

# EAST ASIA AND PACIFIC REGION

## Social Development Notes

*INNOVATIONS, LESSONS, AND BEST PRACTICE*

## Engendering Mines in Development

*A Promising Approach from Papua New Guinea*

### Strategic Context

Papua New Guinea (PNG) is a culturally diverse, environmentally rich country with over five million inhabitants, the majority of whom live on the eastern half of the rugged and mountainous island of New Guinea, the rest scattered among tropical archipelagos in the Bismarck and Solomon seas. PNG's natural beauty hides a legacy of poverty and dependence on natural resources, especially mining operations: there are currently six working mines in PNG, five on the main island in rural, mountainous, and unimaginably remote locations. The sixth operating mine, and the only closed mine in the country - are situated on the small islands of Lihir and Misima.

Given that PNG's mines—and all mines globally—have a limited operating life, future prospects people living in their midst seems tenuous and uncertain. Long-term strategic planning for community development is critical to sustaining local livelihoods, opportunity and equity. Attending to local needs also includes a careful consideration for women and men's roles in society. Gender relations within PNG's communities are largely based on tribal cultures and traditions; hundreds of distinct ethno-linguistic communities weave into the fabric of PNG society. Women's socio-economic roles are at a juncture: tradition can be a source of opportunity, prestige and status or can restrict opportunities for self-empowerment. Industrial development through mining has brought rapid change to PNG- many of the social effects remain under-evaluated. Examining women's roles—how they have changed as a result of mining—as well as how they will

*The World Bank's Mining Technical Assistance Projects (MTAPs) initiated and supported a Women in Mining Initiative that empowers women in the mining communities and strengthens the Bank's development agenda to improve the social and economic status of women across the region.*



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change through the future life of the mine must be an integral component of an effective development approach to the country. Consequently, improving an understanding of women's roles and empowering women at the community and national levels is the central goal of the Women in Mining Initiative.

## Background

Women in Papua New Guinea's mining areas often face discrimination, economic deprivation and domestic violence. Their traditional social roles can be eroded or upended with the arrival of mining operations. A 2002 Mining Technical Assistance Project conference on "Community and Sustainable Development" identified many challenges women experience living and working near mines. It mobilized the Government of PNG, mining companies and international donors. The lack of attention to gender issues in mining operations sounded a clarion call for action, and led to an international conference on Women in Mining

(WIM) in PNG in 2003.<sup>1</sup> The 2003 Conference resulted in a Vision Statement for addressing gender issues in the mining areas and commitment of all relevant participants to action that would lead to social and economic empowerment of women in the mining areas.

The success and enthusiasm surrounding the 2003 conference encouraged participants to organize a follow-up WIM conference in 2005.<sup>2</sup> Discussions at the second conference identified a need for greater government support to support women at the local level. In response, the Government of PNG established a WIM Steering Committee that leveraged the advice of women in strategic positions from the Departments of Mining, Planning, Agriculture, Community Development, Environment and Attorney General's office.

In 2006, the first Mining Technical Assistance Project (MTAP1) facilitated visits by the Women in Mining Technical Team to women's associations active within six mine sites in PNG. These meetings directly assisted the mission team to develop tailored, locally specific Women in Mining Action Plans for each mining community. The 2007-2010 WIM Action Plan, a milestone strategy for gender-based social inclusion, reflects a coherent, integrated and participatory approach adopted by women who are directly affected by mining, and creates a platform for affirmative action.

## Women in Mining Action Plan 2007–2012

### VISION

"A future of peace and prosperity resulting from improved quality of life and level of living where the quality of life is reflected in the extent to which women are able to make choices on issues affecting their lives and having the means to put these choices into actions."

### GOALS

1. To raise the level of general education and literacy to improve the status of women
2. To ensure reproductive health care services, including family planning are accessible, affordable and consistent with community values and norms.
3. To prevent or control the incidents of tuberculosis (TB)/sexually transmitted infections (STIs), particularly HIV/AIDS and to minimize their social and economic effects on families and communities
4. To increase the opportunities for women and girls to participate and benefit from the economic, political, cultural and social lives of their communities
5. To strengthen women's associations capacity to operate beyond mine closure
6. To ensure that communities are able to sustain their livelihoods
7. To mitigate and avoid environmental degradation that reduced the quality of life.
8. To promote and maintain safety, security and peace in their communities.

These efforts helped to create a strategic focus on Women in Mining as a national effort in PNG, and were subsequently reflected in the second World Bank Mining Sector Technical Assistance Project (MTAP2). The MTAP2 builds from an incremental approach towards enabling gender equity within and across the mining sector. The Women in Mining Initiative also drew on a Japanese Social Development Fund (JSDF) grant on Self-reliance programs for women in mining ar-

<sup>1</sup> 180 people attended the event in Madang, PNG including twenty men and ten international participants from Romania, India, Ghana, Guinea, Philippines, Indonesia, South Africa, Australia, Zambia, and a representative of the Navajo group in US.

<sup>2</sup> 150 participants attended the event also in Madang, PNG, including international participants from Poland, Pakistan, Fiji, India, South Africa, and Australia, and a group of women from PNG petroleum areas.

eas, which was implemented by the PNG Chamber of Mines and Petroleum.

## Laying a Foundation for Gender Equality

### Mining Creates a Gender ‘Vacuum’

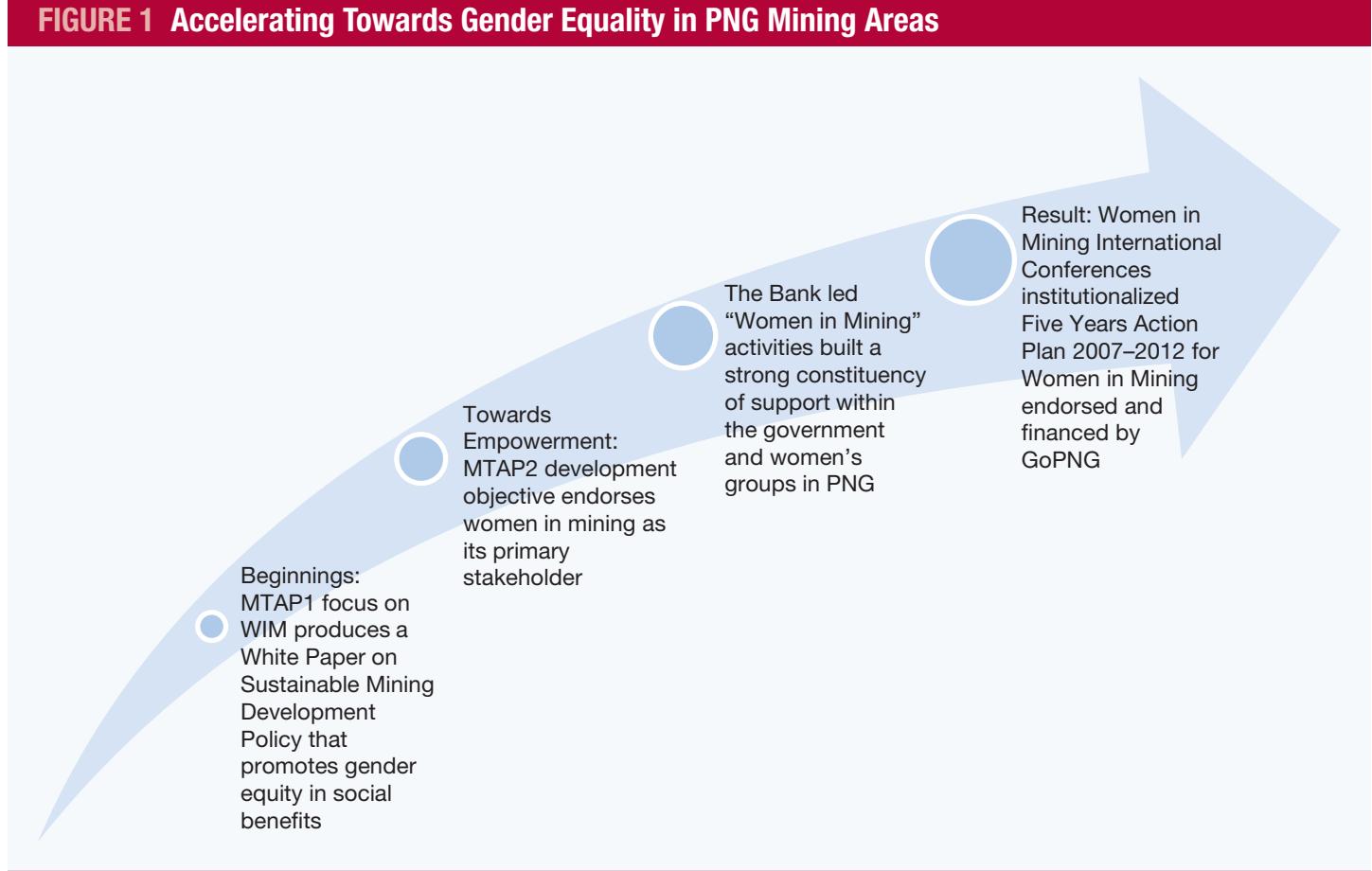
The first Mining Technical Assistance Project was designed to capitalize on recent attention to the importance of community collaboration between companies, countries and local peoples. Increased communication and discussion with people affected by mining operations helped to define key areas of economic need and novel ways to support long-term social benefits. However, given that male landowners tended to dominate community engagements with mining companies and consultations with government officials, the gender dimensions of mining were not appropriately understood. As the evidence demonstrated, women were often sidelined, their voices muted. Something had to change.

### Women in Mining: From Concept to Implementation:

A series of Women in Mining conferences demonstrated that the inclusion of women’s voices and perspectives from impacted communities would encourage sustainable outputs from extractive industries. This led to the strategic expansion of sustainable mining development as a concept that inherently includes ‘women in mining’ as a critical sub component with high level of ownership from the government. The methodology for the important need to address women in terms of mining was developed in close collaboration between the Papua New Guinea’s Department of Mining and the Bank.

After clearly identifying the key need to consider gender in mining activities, the project increased engagement with mine affected communities with a stronger focus on the unique roles men and women play in local contexts. For instance, it soon became apparent that mining in PNG is a primar-

**FIGURE 1 Accelerating Towards Gender Equality in PNG Mining Areas**



ily male-dominated industry and those men often benefit disproportionately over women once mining operations begin in a particular community. Households suffer as women become solely dependent on men for livelihoods. Wherever new mining operations were established, men typically benefitted more from an increase in employment opportunities. Traditional economic and social roles—in which women are highly independent—were subverted as men became the only breadwinners. In areas which had traditionally been matriarchal, women's prestige was undermined by

the economic changes introduced by mining. The infusion of cash in livelihoods has contributed to high levels of alcoholism and domestic violence, often leading to broken families and reduced socio-economic status for women.

## Establishing Milestones to Highlight the Gender Dimensions of Mining Operations

Speaking with women during community consultations highlighted that men take a disproportionately large share of the mining project benefits, especially in terms of employment options and compensation, while the bulk of social and environmental risks fall upon women and children—who become increasingly unable to represent themselves. The project team, in coordination with senior government officials (including a number of women), leveraged these findings to increase the participation of key stakeholders to endorsement and commitment to a series of gender-sensitive actions in mining areas:

- A women's Officer was appointed by each of the largest mining companies to be responsible for women's issues both within the company and across communities impacted by the mining operation;
- A White Paper on Sustainable Mining Development Policy was developed, leading to a Memorandum of Agreement (MoAs) at the Kainantu and Morobe Gold projects to include : improved gender equity in benefits management; inclusion of women in project approval processes and separate budget allocations for women's activities in the communities;
- A five-year Women in Mining (WIM) action plan for 2007-2012 was generated with inputs from women's associations in each mining community. The action plans illustrated grass roots activity, cooperation between different government departments and consultation with affected groups; and
- Women's Associations identified underappreciated social issues that arise from mining operations, and started to address them in a more organized way, while receiving support and capacity building through different programs

**TABLE 1 Profile of Gender Dimensions across selected mines in Papua New Guinea**

Mine	Region	Communities	Type	Women's Association? Y/N
Tolukuma Gold Mine	Goilala, Central Province	Hameng, Yaulo and Yangam ("Yulai landowners")	Patrilineal, male financial descision-making	Yes
Ok Tedi	Star Mountains, North Fly District, Western Province	Tabubil, Kiunga, North Fly villages, (Faiwol, Awin, Yongom, Pare language communities)	Patrilineal, male landowners and leaders	Yes
Porgera	Enga Province		Patrilineal, male inheritance	Yes
Hamata/ Hidden Valley	Bulolo District, Morobe Province	Nauti clan, (Watut LLG), Winima and Kuembu (Biangai Tribe, Wau Rural LLG)	Unknown	No
Lihir Gold Mine	Niolam, Masahet, Mahur and Malie islands	Lihirian (7,100)	Matrilineal, women play important roles	Yes
Kainantu Gold Mine	Bilimoia, Ramu Valley	Agarabi, Kasup, Kamano speaking communities (40,000)	Varied	Yes

Source: Women in Mining Action Plan, 2007–2012, Annexes. Government of Papua New Guinea

The Five Year Action Plan for Women in the Mining Areas was approved by the NEC in December 2009. Endorsement of these activities demonstrates an increasing recognition of the value added by women in mining to the country's overall development agenda.

## **Advancing Papua New Guinea's Gender and Development Foundation**

**Ensuring that Women in Mining are Primary Stakeholders:** The second Mining Technical Assistance Project (MTAP2) has built on the successes of MTAP1 and the Japanese Social Development Fund's support in promoting national level changes that support gender equality in Papua New Guinea. MTAP2 focuses on women in mining as primary stakeholders, and works to expand the economic and social empowerment of women across the country.

## **Championing Women's Economic Empowerment**

The project supports a small grants program to champion women's economic empowerment across selected communities. It also covers new sites that were not previously included in the preparation of the National WIM Action Plan, and in locations where the funds for women's activities are limited, as well as in communities where oil and gas is actively harvested.

The program has also leveraged key trust funds and European Union grants. For instance the Japanese Social Development Fund (JSDF) implemented training programs, outreach initiatives and capacity building for women's association and groups, and the European Union (EU) funded the construction of small scale mining training centers and women's community centers, and supported a holistic approach to the sustainable development of Artisanal and Small-scale Mining (ASM) communities.

Donor-supported activities and the Mining Technical Assistance Projects have steadily increased support for community livelihoods, education, health, environment and social issues associated with small-scale mining. All of these issues have strong gender implications; their positive devel-

opment will reduce burdens on women and contribute towards increased female empowerment.

## **Establishing Gender Sensitive Knowledge and Legal Modules**

MTAP2 has improved the importance of gender by establishing a platform for other projects -such as a "Justice for the Poor" initiative- to engage on knowledge-sharing and legal issues which are key to advancing the women's empowerment agenda. Specific activities have included:

- Establishing a Mineral Resources Authority web site and overseeing the publication of key documents in both English and Melanesian Pidgin to improve access to sector information, particularly among women, who are often limited in their information access.
- Developing a legal mechanism at the local and national levels to redress grievances. At the local level, villagers bring complaints and disputes to either village level court proceedings or, in the case of mining-license related issues, to mining warden's hearings, which take place at local sites.

Both processes are well regarded for addressing mining grievances in a gender responsive and effective manner -perceived as largely independent of political influence and corruption.

## **Supporting Women's Unions as Promoters of Peace**

The project supported women's associations as promoters of peace and conflict resolution at local and national levels. Their visibility as mediators has encouraged the project to expanded co-operation, most recently reflected in a SPF Grant that will support a capacity building program for women in Bougainville.

## **Monitoring the Gender Results**

The Project has established indicators within the results framework to identify baseline female participation rates in generating community development plans and monitoring service delivery. The results framework also provides a module to gauge satisfaction in terms of the quality and timeliness of different social programs.

## Highlights

Based on its successes thus far, continued MTAP2 support for full implementation of the WIM Action Plan, in cooperation with national and grass-root counterparts, can lead to significant improvements in gender equality and empowerment in PNG's mining sector.

- Shared interests among various donors promote on-the-ground impact of government-supported social programs and service delivery, which will in turn contribute towards long-lasting improvements in women's empowerment.

## Innovation

The project demonstrates innovation of how sector-wide operations can be effective to scale up empowerment of women, helping to secure them a vocal role in the nation's development agenda. In this context, the project has successfully established networks for women in mining and linked them with women's associations and group's efforts at the local level to address health, education, environment and social issues. It also build the capacity of local women's associations, and have given them a greater voice with male community leaders and local governments and helped mining companies community programs to be more effectively with improved outcomes.

## Sustainability

- Implementation of the Women in Mining Action Plans is grounded in a strong country commitment at all levels, with significant support from women's civil society groups.

## Further Reading

1. PNG - Second Mining Sector Institutional Strengthening Technical Assistance Project (P102396) Project Appraisal Document
2. Mining Sector Institutional Strengthening Technical Assistance Project (ICR) June 2007
3. Gender Dimensions of Extractive Industries: August 2009: Adriana Eftimie, Katherine Heller and John Strongman
4. Mainstreaming Gender into Extractive Industries Project (Guidance Notes for Task Team Leaders): August 2009: Adriana Eftimie, Katherine Heller and John Strongman
5. Women in Mining – National Action Plan 2007-2012: June 2007: Department of Mining PNG
6. Women in Mining Conference, Madang : PNG: August 2003 and June 2005

## Contacts

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