities. Equality between women and men is a matter of human rights and a condition for social justice and is also a necessary and fundamental prerequisite for equality, development and peace."

The issues identified as "critical areas of concern":

- 1 The persistent and increasing burden of poverty on women.
- 2 Inequalities and inadequacies in and unequal access to education and training.
- 3 Inequalities and inadequacies in and unequal access to health care and related services.
- 4 Violence against women.
- 5 The effects of armed or other kinds of conflict on women, including those living under foreign occupation.
- 6 Inequality in economic structures and policies, in all forms of productive activities and in access to resources.
- 7 Inequality between men and women in the sharing of power and decision-making at all levels.
- 8 Insufficient mechanisms at all levels to promote the advancement of women.
- 9 Lack of respect for and inadequate promotion and protection of the human rights of women.
- 10 Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media.
- 11 Gender inequalities in the management of natural resources and in the safeguarding of the environment.
- 12 Persistent discrimination against and violation of the rights of the girl child.

**The 23rd special session of the United Nations General Assembly on Women 2000: Gender Equality, Development and Peace for the 21st Century (Beijing +5).**

As a follow up to the Beijing Conference this special session aimed to identify persistent gaps and challenges in addressing the 12 areas of critical concern and to provide new recommendations for implementation of the Beijing Platform of Action. The session adopted a political declaration and an outcome document identifying further actions and initiatives needed.

The two main obstacles to the attainment of worldwide gender equality were identified as violence and poverty. Whilst some progress was noted, new challenges such as HIV/AIDS and increased armed conflict were highlighted by the session as impediments to ensuring gender equality. The persistent gender divide in the labour market and limited participation of women in decision making were also noted as key factors.

To combat these continuing and emerging barriers to the advancement of women's equality, the session drew particular attention to: the importance of improvements in women's education and health care to break the cycles of poverty, discrimination and marginalisation; the need for a holistic approach to development;

and the importance of gender mainstreaming in all areas and at all levels.

**10 year review of the Beijing Platform at the 49th Session of the United Nations Commission on the Status of Women (2005)**

The United Nations Commission on the Status of Women, established in 1946, is a functional commission of the United Nations Economic and Social Council (ECOSOC) that focuses exclusively on issues of gender equality and the advancement of women. Since 1995 the commission has been mandated by the General Assembly to focus on the implementation of the Beijing platform and promote a gender mainstreaming perspective in UN activities. The 49th session was aimed at: providing a review of the implementation of the Beijing platform and outcome documents from the 23rd special session of the General Assembly; and identifying current challenges and new initiatives for the advancement and empowerment of women and girls.

Review and appraisal by the commission focused on the implementation of the Beijing platform at the national level; identifying achievements, gaps and challenges; and developing an indication of which areas, actions and initiatives within the framework require the most urgent work.

**Summary of the United Nations developments on gender mainstreaming**

Gender mainstreaming was endorsed by the Beijing Conference as a strategy for promoting equality between women and men. This commitment to gender mainstreaming by the international community was further formally endorsed by the UN Economic and Social Council in 1997, by the Millennium Development Goals in 2000, reiterated by the General Assembly at its 23rd special session in 2000 and by subsequent resolutions. The most recent resolution on gender mainstreaming was adopted at the 2006 substantive session of ECOSOC (Council Res 2006/36).

“Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels, and 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 programmes in all political, economic and social spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.” (ECOSOC 1997/2).

### The Millennium Development Goals (2000)

The Millennium Development Goals (MDGs) were adopted by 189 UN member states at the 2000 Millennium Summit. The goals synthesise important commitments made at key conferences and summits during the 1990s and recognise explicitly the interdependence between growth, poverty and sustainable development. In sum, the goals mark a commitment by the international community to a common set of basic development goals on poverty, education, gender, child mortality, maternal health, epidemic diseases, environmental sustainability and development financing. The eight goals are accompanied by 18 targets designed to measure quantifiable social, economic and environmental indicators. In an effort to meet these targets by 2015 the United Nations Development Program (UNDP) helps countries to formulate national development plans that are consistent with the MDGs and tracks progress through regular gender sensitive reporting.

Gender inequality, especially in developing countries, is recognised by the goals as a major obstacle to meeting the MDG targets. Therefore, every MDG relates directly to women's rights and the need for gender equality and women's empowerment is recognised as an important means to achieving all of the MDGs. In addition, gender equality and women's empowerment is recognised

as an MDG in and of itself thus reaffirming the commitment of the international community to the centrality of gender equality in the development agenda. The specific focus on women noted in Goal 3 is a clear reflection that the importance of gender equality is now a well recognised principle of the international community.

### The Human Development Reports of the United Nations' Development Programme

The Human Development Reports (HDR) rank countries on a Human Development Index (HDI) that measures life expectancy at birth, adult literacy, school enrolment ratios and gross domestic product per capita. The HDI, introduced in 1990, represents a move away from focusing solely on economic factors when measuring poverty and wellbeing. Whilst this signalled an important first shift in thinking within the international community, the HDI did not include sex disaggregated data until 1995. Coinciding with the Beijing Conference, the UNDP developed the gender related development index (GDI) and the gender empowerment measure (GEM). The GDI uses the same indicators as the HDI, but imposes penalties where gender inequalities are found. The GEM concentrates on gender differences in income, in gaining and maintaining access to jobs in particular classifications, and in the percentage of parliamentary seats held by women and men.

### Millennium Development Goal 3: Promote gender equality and empower women:

Target:

Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015.

Indicators:

3.1 Ratios of girls to boys in primary, secondary and tertiary education.

3.2 Share of women in wage employment in the non agricultural sector.

3.3 Proportion of seats held by women in national parliament.

### **Commonwealth Plan of Action on Gender and Development (1995) and Plan of Action for Gender Equality (2005–2015)**

The Commonwealth Plan of Action on Gender and Development (1995) (CPA95) is a framework for member governments that provides the “blueprint for Commonwealth action to achieve gender equality”. The CPA95 recognises that gender mainstreaming is an integral element of good governance and seeks to promote gender equality by “mainstreaming gender issues into all policies, programmes and activities of governments”. The two strategic objectives of CPA95 are: strengthening the institutional capacity of member governments and the secretariat, and focusing on certain critical human rights and development issues of the international agenda which the Commonwealth is well placed to focus on.

Implementation of the CPA is guided by the Gender Management System (GMS) which has been developed to guide, monitor and evaluate gender mainstreaming processes. The GMS can be applied to a particular sector, institution, issue, cross cutting programme or human resource development programme.

By recognising the importance of the Beijing Platform, the CPA95 makes a valuable contribution to the international agenda on women’s equality and gender mainstreaming. This contribution

of the Commonwealth has been further strengthened through the Commonwealth Plan of Action for Gender Equality (2005-2015). This second plan of action builds on the CPA95 and aligns with the MDGs, the Beijing Platform and the 2000 Beijing +5 outcomes. As such, it has also formed a vital part of the Commonwealth’s contribution to the Beijing +10 global review in 2005.

### **World Bank and International Finance Corporation**

The World Bank has been exploring gender equality issues since the 1970s, with an increasing emphasis since the 1995 Beijing Platform for Action. The bank cites gender equality as a “core element of the Bank’s strategy to reduce poverty”. Equality of capacity, opportunities and voice for women and men is also seen as a key aspect of the path toward achieving the Millennium Development Goals.

In 2006, the World Bank Group released a Gender Action Plan, *Gender equality as smart economics*, which aims to “advance women’s economic empowerment in order to promote shared growth and MDG3”. The plan identifies a four year programme of work targeting women’s empowerment in the economic sectors (eg infrastructure, agriculture, private sector development and finance) with the goal of benefiting not only women, but society as a whole.

### **Strategic objective of the CPA95 on gender mainstreaming and strengthening institutional capacity:**

- Develop national capacity.
- Integrate gender into all government agendas.
- Provide gender sensitisation training for government staff.
- Link 1995 Beijing Plan of Action to government policies.
- Take affirmative action measures to provide equal opportunities.
- Increase women’s participation in decision making positions.

### **The four critical areas of the Commonwealth Plan of Action for Gender Equality (2005-2015):**

- 1 Gender, democracy, peace and conflict;
- 2 Gender, human rights and law;
- 3 Gender, poverty eradication and economic empowerment; and
- 4 Gender and HIV/AIDS.

The International Finance Corporation's (IFC) gender programme affirms the organisation's commitment to creating opportunities for women in business by "Recognising that aspiring businesswomen are often prevented from realising their economic potential". In light of this recognition "The gender programme aims to mainstream gender issues into IFC's work, while helping to better leverage the untapped potential of women as well as men in emerging markets". To this end the IFC provides financial products and advisory services that seek to:

- foster women entrepreneurs' access to finance;
- reduce gender barriers found in the business environment; and
- improve the sustainability of all IFC investment projects.

Currently, the IFC gender programme is in the process of developing a *Gender and growth methodological toolkit* that will be aimed at assisting the systematic integration of gender issues into the products and advisory services that are provided by the IFC as part of any investment programme. The IFC is also partnering with the Global Reporting Initiative (GRI) on a 12 month research and consultation project to develop a *Gender sustainability reporting resource guide*.

### **World Bank Group (WBG) and the extractive industries**

In 2000, the WBG announced a comprehensive assessment of its activities in the extractive industries (EI) sector. *The extractive industries review* was finalised in 2004. The review emphasised the need for the WBG to help governments legislate to address issues of gender imbalance, in both the mining workplace and mining communities. The WBG acknowledged the disadvantage and vulnerability of women in mining communities and that "consultation processes, community plans, and operation of EI projects need to take better account of gender issues". The report went on to state that the Bank's gender policies and guidelines do provide guidance, but they need to be supplemented by awareness of EI specific issues.

The WBG has a dedicated work stream on Extractive Industries and Gender under the World Bank/IFC joint department of Oil, Gas, Mining and Chemicals. This programme focuses on research and education, events, funding support for development initiatives and country specific project work.

### **Collaborative initiatives on gender mainstreaming by key international finance organisations:**

Gender Sustainability Reporting Project (GRI/IFC)

In September 2008, the Global Reporting Initiative and the IFC announced a 12 month collaborative project intended to improve the coverage of gender issues in sustainability reporting. The project comprises both research and multi-stakeholder consultation and will develop a Gender sustainability reporting resource guide for companies that want to establish themselves as leaders in managing gender issues.

Doing Business Project (WBG/IFC)

This joint World Bank and IFC programme is aimed at providing a series of reports investigating the regulations that enhance and constrain business activities. The 2009-10 report will focus on gender issues. The report will seek to identify laws and regulations that discriminate against women in the context of the current "doing business indicators" as well as noting any other legal/regulatory issues that may emerge.







# References

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Geologists review map,  
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# Rio Tinto's policies, standards and guidance notes

Full documents available internally on Prospect:

- The way we work \*
- Human rights guidance document \*
- Closure standard \*
- Communities policy \*
- Communities standard \*
- Baseline communities assessments guidance document

- Community assistance guidance document
- Consultation guidance document
- Multi-year communities plans guidance document
- Guidelines for the establishment and management of trusts/funds/foundations
- Exploration communities operational guideline

- Communities
- Site management assessment guidance document
- Social impact assessment guidance document
- Social risk analysis guidance document
- Corporate assurance FAQ guidance document

\* Documents available on [www.riotinto.com](http://www.riotinto.com), under Resources

## Key websites

### Beijing Platform for Action

<http://www.un.org/womenwatch/daw/beijing/platform/plat1.htm#objectives>

### Commonwealth Plan of Action

[http://www.thecommonwealth.org/Internal/33902/33981/95plan\\_of\\_action/](http://www.thecommonwealth.org/Internal/33902/33981/95plan_of_action/)

### UN Human Development report

<http://hdr.undp.org/en/>

### The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

<http://www.un.org/womenwatch/daw/cedaw/>

### Millennium Development Goal 3: Promote gender equality and empower women

<http://www.undp.org/mdg/goal3.shtml>

### World Bank Group

<http://go.worldbank.org/A74GIZVFW0>

### International Finance Corporation (IFC) Gender Program

<http://www.ifc.org/ifcext/sustainability.nsf/Content/Gender>

### IFC Extractive Industries and Gender programme

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTOGMC/EXTTEXTINDWOM/0,,contentMDK:21242269~menuPK:3157100~pagePK:148956~piPK:216618~theSitePK:3156914,00.html>

### Global Reporting Initiative

<http://www.globalreporting.org/CurrentPriorities/GenderandReporting/>

### IFC and GRI Gender Sustainability Reporting Project

<http://www.globalreporting.org/CurrentPriorities/GenderandReporting/GenderProjectNews.htm>



AG	Advisory Group
ANU	Australian National University
BCA	Baseline communities assessments
BU	Business unit
CAG	Community Advisory Group
CBS	Community baseline study
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPA95	Commonwealth Plan of Action on Gender and Development 1995
CR	Community Relations
CRO	Community Relations officer
CSRM	Centre for Social Responsibility in Mining
ECOSOC	United Nations Economic and Social Council
FGD	Focus group discussions
GAD	Gender and development
GDI	Gender Related Development Index
GEM	Gender Empowerment Measure
GIS	Geographic information system
GRI	Global Reporting Initiative
HDR	Human Development Reports
HECS	Higher Education Contribution Scheme
HIV	Human Immunodeficiency Virus
IFC	International Finance Corporation
ILO	International Labour Organization
ILUA	Indigenous Land Use Agreement
MDG	Millennium Development Goals
NGO	Non government organisation
PIP	Public Involvement Programme
SD	Sustainable development
SEIA	Social and environment impact analysis
SIA	Social impact assessment
SMA	Site managed assessment
SOP	Standard operating procedures
SRA	Social risk assessment
STI	Sexually transmitted infection
UN	United Nations
UNDP	United Nations Development Programme
UNHALU	Universitas Haluoleo
UNICEF	United Nations Children's Fund
UNTAD	Universitas Tadulako
WBG	World Bank Group
WCCCA	Western Cape Communities Co-Existence Agreement
WID	Women In Development

Left

School children playing at the Shashe School, which was built by Murowa Diamond Mine for the people resettled from the mine area. Zimbabwe.

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# Major operations and projects



For further information or to provide feedback, please contact:  
Jane Gronow  
Principal advisor, Communities  
Rio Tinto  
120 Collins Street  
Melbourne Victoria 3000  
Australia

T +61 (0)3 9283 3333

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**Rio Tinto Limited**  
120 Collins Street  
Melbourne  
Victoria 3000  
Australia

+61 (0) 3 9283 3333

[www.riotinto.com](http://www.riotinto.com)

**Rio Tinto plc**  
2 Eastbourne Terrace  
London  
W2 6LG  
United Kingdom

+44 (0) 20 7781 2000

