

World Bank Project



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*Final Consolidated Report:*

**Assessment of Women's Associations/ Groups in the Mining and  
Petroleum Project Impact Areas of Papua New Guinea**

by

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## ABBREVIATIONS AND ACRONYMS

<b>LLG</b>	Local Level Government.
<b>NWC</b>	National Women's Council
<b>PEC</b>	Provincial Executive Council
<b>WASS</b>	Women's Associations
<b>WIM</b>	Women In Mining
<b>MOA</b>	Memorandum of Agreement
<b>LOA</b>	Landowners Association
<b>LUC</b>	Landowner Umbrella Company
<b>ILG</b>	Incorporated Landowner Group
<b>PDWA</b>	Porgera District Women's Association
<b>PWA</b>	Petzrome Women's Association
<b>AIGWA</b>	Associated Infrastructure Group Women's Association
<b>PWC</b>	Provincial Women's Council
<b>NGO</b>	Non Government Organisation
<b>CDI</b>	Community Development Initiative
<b>WIMP</b>	Women in Mining and Petroleum
<b>CA</b>	Community Affairs
<b>JSDF</b>	Japanese Social Development Fund
<b>WB</b>	World Bank

## GLOSSARY OF KEY TERMS AND DEFINITIONS

Memorandum of Agreement	It is an agreement signed between the government, landowners and project developer before a petroleum or mining project is developed that sets out what each parties' obligation is toward community affairs.
Landowners	People identified in their tribal and/ or clan co-existence that have been recognised to have the rights or claims to the land where a resource project development is taking place.
Landowners Association	This is an organisation formed by the landowners to represent their interests with the government, developer and other stakeholders on issues relating to the landowners' stake in the development of the resource project.
Women's Association	The women's association is a community based organisation that is formed to represent the interest of women and families in a particular geographical area. The associations are accommodated for under the government structure or independently organised.
Impact Community	The communities that are identified as landowner villages, and non landowner villages and towns within the immediate environment of the project area that is susceptible to the impact of a project development.
Project Developer	The company that has been awarded the project development license by the government to officially develop a specified mining or petroleum resource lease area.
Community Affairs Department	A department within the company (project developer) that is the custodian of the MOA and it facilitates the implementation of the undertakings of the parties to the agreement.
Community Relations	A function within the community affairs department of the company that deals with the community, government and other stakeholders on various public issues associated with the resource project development.
Gender Desk	It is a section within the community affairs department that has been entrusted with the responsibility to implement the social development programs as agreed to under the MOA.
Community Development Program	This is a term that is broadly applied in this context to all aspects of community development activities (economic, infrastructure and social development) in the impact area. Sometimes the terminology is used interchangeably with social development program.
Benefit Streams	A resource project development results in benefits to the parties involved. The benefits to the landowners come in cash payments and/ or programs of cash equivalent. The main benefit streams include royalties, compensation, contract and spin-off business opportunities, education assistance, community infrastructure support, health service support.

GLOSSARY OF KEY TERMS AND DEFINITIONS CONT.

<p>National Council of Women</p>	<p>It is the umbrella organisation of the women associations in the country. The community women's associations affiliate to this organisation through their respective Provincial and District Council of Women. It functions as a political voice for women at the national level in promoting and advocating for women's rights and issues.</p>
<p>Women in Mining (WIM)</p>	<p>WIM is a forum that was created through the World Bank Projects Office, Mining Department to bring together women from the mining and petroleum project areas, government, NGOs, mining and petroleum companies, and other interested parties to discuss issues, problems and matters of interest associated with women in the impact communities.</p>
<p>Women in Mining Steering Committee</p>	<p>This committee was set-up after the 2nd WIM Conference. The committee currently comprises of officers from the key government departments.</p>
<p>Government</p>	<p>The government in this report is used as a composite term that refers to the Local Level Government, District Government and the National Government unless it is stated otherwise.</p>

## EXECUTIVE SUMMARY

This study was sponsored by World Bank to review the women's associations and groups existing in the mining and petroleum project areas of Papua New Guinea. The purpose of the review was to identify possible capacity building needs of the associations and propose possible interventions and initiatives to improve the socio-economic opportunities for women in the target areas; as well as mechanisms to provide a stronger voice and role in community decision making.

The review of the women associations was carried out by three national consultants who visited eleven project sites comprising a total of twenty-two women associations and groups. The consultants were assigned to a specific project site each for data collection. Data was collected by interviewing the executive committee members and other key stakeholders using a questionnaire as the main data collection instrument. Data analysis was conducted by each consultant in order to prepare the individual site reports. From their respective site reports the consultants prepared their respective sites combined findings and recommendations that was presented at a workshop organized for this purpose.

The overall key findings and recommendations of the study are presented in this final report for consideration. On the whole the review results showed that the women associations despite their age, geographical location, developer community development approaches, and structure lack capacity in almost all aspects of the internal organization, management, program performance and the ability to develop mutually beneficial relationships with stakeholders and partners. The current involvement of the associations in program work is confined mainly to the implementation of stakeholders and partners programs. The impact on the association members and their communities from implementing these programs has been found to be negligible.

There were some fundamental underlying factors identified as contributing to the capacity problem of the associations. These include the lack of literacy skills among the women; the lack of knowledge, skills and experience in running such organisations; lack of financial support; and the community development approaches adopted by the project developers. This is evident from the fact that the women associations have been formed with an executive committee but to progress forward from this point on has largely been difficult; the associations seem to have lost their sense of direction.

However, it was noted from the findings that two umbrella women's associations fared better than the other associations especially in program implementation. The difference in the achievement of these two associations was observed to the special relationships they have fostered with their respective project developers. The consultant team has identified the structure of the two successful associations as a model that should be considered for use at other project sites.

It was also observed that there is a need to develop a structure which creates an environment for all stakeholders and partners to work in a more coordinated and collaborative effort. So for the way forward an integrated structure that is independent of all parties headed by a Steering Committee, and managed by a Secretariat has been proposed. The secretariat would facilitate institutional strengthening of the associations and provide program support. This structure would bring together all partners and stakeholders in a coordinated and collaborative manner to address the capacity issues of the women associations.

The benefits of the proposed structure include: providing a strong voice through the umbrella associations, a competitive advantage to source support from donors and key stakeholders, a focal point for coordination and interaction between stakeholders and affiliated members for capacity building and development initiatives, a framework to promote good governance and accountability, and it provides a strong basis from which to initiate and capitalise on economic development opportunities available in the area.

## I. INTRODUCTION

### 1.1 BACKGROUND

Important developments have occurred in the efforts of World Bank to work with Women in the Mining Impact areas in Papua New Guinea (PNG) since the year 2003 when the first Women in Mining Conference was held in Madang – PNG. This first conference brought together community women representatives from mining and petroleum areas, Government representatives from Mining and Petroleum Departments, officials from Mining and Petroleum companies and other external partners from sectors such as the Non-Government Organisations, Churches, Statutory bodies and International speakers. This conference began the dialogue that has resulted in the following:

1. Women in Mining Steering Committee made up of Government representatives from Mining, Petroleum, Planning and other development departments such as Community Development, Education and Agriculture.
2. The facilitation of another conference in 2005.
3. The development of the *Five Year Action Plan* for Women in Mining Impact Areas.
4. And finally this assessment of Women's Associations/ Groups in the Mining and Petroleum Impact Areas.

This assessment of women's associations in the extractive industry is part of a number of reviews of civil society groups in PNG that World Bank is commissioning to address declining service delivery, governance and economic development in the country. The World Bank and other donors have focussed mostly on strengthening the Government to improve this situation. However, recently studies have begun to highlight the importance of engaging civil society to identify, plan, implement and manage development initiatives. Therefore, civil society groups are beginning to be considered as critical agents that can work together in partnership with Government and other stakeholders such as donors and the private sector to improve governance, service delivery and economic development in the country. Based on this view the World Bank proposal for *Community Driven Development* aims to support and strengthen initiatives undertaken by civil society groups in the local community development processes.

### 1.2 OVERVIEW

This review of women's associations in the Mining and Petroleum impact areas is a study commissioned by the World Bank as part of its 'Community Driven Development' initiative. The purpose of the study is to conduct a comprehensive assessment of the women's associations and groups existing in the mining and petroleum project areas. Then identify and propose possible interventions and initiatives to improve the economic opportunities for women in the target areas; and develop mechanisms to provide a stronger voice and role in community decision making.

The results from this study would particularly benefit the programs and activities undertaken through the Women in Mining initiatives sponsored by the World Bank and supported by the PNG Government. These include:

- 1) **Women's Associations' Capacity Building Project.** This project is funded through the JSDF Grant that is facilitated through the World Bank. The study would primarily highlight the areas where capacity building is required by the women's associations. It would also propose a suitable structure that would be used to channel the available JSDF Grant to facilitate the capacity building programs and activities.

- 2) **Women in Mining Steering Committee.** The study would provide information for the WIM Steering Committee to consider in their efforts to coordinate the Five Year Women in Mining Action Plan that has been developed and presented to the community women.
- 3) **Stakeholders.** The study would provide information for the stakeholders who are working with the women's associations in the mining and petroleum impact areas. The information will help them to better understand the status of the associations' capacity building requirements, which should provide an avenue for improved working relationships.
- 4) **Women Associations.** The study would provide information for women associations in the target areas to be aware of their own capacity building requirements and provide a basis for being proactive about helping their situation.

A total of twenty-two women's associations in the Mining and Petroleum impact areas were targeted in the review. Out of the twenty-two women's associations ten associations came from the five Petroleum sites and twelve of them came from the six mining sites. These project sites were namely:

**Mining Sites:**

- Tabubil & Kiunga (Ok Tedi Mining Ltd)
- Wau (Morobe Gold)
- Kainantu (Highlands Kainantu Ltd)
- Tolukuma (Tolukuma Mines Ltd)
- Porgera (Porgera Joint Venture Company Ltd)
- Lihir (Lihir Gold Ltd)

**Petroleum Sites:**

- Kutubu (Kutubu Oil Project)
- Moran (Moran Oil Project)
- Gobe (Gobe Oil Project)
- Kikori (Kikori Pipeline Project)
- Hides (Hides Gas Project)

These sites can be located on the two maps below. The first one represents the Petroleum impact areas while the Mining impact areas are represented by the second map.



## II. OBJECTIVE, TASKS AND DELIVERABLES

### 2.1 OBJECTIVE

The objective of the study can be restated as follows:

To conduct a comprehensive assessment of the women's associations and groups existing in the mining and petroleum project areas and identify and propose

- possible interventions and initiatives to improve the economic opportunities for women in the target areas; and mechanisms to provide a stronger voice and role in community decision making.

### 2.2 TASKS

The main tasks identified for carrying out the study include:

#### 1. **The review and assessment of the associations' internal organisational and management capacity.**

This included gathering information on the formation (background) of the association; their membership base; organisational structure; procedures for accountability; reporting and planning; services and support to members; and sources of funding.

#### 2. **The Assessment of the associations' performance and impact of the women's associations.**

This included identifying and collecting data on performance indicators for assessing the contribution and accomplishments of the Women's Associations (WASS).

In particular the team profiled the programs and activities that the WASS were implementing and assessed whether the programs were accomplishing the objectives they had set out to do, and identified the impact these programs were making in the target communities. Also, the team assessed whether the associations were addressing empowerment of women to increase their role and participation in decision making and in economic development initiatives.

The team further looked at performance indicators to assess the organisational growth in terms of its membership; types of partnerships developed to assist in program implementation; income and expenditure; level and type of training they have undertaken to improve their operations. Furthermore, the team assessed how WASS plan, implement, monitor and evaluate their program activities.

#### 3. **Making conclusions and recommendations that propose actions that will strengthen and support the sustainability of these associations.**

This includes presenting a range of options and interventions that aim to sustain and improve the capacity of the associations in terms of their organisational management. Also the ability to strengthen partnerships that can improve their program initiatives aimed at empowering women in economic and decision making roles, responsibilities and other program objectives and activities as identified during the interviews.

### III. METHODOLOGY

#### 3.1 DATA COLLECTION

Data for the study was collected through an interview process with the target associations and selected stakeholders that were identified to have a key relationship with the associations. A questionnaire (see Inception Report) was developed and used to capture the data during the interviews that were conducted. The questionnaire comprised of eight sections which are outlined below:

1. **Interview Details.** The interview details included the interview time, date, venue, name of the association and the interview participants and their designations.
2. **Background Information on Women's Associations.** Association background included information on its formation, structure, location and membership basis.
3. **Organisational Capacity.** Questions in this section were asked to capture data about the organisational capacity including aspects of organisational establishment and its management.
4. **Program Implementation and Services.** This section aims to gather data that would help with the analysis of the performance of the associations' programs and services to their members and the resulting impacts.
5. **Future Direction.** This section intends to capture data that would reflect whether the associations have some plans and visions for the future.
6. **Performance Indicators.** Data that would indicate evidence of performance on expected measures and outputs of the organisation were captured in this section.
7. **Physical Review of Relevant Data/Document.** Any relevant data and documents sighted or reviewed during the interview as evidence of performance was recorded in this section.
8. **Stakeholders.** Other stakeholders were also asked questions to gauge their views about the associations. This section had respective guide questions for interviewing the stakeholders. .

#### 3.2 STUDY TEAM COMPOSITION

Three national consultants were engaged to carry out the study. They were tasked to conduct interviews at assigned mining and petroleum sites and report their findings. A fourth consultant was engaged to provide administrative support to the study and her role was primarily to coordinate the logistics and to organise the workshop in Port Moresby where the results of the study were presented.

The study consultants were assigned to specific mining and petroleum sites to conduct the interviews and collect data for analysis and presentation. The names of the consultants and their respective interview project sites are tabulated below.

Consultant Name	Project Sites/ Tasks Assigned
1. Paulina Siop	Tabubil & Kiunga (Ok Tedi Mining Ltd) Wau (Morobe Gold) Kainantu (Highlands Kainantu Ltd)
2. Flora Carruthers	Tolukuma (Tolukuma Mines Ltd) Porgera (Porgera Joint Venture Co Ltd) Lihir (Lihir Gold Ltd)
3. Sisa Kini	Kutubu (Kutubu Oil Project) Moran (Moran Oil Project) Gobe (Gobe Oil Project) Kikori (Kikori Pipeline Project) Hides (Hides Gas Project)
4. Margaret Haoda	Administrative Support

### 3.3 PROCEDURE

The methodology involved a number of consecutive steps involving the following:

#### i) INCEPTION REPORT

An inception report was completed as an initial requirement of the study which basically presented the plan of how the team wanted to conduct the study. These aspects were covered in the report:

- The aims and rational of assessment
- Initial Issues that were identified
- The methodology and instruments for data collection
- Identification of stakeholder groups to interview
- Schedule of implementation
- Division of responsibilities

#### ii) FIELD DATA COLLECTION

Data collection at the mining sites involved two phases and was undertaken over three months, April – June 2006.

In the first phase the consultants collected the initial data by conducting interviews with the target associations and stakeholders. After preliminary analysis of the initial data the consultants prepared individual site draft reports involving each association interviewed at that site.

#### iii) VERIFICATION OF INITIAL DATA GATHERED

The verification of the initial data gathered is the second phase of data collection. The consultants presented the draft site reports to the respective associations for feedback and verification.

The two phases of data collection was combined for the Petroleum sites. Due to logistical difficulties a combined meeting of all the target associations was held in the Petroleum area and data was collected through a workshop format.

iv) **REPORTING & ANALYSIS**

The reporting requirements of the study involved the

- Initial site reports,
- Combination of key lessons/ findings and recommendations presented at the Workshop attended by community women, stakeholders and partners, and
- Final Report to be submitted to the World Bank with key recommendations

3.4 **TARGET POPULATION AND STAKEHOLDERS INTERVIEWED**

i) **Target Population**

The women associations/groups that took part in the study from each mining or petroleum site are listed in the table below.

SITE	WOMEN'S ASSOCIATION/GROUPS
OK Tedi Mining Area	1) Star Mountain Women's Association 2) Kiunga Urban Women's Association 3) Kiunga Rural Women's Association 4) Nima Ara Association
Porgera Mining Area	5) Porgera District Women's Association
Lihir Mining Area	6) Petztrome Women's Association
Tolukuma Mining Area	7) Tolukuma Women's Association
Wau Mining Area	8) Wau Rural Women's Association 9) Wau Urban Women's Association 10) Upper Watut Women's Association
Kainantu Mining Area	11) Briedo Women's Association 12) AIG Women's Association
Kutubu Petroleum Area	13) Namo Hinamo Women's Association 14) Foe Women's Group
Gobe/ Samberigi Petroleum Area	15) Samberigi Polapo Women's Voice
Moran Petroleum Area	16) Moran Women's Group
Kikori Petroleum Pipeline Area	17) East Kikori Women's Group 18) West Kikori Women's Group
Hides Petroleum/ Gas Area	19) Tari District Women's Association 20) Komo Council Women's Association 21) Koroba District Women's Association 22) South East Manada Women's Association

## ii) Key Stakeholders

For each project site the following key stakeholders were interviewed and their views were incorporated in the findings.

- The project developer – Gender Desk Officer or Community Affairs officials
- District and LLG officials
- Church and NGO's working in the area
- Landowner organisations (LOA/ILG and LUC)
- National Women's Council Officials (Provincial or District)

## 3.5 DATA ANALYSIS

As mentioned the main data analysis was done by the consultants individually to write their site reports. Generally, the questionnaire was developed on the premise that the association possessing organisational capacity should reflect effective performance in all the core areas of the organisation. That is, the association should have a strong organisational establishment and management, effective program delivery resulting in positive impact and build beneficial relationships with stakeholders and partners. The key attributes that reflect such an ideal organization were identified under each of the organisational aspects. These key attributes were assigned as performance measures and outputs for assessment purposes.

A qualitative analysis of the performance measures and outputs was conducted. Basically the questionnaire reflected '*what should be*' the case in an ideal organisation. The data collection reflected '*what is*' the case in reality. A comparison between *what should be* and *what is* provided the basis for the assessment. The results are presented under the key findings section below.

## 3.6 LIMITATIONS

**Timing** – the time allocated for the data collection phases, analysis and site reports was too short to allow for thorough analysis of the findings. This was the case especially for consultants who visited the sites that had more women's associations to cover. These consultants ended up doing nine individual reports on average for the women's associations.

**Differences in Data Analysis** – the individual data analysis done by each consultant to complete the site reports may have had some implications on the overall findings and reporting due to the different methods of analysis adopted by the consultants.

**Reliance on Gender Desk** – the study depended on the Gender Desk officer's goodwill at each site to facilitate the interview meetings with the target associations and stakeholders. The shorter time frame between the first and the second visits to the sites made it difficult for the Gender Officers' to properly organise follow-up meetings with some associations.

## **IV. KEY FINDINGS**

The key findings of the study are presented in the following sections. The sections begin with the general background about the women's associations to provide some contextual information. Then the key findings related to the associations' internal organisational and management capacity, program performance and impact, and stakeholder and partner relationships are presented. Following the findings some conclusions have been drawn and discussed under the respective sections.

### **4.1 INTERNAL ORGANISATIONAL & MANAGEMENT CAPACITY**

#### **4.1.1 GENERAL BACKGROUND ABOUT THE WOMEN'S ASSOCIATIONS**

The women's associations are really organisations representing the body of women members in a certain locality who have come together usually to pursue common socio-economic and political interests specific to their gender. The current review of twenty-two women's associations in the mining and petroleum impact areas is for a specific group of women who operate under special circumstances relative to other similar associations in the country. The women's associations in the mining and petroleum impact areas are either landowner or non-landowner women who are beneficiaries of the benefit streams from the project development as per the respective project MOA.

For these twenty-two women's associations socio-economic development seems to be their main interest and pre-occupation for existence. This interest is perpetuated by two main factors; firstly, these women's associations exist in the most remote locations of the country. The fact that their dismal existence has been acknowledged through their association existing in a mining or petroleum project development area has given them greater prospects for socio-economic development. Secondly, the project developers at some sites have not only acknowledged the women associations but have gone further to channel social development programs through the associations and that is beginning to empower women in these communities. These are important factors that have brought recognition for the women's associations as change agents that can play a critical role in the development of these remote communities.

However, under these positively changing circumstances the issue is that, do the women's associations have the internal organisational capacity to support their programs in delivering services to their members in the community? This, in fact is a fundamental issue that has implications for the associations' growth and long-term sustainability. This study has come at an opportune time to look into this issue and highlight areas that can be addressed through capacity building programs.

Out of the total 22 women's associations that were reviewed 12 were from the Mining and 10 were from the Petroleum project areas. Some associations, particularly those from the Petroleum areas are difficult to identify as associations as their current status organised along ethnic and church group lines would be appropriately classified as women's groups. However, the study has inadvertently raised consciousness among women about women's associations and since then some groups have proceeded to organise their groups into associations and others are discussing about how they can organise. In this section the few women groups would be treated as associations in the discussion for the sake of consistency.

**i) Years in Existence**

The age of the associations range between 0 – 15 years. Table 4.1 has classified the associations according to the number of years that they have been in existence. The classification does not take into account whether the associations have been formally established or have an organisation, or management function. These are treated as merely associations/ groups that were identified in the study regardless of their current organisational status.

Table 4.1

Associations Classified by Number of Years in Existence	
Number of Years	Number of Associations/ Groups
0 less than 1 year	2
2 less than 5 years	11
6 less than 10 years	5
more than 11 years	4
	<b>22</b>

Most of the associations (13) are less than five years old and that means these associations are still in their early stages of development. Four associations are the oldest with over 11 years in operation and the age of the other five associations are in mid range.

**ii) Organisational and Management Status**

The age differences of the associations as presented above should invariably represent different development stages of the organisations. That is, the older associations should be more developed in their organisational establishment than the newer associations. Then, it follows that the associations that have some level of organisational establishment should have some management function. Only fourteen associations were seen to have achieved some level of organisational establishment and out of these only three associations had some management function. Other background information about the associations are summarised and presented in the table below.

Table 4.2

Associations' Establishment Status	
Information About	Number of Associations
Structural Basis:	
Part of LLG	13
Standalone	9
Affiliated to National Women's Council Network	13
Legally Incorporated	6
Area of Membership Coverage	
LLG Ward Areas	13
Mining or Petroleum Lease Areas	9
Having some level of Formal Organization	14
Having some level of Management Function & Performance	3

*Structural Basis.* Out of the twenty two women's associations reviewed nine associations have been organised as independent organisations while the rest (13) are established as part of the LLG structure. The associations that are part of the LLG structure are there basically to serve a political purpose under the Organic Law on Local Level Governments. This structure purposely accommodates for women to have a political voice on women's issues and have an opportunity for fair representation in decision making roles at various levels of the government. To serve a development purpose, the associations have the discretion to organise as autonomous organisations under the Associations Incorporation Act to promote and carry out programs to fulfil their development aspirations. On the other hand the standalone associations are organised independently and their establishment is largely influenced by their respective project developers. Therefore, the long term sustainability of the independently organised associations can sometimes be uncertain.

*Affiliation with National Women's Council Network.* Thirteen associations are affiliated with the National Women's Council Network. The associations that are a part of the LLG structure seem to be affiliated with the National Women's Council. This is understandable as these associations' structural basis allows for automatic affiliation.

*Legal Incorporation.* Out of the twenty-two associations only six have been registered under the Associations Incorporation Act. It was observed that the majority of the women's associations did not understand why their associations should have legal status.

*Area of Membership Coverage.* Membership coverage of the associations covers two common areas. First the associations that are part of the LLG structure draw their membership from their respective Local Council Ward Areas. That means the membership for these associations is much broader and covers both women who are landowners and non-landowners. Second, the standalone associations draw their membership from the immediate mining or petroleum impact areas; those that the project developer has identified as recipients of the benefit streams. The membership is much more restrictive and smaller in the standalone associations.

*Status of Organization.* From the findings fourteen (14) associations were found to have some level of organisational establishment, although achieved at varying degrees. Eight associations were identified to have been currently lacking some formal organisational establishment. These are mainly the women's groups that obviously do not have the formal organisational set-up yet. The use of the term 'formal organization' is used in a loose manner in this context. For example, having an executive committee appointed is the first indication of recognising a formal organisation.

*Status of Management.* Out of the twenty-two associations only three were found to show some evidence of management function and performance. The three associations were observed to have legal status, have been affiliated with the Women's Council, have been in existence the longest time, and have undertaken a variety of programs as organisations.

Within the context provided by the general information about the women's associations, the main findings about the internal organisational and management capacity of the associations are presented below.

#### **4.1.2 INTERNAL ORGANISATIONAL CAPACITY**

A whole section was devoted in the questionnaire to gather data about the organisational establishment of the associations. The key attributes for the internal organisational capacity were identified to include the Organisational Vision, mission and values, Organizational design/plans, Premises & Amenities, Organizational Structure, Assets, Manpower, Governance Systems & Compliance and Sources of funding.

The data for internal organizational capacity performance measures and outputs were assessed and the results were quite poor. All the associations did not show evidence of performance on almost all the internal organizational capacity attributes. That means the associations lacked all the organizational requirements that should qualify them as having the organisational capacity. The results have been presented to reflect the performance or non performance of the key organisational capacity attributes in table 4.3. A tick (√) is indicated to show the performance and cross (x) is indicated to show non performance in the respective attribute column for each association.

Note that the discussion in the following section will continue only with the associations (14) that were identified to have some level of organisational establishment. There is little point in discussing the rest of the eight associations because their organizations have not been developed yet.

Table 4.3

STATUS OF INTERNAL ORGANISATIONAL CAPACITY

Associations	Performance Measures							
	Vision, mission and values	Organization design/plans	Premises & Infrastructure	Organization Structure	Assets	Manpower	Governance Systems & Compliance	Sources of funding
1. Porgera District WA	x	x	√	√	√	x	√	√
2. Petztrome W A	x	x	√	√	√	x	√	√
3. Star Mountain WA	x	x	x	√	x	x	x	x
4. Kiunga Urban WA	x	x	x	√	x	x	x	x
5. Kiunga Rural WA	x	x	x	√	x	x	x	x
6. Wau Urban WA	x	x	x	√	x	x	x	x
7. Wau Rural WA	x	x	x	√	x	x	x	x
8. Upper Watut WA	x	x	x	√	x	x	x	x
9. Breido WA	x	x	x	√	√	x	√	x
10. AIG WA	x	x	x	√	x	x	x	x
11. Tolukuma WA	x	x	x	√	x	x	x	x
12. Tari District WA	x	x	√	√	√	x	√	√
13. Komo District WA	x	x	x	√	x	x	x	x
14. Koroba District WA	x	x	x	√	x	x	√	x
<b>Total</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>14</b>	<b>4</b>	<b>0</b>	<b>5</b>	<b>3</b>

▪ **Vision, Mission and Values**

The organisation's vision, mission and values statements provide the basis for the organisations existence and its strategic direction in terms of what they stand for and what they want to achieve in the long term. None of the associations that have some level of organisational establishment have vision, mission and values statements explicitly developed in writing, for their organisations. Although the executive members of a couple of associations expressed their ideas about these they failed to articulate it properly for use in their organisations. Also, many executive committee members expressed that they did not understand the meaning and concepts behind these terms in relation to their association.

- **Organization design/plans**

To establish any organization there is a certain amount of planning or design that the promoters usually undertake. Having a plan/design indicates prior preparation before venturing out to develop and operate the association. The findings show that none of the associations had proper plans or designs to begin with.

- **Premises & Infrastructure**

Findings show that only 3 associations (PDWA, PWA and Tari WA) have premises to run their operations from. PDWA and PWA have the infrastructure support such as modern communication facilities and public utilities made possible through their relationship with their respective project developers. The Tari WA is the only association that is totally run independently and it has been able to build a headquarters to operate from. Its public utilities infrastructure services have been affected by recent tribal fighting in the area.

- **Organisational structure**

All the organised associations have some type of structure about them. The associations that are organised under the LLG structure adopt this structure. That means this structure covers the ward areas, women's church fellowship, and other women's groups existing in the local council area. The independent associations also have some structure about them. Their organisational structure is very much influenced by the project developer's strategy for implementing social development programs. Depending on the strategy, the project developer, through the Gender Desk, tends to design a structure that would best facilitate the implementation of its social development program.

- **Assets**

Assets, both fixed and current provide support for the operational and program activities of the organisation. It was difficult to review whether the associations have assets because none of them kept an asset register or any sort of asset record. From casual observations only four associations were found to own some fixed assets such as vehicle, guesthouse, office equipment etc. Most of these assets were donated or provided by their partners.

- **Manpower**

The findings show that none of the associations employ workers in their organisations. The executive committees in the organised associations tend to provide some level of stand-in operational support, mainly on voluntary basis. This does not amount to meeting the manpower requirements of the associations but at this stage the general operational circumstances of the organisations do not warrant employment and maintenance of workers. On the other hand, the voluntary nature of manpower with these organisations has been observed to be a constraint as there is no incentive to maintain the commitment of the executives. Out of all the associations PDWA and PWA executives were seen to be each receiving a salary for carrying out the associations' work. Again this is happening under special circumstances because not all associations can afford to do this

- **Governance Systems & Compliance**

The concept of governance in an organisation is unheard of by these rural based associations. However, upon clarification the associations indicated that they see the 'Constitution' as the only governing document for their organisation. The six associations with legal status also have their constitutions. This is not surprising as the constitution is a requirement for lodging an application for incorporation.

If the associations recognise the 'constitution' as the only governing document then the associations who do have the constitution were assessed on their compliance of it. It was found that there was very little difference between the associations that have the constitution and those that don't have it. There was an obvious lack of understanding of the contents of the constitution and as a result they have been unable to comply with the relevant sections appropriately. In fact all the constitutions were found to be developed by outsiders with a certain level of technical jargon which has made it more difficult for the executive committee to understand, interpret and apply it. Moreover, the lack of literacy skills of these rural women has not helped very much in this regard.

#### ▪ Sources of funding

Source of funding for the associations is quite a precarious subject. The findings showed that the majority of the associations have had no thought about the funding sources during the development phase of their organisations. The fact that they exist in a resource project development area has nurtured a lot of expectation on the project developer to fund their activities. The reality is quite different for most of the associations, only those that enjoy a special relationship with the project developers are assured of funding support like the PDWA and PWA.

Besides that PDWA, PWA and Tari WA have the capabilities to raise internal funds from the economic activities they currently undertake. They also have the organisational capability to attract partners that may have the financial resources to jointly do programs with.

#### 4.1.3 MANAGEMENT CAPACITY

The associations were assessed on their management performance measures and outputs of the key functional areas of the organisation. The leadership capacity of the executive committee is also included with the discussion in this section as most of the associations are small in size to warrant a separate discussion. Any advance analysis of the data could not be done in this section due to lack of accessibility of relevant data during the data collection phase. In most cases the data requested was simply not available, either the associations were not aware of these or have not yet reached the stage of development to generate this type of data. This is however reflected in the basic nature of the data assessment in these areas.

Eight key management functional roles were identified to be relevant for WASS. These include the appointment of the executive committee and their roles and responsibilities, establishment of operational systems and procedures, budgeting and planning, record keeping, financial management (bookkeeping), reporting & communication, and monitoring and evaluation. From the data collected the associations were assessed on whether they had verifiable evidence to show that they had performed these management functions in their organisations. The results are summarized in table 4.4 below. The tick (√) is indicated to show performance and cross (x) is indicated to show non-performance of the management functions by each association.

Again the summary table shows the findings from the twelve (12) associations that had some level of organisational establishment. It follows that if there is an organisation that has been operational for a number of years there is bound to be existence of management function.

Table 4.4

## STATUS OF ORGANISATIONAL MANAGEMENT CAPACITY

Associations	Performance Measures							
	Executive committee	Executive Committee Roles & Responsibilities	Operational & Admin systems, procedures	Record Keeping	Financial Mgmt (book-keeping)	Budgeting and planning systems	Reporting & Communication	Monitoring & Evaluation
1. Porgera District WA	√	x	x	√	√	x	√	x
2. Petztrome W A	√	x	x	√	√	x	√	x
3. Star Mountain WA	√	x	x	x	x	x	x	x
4. Kiunga Urban WA	√	x	x	x	x	x	x	x
5. Kiunga Rural WA	√	x	x	x	x	x	x	x
6. Wau Urban WA	√	x	x	x	x	x	x	x
7. Wau Rural WA	√	x	x	x	x	x	x	x
8. Upper Watut WA	√	x	x	x	x	x	x	x
9. Breido WA	√	x	x	x	x	x	√	x
10. AIG WA	√	x	x	x	x	x	x	x
11. Tolukuma	√	x	x	x	x	x	x	x
12. Tari District WA	√	x	x	√	√	x	√	x
13. Komo District WA	√	x	x	x	x	x	x	x
14. Koroba District WA	√	x	x	x	x	x	x	x
<b>Total</b>	<b>14</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>4</b>	<b>0</b>

▪ **Executive Committee**

All the fourteen associations that were identified loosely as having an organisation were observed to have each appointed an executive committee for their organisations. Six associations out of the fourteen are incorporated and for these associations having an executive committee is seen as complying with their Constitution. The associations (8) that are not incorporated have decided to appoint an executive committee, copying other similar organisations. In any case the appointment of the executive committee is the first step taken by the associations and it signals the initiation of an association of women in the area.

On further assessment the executive committees were found to lack the required qualifications, the necessary skills and experience in leadership, organisational management and strategic thinking to manage and grow these associations. The calibre of women appointed to the executive committee tends to be teachers, health workers and those that have had some level of high school education. These women are literate but that does not mean they have the know-how and understanding to lead and manage such an organisation.

▪ **Executive Committee Roles and Responsibilities:**

None of the associations' executive committees were found to be performing according to stated roles and responsibilities. Even though the incorporated associations (6) have the general roles and responsibilities of their executive committees specified in the Constitution they do not refer to it. The other fourteen associations have no stated roles and responsibilities for their executive committees.

It was evident that there was no difference between the incorporated and unincorporated associations' executive committees in terms of performance according to their roles and responsibilities. The executive committees of the incorporated associations failed to refer to the relevant clauses of their Constitutions to draw guidance and direction in performing their roles and responsibilities. On the other hand the executive committees of the unincorporated associations simply had no idea what these were and how they should perform in these positions. The bottom line is that all the associations' executive committees really need knowledge, understanding and guidance on developing and performing their roles and responsibilities.

▪ **Operational and Administrative Systems and Procedures**

Again none of the associations were found to have established proper operational and administrative systems and procedures for their organisations. Even the most established associations Porgera District WA, Petztrome WA and Tari WA failed to have proper operational and administrative systems in place. As a result, this has implications for the establishment of proper governance, accountability and transparency procedures for the organisation. This is also a reflection of the lack of know-how of the executive committee to organise and manage the association.

▪ **Record Keeping**

Some level of proper record keeping is maintained by the three more established associations. However, the record keeping is maintained outside of the proper operational and administrative systems and procedures. The rest of the associations do not keep proper records for their operations, however, some associations were found to be keeping rudimentary records, which were usually associated with income and expenditure of the association's funds.

▪ **Financial management (bookkeeping)**

All the associations have established bank accounts with commercial banks. Money from the members' subscription fees and earnings from small informal income activities are banked in this account. At a few mining sites (Wau and Ok Tedi) the landowner organisations allocate funds for women's activities and these funds are deposited in the associations' bank accounts.

Other than the bank accounts the associations do not have bookkeeping systems (manual or electronic) to manage their funds with the exception of the three more established associations. In comparison, Porgera District WA, Petztrome WA and Tari WA maintain a more improved bookkeeping system than all the rest. Again this is maintained outside of the proper organisational and operational systems and procedures. None of the three more established associations were found to have produced Financial Reports from their operations.

- **Budgeting and Planning Systems**

Budgeting as a planning tool would be seen as a more advanced management skill especially with the current unsophisticated background of the women's associations. This is a key management function and whether the associations performed this activity or not, even in its rudimentary form, it was important to capture in the study.

The findings show that none of the associations prepared budgets for their operations. This is not because they do not have the funds. On the contrary, some associations do have substantial sums of money in their bank accounts but they lack the know-how and the opportunity to effectively use the money to grow their organisations. The issue is, as revealed by the executive committees, they do not understand the concept of budgeting as a planning tool and they do not have the skills and know-how to prepare it. In certain cases like the PDWA, the project developer fully funds the associations' operations from its operational budget so the association has not seen a need to prepare its own budget.

- **Reporting & Communication**

Only four associations (PWDA, PWA, Tari WA and Breido) prepare operational reports and present to their stakeholders. On closer look the preparation of these reports were very basic in nature and in some cases handwritten. There is no reporting and communication function performed by the rest of the associations. The executive committees of these associations did not see a need to prepare reports because the organization is not fully operational yet.

- **Monitoring & Evaluation**

Similar to the budgeting function this is an advanced management skill but again it was important to capture it in the study to assess their capacity on this function. From the findings it is quite evident that all the associations have not actually done monitoring and evaluation of the operational activities of the organisation or the programs implemented. It was obvious from the interviews that the association executives have not reached that level of thinking in their organisational development to accommodate this management function.

#### 4.1.4 CONCLUSIONS

The following conclusions have been drawn from the discussion on the key findings of the internal organisational and management capacity above:

- **Internal Organisational Capacity**

The overall conclusion regarding the internal organisational capacity of the 22 women's associations in the study can be described as still existing in the early stages of their organisational development regardless of their age. The associations all seem to fit into some structural context that receives recognition from the community, project developer and other external organisations. This recognition has enabled the associations to build an identity but unfortunately this identity is without the organisational base. However, the recognition has given them an opportunity to etch out an existence so far. And if the associations are going to develop into fully fledged organisations that can continue to develop, reach maturity and sustain its activities then the strength to do that will come from the capacity of their organisation.

Currently the associations have lack of all the key elements of a sound organisation as highlighted in table 4.3 above. To start with the associations do not have vision, mission and values as a strategic direction and corporate outlook of their organization. Most associations do not have premises to operate from which means they have no access to modern amenities such as communications and electricity. The need for assets and manpower was far from their minds in this early stage of development.

Almost all the associations have established their identity in the hope that funding will be somehow sourced to run their organizations. There was no proper assessment of funding sources, either internally or externally, and nor do they actively seek funding even if there were partners and stakeholders willing to fund their activities.

In short, the associations without the internal organizational capacity are very much handicapped to find their own place in their communities. If nothing is done to build the organizational capacity of the associations, their current opportunistic existence is not viable for the long term. This unfortunately can amount to an opportunity cost (social) to their communities regardless of what organisational structure they operate under.

- **Management Capacity**

Having an executive committee appointed is the first indication that an association has been formed. That is what the fourteen out of the twenty-two associations have done. Thereafter the onus is on the executive committee to show leadership in every aspect of the organisational development, operation and growth. There is no evidence of leadership at all even among the associations that have had executive committees appointed. The associations on their own are otherwise stuck with the executive committees that have no sense of direction and vision. As a result the associations have not progressed at all to have in place management function in the organisation. It is not surprising that the associations showed no performance on the key management functions (table 4.4) that would reflect management capacity. A small number of associations that have shown performance for a few of the management functions but their performance outputs are still rudimentary in nature.

Certain recurring factors were recognized to underpin the findings on the internal organizational and management capacity. These factors are discussed below.

- i). **Lack of appropriate know-how, skills and experience**

The lack of appropriate know-how, skills and experience of the executive committee has a significant impact on the organisation's establishment and management. The organisation is dependent on the executive committee to lead but unfortunately it lacks the basic knowledge and understanding of what it takes to organise and lead a viable organisation. The organisation is only as good as the people working in it, therefore, the lack of skills and know-how of the executive committee is a reflection of the lack of organisational and management capacity.

- ii) **Lack of compliance with the Constitution**

The executive committees' lack of know-how also contributes to their lack of awareness of their roles and responsibilities related to the governance function. The Constitution is the only governing document but the incorporated associations' compliance level is nil. In terms of governance and compliance function the incorporated associations are no different to the unincorporated associations that have no Constitution. The point is that much contribution toward basic organizational and management capacity building could have been had if the associations were committed to complying with the Constitution.

In addition, the executive committees do not understand their roles and responsibilities, especially the incorporated associations who have it specified in the Constitution. So, one would say that the executives of the incorporated associations should not have any excuse whatsoever about not being aware of their roles and responsibilities. But on closer look the executives of the incorporated associations were found to be unaware that their roles and responsibilities were specified in the Constitution.

On the other hand the members are in no better position than the executives in terms of their know-how to demand better organisational and management performance from their executive committee.

### **iii) The general attitude and mindset about such organisations**

The general attitude and mindset of the executives, members and the community toward the association is an important consideration. These factors can influence their support and commitment, their feeling of ownership and sense of belonging to the association. The executive committees admitted that they cannot perform effectively without the support from their family members, the association members and the members of the community in general. In this case there is a need for a public relations role in the community to promote the critical role the association can play in the general development aspirations of the community. This type of organisation is seen in the community as an exclusive women's club that no man should dare get involved. This perception needs changing in the community so that women can draw support from the men to embrace the existence of the association and what it stands for in the community for their common good.

### **iv. Funding**

The associations suffer from lack of funding and at the moment it is currently difficult to determine the viability of these organisations. Funding sources, whether internal or external, are difficult to generate or secure with the lack of know-how to go about it. The more progressive associations, PDWA and PWA are getting financial support for programs and not support to build the capacity of their organisations. Even with funding support the issue of lack of general know-how would still affect the organisation so what is needed is an integrated approach to address the capacity needs of the organisation.

Instead of the associations looking outside to raise funds all the time they should be encouraged and assisted in business development activities to achieve some level of economic independence. Identification and development of viable economic projects will provide an income stream that will sustain the associations' operations in the future. The main problem that underlies the failure of many non-profit organizations is the view and attitude by the executives, members and the community (including the stakeholders) that the non-profit organizations are voluntary organizations that their operations should depend on donations and gifts. Therefore, it does not matter who runs the organization as long as that person can volunteer her/his time to manage the organization and without compensation for one's services. This perception is detrimental to the viability and sustainability of the association.

Recent developments in the mining sector where direct funding to the women's associations from the benefit streams are formalised in the MOA maybe paving the way for better things to come for the associations as far as funding support goes.

### **v) Project Developer Gender Desk Program**

The lack of organisational and management capacity of women's associations highlighted in this study would be an eye opener for Gender Desks of the mining and petroleum project developers. The Gender Desks work with these women's associations in one form or another, and at one level or another and it never occurred to them that the associations as organisations needed support with capacity building. Instead the Gender Desks over the years have continued to focus on programs without any regard for the sustainability implications of these associations when the project has long gone. This may be seen as a major oversight on the developers' part but all is not lost with the existing mines as they have time to change their approach before mine closure planning begins. As for the sites that have begun mine closure planning process any assistance to this effect unfortunately would amount to the case of too little too late.

In summary the organisational and management capacity of the women's associations are affected by a variety of factors and situations. The relevant knowledge and understanding, skills and experience are key factors that underlie the lack of capacity. On the other hand, stakeholder approaches and funding problems are contributing factors to the problem.

Future capacity building interventions should accommodate for all these factors, most probably through an integrated approach to address them adequately. Also a proactive and strategic approach of the project developers toward the development of women's associations as key community-based organisations in the mining and petroleum areas is very significant for the growth and sustainability of these organisations, especially if they wish to leave a positive legacy behind after project closure.

## **4.2 PROGRAM PERFORMANCE & IMPACT**

In general, the study showed that the associations have not fared well in doing programs to benefit their members. The success of the programs implemented depended very much on a number of factors. Of these, the organizational, financial and stakeholder support were some of the key pre-requisites for successful programs. The discussions about these key factors have been made elsewhere in the report. In this section the findings on the associations' program performance and impact would be presented before conclusions can be drawn and discussed.

Before the program performance and impact findings can be presented the contextual influences that underlie the decisions, methods and approaches taken by the project developer for doing program work needed to be understood. These influences, whether direct or indirect, have a major impact on the programs of the women's associations as an important stakeholder in the project areas. Nearly always the women associations comprise of the landowner women who are also the beneficiaries of the benefits streams accruing from the project development.

As part of their social responsibility Project Developers carry out Community Development Programs that are usually placed under the responsibility of the Gender Desk. It is important to understand that the relationship of the Gender Desk to the women association with respect to community development programs is quite *strategic*. In the sense that by virtue of the landowner agreement and management designation (developer) the Gender Desk is mandated to facilitate community development programs. In practice it means that the Gender Desk has been entrusted with the responsibility by all stakeholders to come up with innovative programs and approaches that can improve their livelihood and quality of life.

### **4.2.1 APPROACHES TO COMMUNITY DEVELOPMENT - MINING AND PETROLEUM SITES**

Two common community development approaches of the project developer were seen to be influencing the operation of the women associations. These can be classified as the '*community relations*' and '*partnership*' approaches to community development. How these approaches are viewed in terms of the influence on the associations' programs are discussed below.

### **i) Community Relations Approach**

Under this approach the Gender Development Programs were observed as direct interventionist programs. The gender desk has the tendency to develop the programs and activities, based on perceived needs and facilitates the implementation directly with the women groups in the community. The program is usually implemented with identified partners and the women's associations are not necessarily involved. If the women associations are involved it is very much limited to implementation and at the extension level, and this usually is undertaken without the involvement and support of their organisations. The project developer funds the programs purposely for improving community relations and not so much from an obligation to be socially responsible for operating business in these communities. This approach is observed to be predominantly common among the older mines.

### **ii) Partnership Approach.**

Under the partnership approach the project developer has clearly identified a partner who can focus on doing community development work. The project developer has facilitated for the programs to be transferred from its Community Affairs Department to a Community Based Development Organisation (CBO) that has been identified to take on the role of community development independent of the project developer. In principle the partnership approach in the mining and petroleum sectors are similar, except that it is more developed in the petroleum sector. The differences of the partnership between the mining and petroleum sectors are discussed below.

#### **a) Mining Project Areas**

The partnership approach is an emerging approach in the mining project areas that is influencing change in the way community development programs are undertaken. The new mining projects in the country are advocating for a 'partnership' approach and it is beginning to challenge the community relations approach. Under this approach the role of the Gender Desk has been redefined to assume a facilitation role rather than engage directly in program work. The facilitation role of the Gender Desk would involve the provision of technical and logistical support to the women associations.

So under this approach the project developer has shifted the onus of doing community development programs to the Women Associations and the other community based organisations such as the Local Level Government. This approach has been sanctioned by the project Memorandum of Agreement between the key stakeholders. In reality, the landowner communities have made a conscious decision to receive development programs instead of direct cash payout from the Royalty component of their benefit streams. The financial commitment in terms of the percentage of the royalty payment has been specified in the MOA.

The women associations and the LLGs have been identified as the CBOs to undertake the community development programs. Access to the development funds would be conditional to proper program planning and management. For the LLGs the projects and programs under their Five Year Development Plan would receive funding support.

#### **b) Petroleum Project Areas**

The structure used in implementing community development programs in the mining project areas is slightly different from the petroleum areas. In the petroleum sector the idea of doing community development programs under an autonomous organisation, managed independently of the project developer was considered more appropriate than conventional community relations approach. The rationale given for the change to have an independent partner that will focus on doing community development were that:

- Community relations and community development functions would be more effective if clearly separated,
- Company's organisational culture is poorly suited to achieving social objectives,
- Non-profit organisations have lower cost structures,
- Programs not sustainable beyond life of oil and gas production, and
- External resources are available to supplement company efforts for more results

As a result CDI Foundation was created five years ago as a vehicle to facilitate the implementation of community development programs in the Petroleum areas. Since then CDI has developed into a major partner that is influential in community development work in the petroleum impact communities. The Foundation is independently managed along NGO principles and it has been given the mandate to focus on community development programs. Most of its funding for these programs comes from the project developer.

Through the implementation of community development programs CDI has been involved with community based organisations such as the other NGOs (see stakeholder and partnership section), LLGs and community groups (village, youth and women). Most of the community groups are associated with church organisations in the area. CDI has not targeted specific programs for women associations/groups but it has accommodated for the needs of women through its various programs and activities.

#### 4.2.2 ASSOCIATIONS CLASSIFIED BY COMMUNITY DEVELOPMENT APPROACHES

The associations can be classified according to the approach that influences their capacity to do community development programs. That is presented in table 4.5 below.

Table 4.5

**COMMUNITY RELATIONS APPROACH VS. PARTNERSHIP APPROACH**

Community Relations Approach	Partnership Approach	Hybrid of two Approaches
<p><i>Ok Tedi:</i></p> <ul style="list-style-type: none"> <li>- Star Mountain WA</li> <li>- Kiunga Urban WA</li> <li>- Kiunga Rural WA</li> <li>- Nima Ara Association</li> </ul> <p><i>Tolukuma:</i></p> <ul style="list-style-type: none"> <li>- Tolukuma WA</li> </ul>	<p><i>Morobe (direct partnership):</i></p> <ul style="list-style-type: none"> <li>- Wau Urban WA</li> <li>- Wau Rural WA</li> <li>- Upper Watut WA</li> </ul> <p><i>Petroleum (indirect partnership):</i></p> <ul style="list-style-type: none"> <li>- Foe Women Representatives</li> <li>- Namo Hinamo</li> <li>- Semberigi Polopa Womens Voice</li> <li>- Moran Womens' Representative</li> <li>- East Kikori Council of WA</li> <li>- West Kikori Council of WA</li> <li>- Tari District WA</li> <li>- South East Mananda WA</li> <li>- Komo District Council WA</li> <li>- Koroba District Coucil of WA</li> </ul>	<p><i>Porgera:</i></p> <ul style="list-style-type: none"> <li>- Porgera District WA</li> </ul> <p><i>Lihir:</i></p> <ul style="list-style-type: none"> <li>- Petztrome W A</li> </ul> <p><i>Kainantu:</i></p> <ul style="list-style-type: none"> <li>- Breido WA</li> <li>- AIG WA</li> </ul>

Seven associations are identified to be influenced or impacted by the community relations approach. These associations all happen to exist in the mining project sites. All the associations/groups in the petroleum project sites and three associations in the mining project site were found to be influenced or impacted by the partnership approach. Two associations could not be completely placed under any of the approaches so it is classified as using a hybrid approach.

#### 4.2.3 SUMMARY OF PROGRAMS & ACTIVITIES

Out of the 22 women associations/groups interviewed only nine (9) associations were found to have undertaken or are undertaking programs and activities for the benefit of their members. Table 4.6 below presents the types of programs carried out by the associations that are classified under four general areas: social empowerment, economic empowerment programs, livelihood and organizational capacity building programs.

Table 4.6

**SUMMARY OF PROGRAMS IMPLEMENTED BY THE ASSOCIATIONS**

<i>Name of Association</i>	<i>Social program</i>	<i>Economic Program</i>	<i>Life Skills:</i>	<i>Capacity Building Programs</i>
1. Porgera District WA	- HIV/AIDS Awareness - Health & Hygiene - Malaria Eradication - Immunisation program - Domestic Violence - Counselling and Advice - Literacy	- Screen printing Artefact Shop - Canteen - Vegetable buy/sell - Truck Lease - Credit scheme	- Cooking - Sewing - Agriculture -	Bookkeeping
2. Petztrome WA	- Yumi Bung Wantaim - Health and hygiene - Social Awareness - HIV AIDS Awareness - Literacy	- Credit scheme - Local Market Gate Takings - Can Crusher - Transport service (speed boat)	- Cooking - Sewing -	Needs Identification & Analysis
3. Breido WA	- Health Outreach - HIV/AIDS Awareness	- Curtain Sewing Contract - Camp cleaning service Contract	- Sewing - Art and Craft	
4. AIG WA	- Health Outreach - HIV/AIDS Awareness		- Sewing - Art and Craft	
5. Wau Rural WA	- HIV/AIDS Awareness - Community Justice - Literacy program	- Credit Scheme		
6. Wau Urban WA	- HIV/AIDS Awareness - Community Justice - Literacy program			
7. Upper Watut WA	- Literacy program			
8. Star Mountain WA	- Literacy program			
9. Tari WA	- Literacy program - HIV AIDS Awareness - Provide temporary shelter for disadvantaged children - Facilitate the FODE	- Guest House - Credit Scheme	- Sewing - Art and Craft - Agriculture	- Sponsorship for young girls

- ❖ Programs facilitated by project developer and other partners.
- ❖ Programs facilitated by associations themselves.

Almost all the programs in table 4.6 have been undertaken by women's associations from the mining sites only. In the petroleum areas most programs targeting development activities come under CDI Foundation, the women associations/ groups are also the beneficiaries of these programs. The programs and activities that women get involved with are confined to the village and church group level.

Most of the programs undertaken were in the area of social development, followed by economic empowerment, life skills and capacity building. Note that the social programs and associated activities are facilitated by the project developer while the economic programs are facilitated by the associations themselves. The associations initiate these economic programs out of their own interest and desire to undertake them. It seems that the associations that have the organisational support are comfortable to initiate and run economic programs on their own.

#### 4.2.4 PROGRAM PERFORMANCE AND IMPACT

The program performance measures and outputs were assessed using a number of performance indicators collected during the interview. The discussion about program performance and impact will focus on the nine associations that have done programs. The aim of the assessment was to gauge whether the associations have the ability to identify their needs and issues, plan programs and implement on their own.

The following performance measures and outputs were assessed to indicate program performance. The performance measures column lists the aspects of performance in doing programs that the associations must reflect ability through evidence of performance. The performance indicator column shows various types of evidence that were sighted to specify performance.

Table 4.7

#### PROGRAM PERFORMANCE MEASURES & INDICATORS

Performance Measures	Performance indicator
Need for program identified	Stated in program proposal or other documentation, mentioned verbally,
Program planned and developed	Design document, funding proposal, program proposal budget or financial projections.
Program implemented and managed	Program activity list, management report, program evaluation report, program budget and financial report.
Collaborated with partners on program	Memorandum of Understanding, meeting minutes, written communication.
Program reports prepared and communicated	AGM meeting minutes, correspondence with members and other stakeholders.
Program monitoring and evaluation conducted.	Record of members' and stakeholders' feedback, evaluation report.

The nine associations who have done programs were assessed according to their ability to perform the key program activities that are requirements for any organisation that is involved in doing programs.

The results are presented in table 4.8 below. The tick (√) in the performance measures indicates the associations have the ability to perform these activities while the cross (X) reflects the opposite. The double tick (√√) or cross (XX) is indicated under the performance measures that represent two requirements, for example, program planned and developed. Also, some comments have been made about the program impact of each association.

The findings on program performance and impact presented in table 4.8 show clearly that the associations do not have the capacity to develop and implement programs themselves. However, they are aware of their needs in the community but what to do next after they identify these needs is an issue for the associations. The associations are also able to collaborate with partners well but it was found that these relationships were conducted at a more casual level.

It is notable that lack of performance was reflected in program development, reporting and evaluation aspects that require more technical know-how. This result is consistent with the findings in organisational and management capacity. The WASS are not so much concerned about program impact in their community.

Table 4.8

## PROGRAM PERFORMANCE AND IMPACT

Association Name	Performance Measures						Program Impact
	Identify need for program	Plan and develop program	Implement and manage program	Collaborate well with partner(s) on program	Report and communicate about program	Monitor & evaluate program	
1. Porgera District WA	√	XX	√√	√	XX	XX	<p>It is difficult to make a clear assessment of PDWA program impact , there were no expected 'outputs" and 'expected 'impacts' of the programs. Also it was difficult to assess cost effectiveness and cost efficiency of programs due to lack of budget, planning and monitoring</p> <p>Casual methods like observing for visible results, and getting feedback from the program participants were employed to form an opinion about impact. The testimonies from the program participants or beneficiaries were all positive</p>
2. Petztrome WA	√	XX	√√	√	XX	XX	<p>Petztrome's program impact was difficult to assess as separate files/records for the programs/projects implemented have not been kept.</p> <p>The impact of social programs was difficult to assess, even though the programs were seen to be successful. It was difficult to make a clear assessment of cost efficiency and cost effectiveness of the programs.</p>
3. Breido WA	√	XX	√X	√	XX	XX	Both, the economic and social programs implemented were not ongoing so the impacts are negligible.
4. AIG WA	√	XX	√X	√	XX	XX	The impact is insignificant from the few short term programs that were facilitated through the Gender Desk.
5. Wau Rural WA	√	XX	√√	√	XX	XX	The Micro-credit scheme had some impact in terms of economic empowerment of members but the project failed.

Table 4.8 cont.

Association Name	Performance Measures						Program Impact
	Identify need for program	Plan and develop program	Implement and manage program	Collaborate well with partner(s) on program	Report and communicate about program	Monitor & evaluate program	
6. Wau Urban WA	✓	XX	✓X	✓	XX	XX	Only implemented short-term partner programs and the impact has been insignificant.
7. Upper Watut WA	✓	XX	✓X	✓	XX	XX	New association that has just started to implement partner's programs. It is too early to assess the impact at this time.
8. Star Mountain WA	✓	XX	✓X	✓	XX	XX	Only implemented short-term partner programs, the impact has been insignificant.
9. Tari WA	✓	XX	✓✓	✓	XX	XX	Many programs have been implemented including the running of the Guest House. The association has had set-backs due to tribal fighting in the area so any gains from the programs would have been affected too.

## 4.2.5 CONCLUSIONS

The following conclusions can be drawn from the findings on program performance and impact:

### **i) Programs and Activities.**

About nine (9) out of the 22 women associations/ groups interviewed were found to be doing programs in the social, economic, life skills and capacity building areas. Out of the associations doing programs PDWA and PWA were found to be better established and were more progressive in carrying out programs and activities for their members. The two associations have each done the most programs and also have initiated programs on their own in all the four program areas.

PDWA and PWA seem to enjoy a higher level of patronage from their respective project developers compared to other associations. This has given them the self-confidence and the determination to become more progressive and at the same time become innovative with their programs. The difference in the success of PDWA and PWA in doing programs seems to be the high level of support received from the project developer. This suggests that women's associations can build up capacity through leaning by experience and progress in a supportive environment.

### **ii) Partnership programs by Project Developer**

The efforts of the project developers to partner with the WASS to do community development programs is quite strategic. Program partnership is happening more with social, life skills and capacity building areas while economic programs are left to the discretion of the associations to undertake themselves. The findings show that all the social programs are initiated and facilitated by the project developer. The developer finds this area more appealing to get involved due to lack of government social services in their impact communities. At most sites the developer tends to forge a partnership with the association as and when it wants to implement a particular program. In this case the program implementation role of the WASS is limited to extension work, especially the community outreach component.

The most common partnership programs that the associations seem to undertake are those that are implemented to address national or province wide social issues such as the Aids Awareness, Community Justice and Literacy programs. With such programs the associations are conveniently available to be employed by the project developer or other partners to provide support for their programs. There is no long term partnership commitment and also there is no intention or consideration to develop the capacity of the associations to do programs.

Out of the community organisations at the project sites, WASS are the only development focused organisations. In that sense the women associations can be key partners to work with the project developers and others interested in doing community development work. Unfortunately, the women's associations have been overlooked to establish serious partnership relationships and as a result the associations have been worst off in opportunities for building their experiences.

### **iii) Program Performance & Impact.**

On the program performance indicators there seems to be no distinction between the associations that do or don't do programs. The associations do not seem to understand and follow the process involved in doing program work even though they are aware of the problems and issues that affect them. The associations, particularly the two successful ones, have done well to address the issues on their own despite the lack of planning and monitoring. The willingness to implement programs and the enthusiasm to trial new programs has been a major strength.

Most of the program implementation has been supported by partners while only few associations have implemented programs on their own. What program activities they can do or cannot do is a reflection of their know-how. Program planning, development, monitoring and evaluation are areas that require a certain degree of technical skills. The associations tend to avoid doing the program activities that require technical skills for obvious reasons.

Overall, it was difficult to assess the impact of the programs on the organisation, the members and the community without reliable performance information. There was little consideration for establishing expected outputs of the programs implemented and this had implications for assessing the impact of the programs.

### **iv) Community Development Approaches.**

The community development approach is seen to be predominant in the mining areas and the partnership approach in the petroleum areas. Although the partnership approach is beginning to be embraced by the new mining projects it would be interesting to see the application of it. The partnership approach seems to have more benefits for the association than the other two approaches. The partnership approach is already working successfully in the petroleum areas through CDI Foundation. The partnership approach can work with the women's associations too as long as the key stakeholders can embrace it and back it up.

## **4.3 STAKEHOLDER AND PARTNERSHIPS**

Having strong partnerships is critical to the sustainability, support network and thus viability of an organization. Stakeholders are groups or individuals who have a stake in the particular area of concern – they have something to gain or lose as a result.

*“All stakeholders are partners, but not all partners are stakeholders”.* Deriving from this, this section will firstly look at stakeholders than at partners and make conclusions and recommendations on stakeholder participation and strengthening of key partnerships.

### **4.3.1 STAKEHOLDERS**

The analysis of the site reports from the twenty-two women groups and associations interviewed during this assessment suggest that there are four main stakeholder groups to consider in this assessment. These include:

- Government (Dept of Mining; Dept of Petroleum; Provincial & Local Level Governments ;
- National Womens Council;
- Mining and Petroleum Operating Companies and
- Community.

Generally, it was found the above stakeholders see the importance of the participation of women in being agents of change in their respective communities. They also clearly see a role for women's participation in achieving the development objectives the stakeholders have set. The challenge is how to make this happen in a coordinated and effective manner.

The discussions below highlight some of the efforts of the various stakeholders to engage with the Womens Groups or Associations.

### **i) Department of Mining & Petroleum**

*The Department of Mining* with the support of the World Bank has facilitated two Women in Mining (WIM) Conferences and various meetings between Women's Association or Group leaders in mining impacted areas. To coordinate these initial efforts they set up a WIM Steering Committee, which is made up of women from the Mining and Planning Department primarily and joined by other Government departments such as Health, Education, Agriculture, Community Development and Petroleum upon invitation.

Their efforts resulted in the Women in Mining – 5 Year Action Plan aimed in design to guide the various associations within the mining impact areas to address development issues they have collectively identified through the various forums.

*The Department of Petroleum* has also being party to this process and has intentions to also develop a similar framework for the petroleum impacted area women groups and associations.

The efforts by these departments indicate that they acknowledge the importance of having women's participation in addressing development issues in the mining and petroleum impacted areas. Government recognizes it is not able to provide the basic social services such as education, health, economic empowerment and security to women on its own. Their efforts are aimed at assisting women organize themselves more effectively to address issues that affect them. The Women in Mining 5 Year Action Plan basically outlines the objectives and activities that women can and should participate in to assist the government implement the Medium Term Development Strategy, as the plan is designed with consideration of what this strategy sets out to achieve.

### **ii) Provincial & Local Level Government**

The Provincial and Local Level Government (LLG) reform requires representation of women in the LLG and Provincial Governments. The process in which the representatives to these positions are identified is left open to the LLG's and Provincial Governments to define because of variations in culture and traditions in the communities. The organic law does not try to define the process in which the women representatives are selected. The following are some of the ways representation is identified in the areas looked at in this assessment:

1. Through open elections any women can be nominated and elected. In some instances only women vote for this representative position in the LLG or Provincial Executive Council.
2. Through nominations made by Women Associations and Groups to the LLG and elections are held by those nominated.
3. In other cases the LLG nominate and the selection is made from the nominees.

The various process of selecting a women's representative to the LLG in almost all sites reviewed creates much confusion between the LLG representatives and executives of the women's groups or associations.

Some feel the position only represents the constituents or stakeholders that participated in putting her into the position. Most members of the LLG, Women's Associations or Groups, and community at large though do not realize that the position was created to ensure that women participate in the LLG and PEC and have a political decision making voice. The confusion has created much conflict between Women's Associations; Women's Council structure and the representatives to the LLG or the Provincial Government. It has also resulted in the notion amongst key stakeholders that women are unorganized and lack cooperation.

### **iii) National Womens Council**

The National Women's Council is a structure that was put into place at independence to allow women in PNG to participate in political decision making forums. Some of the associations in the impacted area are affiliated to the council whilst others are not. It is not compulsory for all associations to be affiliated to this body, and there is much confusion on the benefits to be gained and the level of influence and participation in the council activities by being members. There also appears to be a greater emphasis on receiving support from the National Women's Council, rather than on the responsibilities that women groups or associations have to provide information that would help the NWC to formulate appropriate policy to enhance the living conditions of members to the Council. The Organic Law discussed above and this NEC decision to establish a National Women's Council have over-lapping roles and functions and once again create much confusion.

The function of the National Women's Council is primarily to identify development issues affecting women through research, possibly formulate policy and advocate for women in various forums for recognition and actions to address these issues.

### **iv) Mining & Petroleum Companies**

All the mining and petroleum operations in PNG are typically located in remote rural regions of PNG where central government and the state are not effective. Thus common practice has been that companies operating in these areas have become "surrogate governments" for these communities. This review found that most of the companies have therefore out of necessity adopted "good corporate citizenship policies" that allow them to deal directly with the community to address development issues. This has included engaging with women's groups directly and not necessarily through structures defined by government.

Each company depending on the nature of its operations has varying approaches and strategies that it takes to work with women. These range from not looking at them individually, or promoting any incentive to allow the mobilization of women through groups or associations to building and driving the formation of women's groups or associations to the extent of paying their salaries and providing management capacity.

Typically in the Mining Companies this currently entails setting up Women's Desks (Gender Desk) within their community affairs departments that work with Women's Associations or groups. The level of cooperation and extent of collaboration between the various women's associations and the gender desk within the company differ from place to place. In some cases for example in the Porgera case the relationship is so close that the executives' salaries are paid by the company. In other cases such as Tolukuma the relationship has to be primarily driven by the women's groups and do not receive much support from the company. All strategies have their pro's and con's and are taken for various reasons learnt from operating in the area.

The Petroleum Company on the other hand does not have a specific desk allocated for women. They have community affairs officers who manage community relations small projects that are targeted at community groups in general. The company also funds NGO's such as CDI Foundation Trust Fund and WWF – International to address development issues in partnership with the respective and interested communities. In this approach there has being no specific focus to work with women's groups or associations. Existing women's groups or associations can access community project support once they have themselves organized.

Again there is acknowledgement and appreciation of the role of women in development but it appears there is no real strategy on what the companies want to accomplish through the support they provide to these women's groups. The question is whether this support is just to maintain community relations and a good public image whilst the company is in operation in the area or is there a true analysis of the impact that can be made in the community through support and development of women groups or associations?

#### **v) Community**

Generally community support for women to mobilize is greatly influenced by the traditional role and responsibility of women in the areas affected. The idea of women mobilizing is a concept that is struggling against the power distribution amongst the different structures traditionally in existence. These again vary from community to community.

Most traditional structures of the societies acknowledge the traditional role of women in the very survivability of the community through provision of labor and influencing decisions rather than having the power to make decisions. These though were often structured around their village and the issues were more focused at home and not beyond that. The formation of women's associations or groups to address issues that are beyond the household poses challenges for the community and the women alike.

Lack of awareness and understanding of the function of the women's groups or associations is also a contributing factor to the level of support in the community. Most women in leadership roles get there through support from their families. Members of women groups also have a high expectation of their leader to deliver rather than seeing themselves as having responsibilities. This makes it a struggle to lead without the full support and cooperation of the constituent for those in leadership positions.

#### **4.3.2 PARTNERSHIPS**

To help analyze the different partners of the women's groups or associations, the partnership continuum is used as the tool to do this. The continuum helps to describe the four main characteristics of partnerships on a continuum. This section attempts to describe the different levels that partners are sitting at on this continuum and identify where these partnerships need to move along this continuum in order to help the associations/groups strengthen their capacity and the impact they are trying to make.

The four main stages on the partnership continuum include:

**Stage 1:** Networking – this basically involves the exchange of information for mutual benefit. This requires a minimal level of time and trust between partners. *Eg: The conferences where women's groups come together and share information and discuss issues that affect them.*

**Stage 2:** Coordinating – This involves exchanging information and altering activities for a common purpose. *Eg: The company officer and the women's group meet and develop program plans together to address a particular issue affecting women such as water supply etc.*

**Stage 3:** Cooperation – involves exchanging information, altering activities and sharing resources. It requires significant amount of time, a high level of trust between partners and sharing of turf between the different agencies. *Eg: World Bank, the Mining and Planning Dept, putting their resources together to support the women in the local area, and developing the 5 Year Action Plan.*

**Stage 4:** Collaborating – involves enhancing the capacity of the other partner for mutual benefit and a common purpose. Collaborating requires a partner to give up a part of its turf to another agency to create a better or more seamless service system. *Eg: If the women's groups all come together and develop a body that will provide training for their associations.*

Using this tool the following section tries to describe the main partners identified which include the stakeholders and furthermore partners such as NGO's, Aid-Donors, Churches and Land Owner Organizations and where they sit on this continuum.

#### **i) Department of Mining and Petroleum**

The partnership between the WIM Steering Committee and the Women's Associations is not strongly linked as indicated above. The relationship would be described as being at a coordinating level, which includes exchanging information and development of activity plans for a common purpose. The analysis indicates there is a need to move this to the collaboration level, which involves enhancing the capacity of the other partner for mutual benefit and common purpose. The Steering Committee cannot continue doing things for the women groups. There is a need to put in place a structure which would enable the women's groups to take more ownership, and have the capacity to implement the vision and activities identified in the 5 Year Action Plan.

The Petroleum Department on the other hand is further back in its relationship with the Women's Groups or Associations in the target communities. This assessment finds they are at the networking stage. This involves the basic exchange of information for mutual benefit. There is very little action driven synergies between the women's groups/ associations and the department. This relationship also needs to strategically move towards more of a collaboration stage similar to the Mining Department and the Women in the target areas through more formal and seamless structures.

#### **ii) Provincial and Local Level Government**

The relationship between the Provincial and LLG and the women groups or associations in this assessment generally also sits at a networking stage. Women representatives in the LLG and the PEC are not fully engaging with the Women groups and associations to find common areas of over-lap and joint planning and implementation. Thus again there is a need to move this relationship to more of a cooperation level. There is a need in these relationships to identify common areas of concern and work together to address these issues and at the same time maintaining clear focus on their respective mandates. This would help to minimize the high level of unrealistic expectations placed on Women representatives to the LLG and of Women's Associations and groups. The more the two define their roles and responsibilities and are able to implement them the more defined understanding of their differing roles and appreciation for each other will also grow in the common areas that they exist.

### **iii) Mining & Petroleum Companies**

The relationship for most women groups and associations with the Mining Companies would be described between a cooperation and coordination level. There is exchange of information, joint implementation of activities and sharing of resources between the company and the WG's or WASS. Most of the mining companies recognize the women's groups as a partner that helps to implement their programs and they have gender desks whose main responsibility is to address women's issues. There is clear definition in some of the companies on the role that the women play in enabling the company to implement its programs for women. There is a need though to enhance the capacity of the WASS or groups to be able to sustain them without the ongoing support of the company, as a long term strategy. This may involve setting up an agency that both organizations (company and the WASS) can agree to which has the capacity to work with the women's groups/ associations at a collaboration level but is supported and facilitating both stakeholders' needs. This is critical for capacity building and sustainability.

The only Petroleum project that was looked at utilizes two strategies to work with women's groups. These include the company itself running development program, women groups/ associations can obtain support from to implement programs amongst their constituents. Thus this relationship would be described at a coordination level as this includes exchanging information and jointly implementing activities for common or over-lapping purposes. The other strategy is through the programs that the company funds through CDI Foundation Trust Fund a non-profit entity funded by the petroleum project investors to implement social service and capacity building programs. The relationship between the Foundation and Womens Associations at this stage is one of cooperation. As CDI is a capacity building organization much of its work with women involves exchanging information, joint planning and implementation of programs and sharing of resources with the target groups. This relationship should be maintained at this level and should be further strengthened by increasing the efforts to promote collaboration between the different women's groups and associations rather than focusing only on respective women's groups to build their skills to implement economic and social programs.

### **iv) National Women's Council**

The relationship between the Womens Council at the National and Provincial level with the women's associations and groups weavers between networking and cooperation. Although some groups/ associations are affiliated to their respective Provincial Women's Council there is no evidence of joint efforts to make an impact in the communities. Basically they have common purposes and exchange information and at times share resources there is more work to be done to move the membership towards again a co-operation level. Similar to the discussions on the relationship to the LLG there is a common purpose, but there are also defined and separate roles and responsibilities between the National Women's Council and the Women Groups and Associations. For example their target coverage's differ, their approaches differ and the set of strategic activities that the groups are primarily responsible for also differ. Thus it is important to maintain these separate roles and functions, but also create environments for better communication and mobilization to address over-lapping and similar issues such as addressing women rights issues.

Fifty percent of the women groups/ associations looked at are not affiliated to their respective Provincial Women's Council. The Council has much networking to do amongst the women's groups to promote mutual benefit. It should try to increase its membership in order to have a cooperating relationship, and not necessarily a collaboration relationship. The reason this is highlighted is because there should remain a difference in the roles and responsibilities of the Women's Council and that of the Women's Groups and Associations, but there is room to work together on certain issues.

## **v) Churches**

Almost all communities have a church. The relationship between most of the Women's Groups and Ass and the churches could be described as cooperation and collaboration. Many of the development of women's groups/ associations have their roots in churches. Therefore there is a clear line drawn between the churches and the women's groups/ associations which help to minimize the confusion between the role of the church and the women's ass/ groups. There are some church women's groups which are limited in their ability to fully address all of the needs of women, thus this is recognized and there is clear distinction between what is done to contribute to the church and what is done to contribute to issues that are not related to the church. There is though a maintained mutual understanding and respect between the two.

## **vi) Non Government Organizations**

In each of the target areas looked at during this assessment there are a few NGO's working in the same areas. The relationship between these NGO's and the Women's Groups/ Ass is found to be at networking or coordination level. There is awareness of each other, exchange of information for mutual benefit and in some cases joint implementation of activities. There is though not a large mass of NGO's in the target areas, and a need for Women's Groups or Associations to clearly define their focus in order to identify NGO's throughout the country to their cause. Thus there is a need for Women's Groups/ Associations to invest time in clearly defining their purposes, and identifying NGO partners that they need to network with and possibly move those relationships to a cooperation level. In the petroleum area CDI Foundation should play a role in assisting women to better network with other NGO's to begin exchanging information and further strengthen those partnerships to a cooperation level.

## **vii) Donors**

The Mining and Petroleum areas have a major challenge in attracting donors into the area. Thus there are not that many donors in the area supporting women's groups. Similar to the discussions above on NGO's – there are indicators where women's groups have clearly defined their purpose and have being able to attract the support of donors. Thus there is much networking efforts that need to be pursued by women's groups once they clearly define what their mission and purpose are and the types of programs they want to implement. The risk of not having these clearly defined and having donors drive the development of women's groups or associations is that the groups will be implementing the programs for the donor rather than what they think should be done in their area.

## **viii) Landowner Organizations**

There are three main landowner organizations that are potential partners to women's associations. These include Landowner Associations, Companies and other Women's Associations in the same area. The findings of this assessment are that these relationships are very much at networking and coordination stage. They are basically aware of each other, and there is occasionally some dialogue and exchange of information, and in some cases, joint activities to achieve a common purpose. There is a need to move these relationships more towards a cooperation stage where there is a significant amount of joint planning, and implementation and sharing of resources.

From this the groups should try to move their relationship towards a collaboration stage, where they are supporting each other for mutual benefit and a common purpose through joint structures. This may include developing a mechanism that has representation from all parties to address common issues that affect them.

## V. RECOMMENDATIONS

From the key findings of the study presented above the following recommendations are made. The recommendations are discussed in the order that the findings were presented starting with the internal organizational and management capacity; programs performance and impact. and stakeholders and partners.

### 5.1 INTERNAL ORGANIZATIONS & MANAGEMENT CAPACITY

It is evident from the study findings that the women's associations in the mining and petroleum areas very much need capacity building in all aspects of their organisational development and operation. Possible capacity building interventions needed to be considered carefully for its relevance, appropriateness and its potential to have the greatest impact on the women's associations. From experience working with community-based organisations it is advisable to intervene in both the training and the process of transferring the learning to the actual situation. Due to their lack of knowledge and experience base the association executives just need that extra assistance.

The following recommendations have been made for possible capacity building interventions in the near future.

#### 5.1.1 INTERNAL ORGANISATIONAL CAPACITY

There is need for interventions in all the key areas of internal organisational capacity reviewed in the study including the vision, mission and values, organizational design/ plans, premises & Infrastructure, assets, manpower, governance systems & compliance and sourcing funding. What is most needed is a comprehensive training program in Organizational Design and Development that accommodates all these areas. After the training, specific interventions should focus in on the application and practicalities of the learning in each organization.

*Vision, Mission and Values* - there is need for training on these in the context of organisational development.

*Organization Design/Plans* – there is need for training to learn the basics of organisational planning for understanding. Then to plan for their particular organisation some technical support is needed to build on their understanding of the theory and assist them with the planning process and implementation phase.

*Premises and Amenities* – all the associations desire to have their own office facilities and preferably resource centres to house their operations. Maybe a fund raising plan toward this target would involve all the stakeholders, partners and the members themselves.

*Assets* – these are acquired with the growth of the organisations according to need. Asset acquisition and management should be part of the training on organisational design and development.

*Manpower* – Same as assets, employees (fulltime or casual) would be required when the organisation grows and has need for manpower. Human resource aspects in the organisation can also be included in the training.

*Governance Systems and Compliance* – the concept of governance and systems, and most importantly the compliance level that is required to maintain the wellbeing of the organisation should be part of the training. Mentoring is also required to support this activity.

Sourcing funding – training in the preparation of funding proposals is needed and also back up the training with technical advisory support.

### 5.1.2 MANAGEMENT CAPACITY

The organisational capacity building should go hand-in-hand with management capacity building because these aspects have a mutually strengthening effect on the association. There is need for interventions in all the functions of management reviewed in this study, including: the executive committee and their roles & responsibilities; operational and administrative systems; procedures, record keeping; financial management (bookkeeping, budgeting and planning systems), reporting and communication; monitoring and evaluation. To address these capacity needs one comprehensive training program on Organizational Management Development should be able to accommodate all these areas. To strengthen the training efforts specific management development programs should be supported through technical advisory and mentoring inputs for effective knowledge transfer and application in the organization.

*Executive Committee* – the executive committee should be given training about their roles and responsibilities including their leadership role.

*Operational and Administrative Systems, Procedures* – Training should be given in these aspects for understanding but they should be assisted by a technical advisor for development and implementation in their organization.

*Record Keeping* - the different record keeping requirements in an organization should be made part of the management training program and assisted with mentoring support to implement it in their organization.

*Financial Management (book-keeping)* – Non-profit organization bookkeeping system should be part of the training with professional technical assistance and mentoring.

*Budgeting and Planning Systems* – Training should be offered for understanding but technical assistance and mentoring support is required on the application side.

*Reporting and Communication* – Training in reporting and communication requirements should be part of the training program.

*Monitoring and Evaluation* - Training should be offered for understanding but technical assistance and mentoring support is required to apply the knowledge in the organization.

### 5.1.3 COMPLEMENTARY PROGRAMS

Other areas of possible capacity building interventions that can complement and strengthen the key recommendations above include:

*Legal Status* – those associations that do not have legal status should be assisted with the paperwork through a consultative approach to ensure they understand what it means to have an incorporated organisation.

*Economic Empowerment* – this is an unexplored area that needs to be addressed by the associations. An economic feasibility study should be conducted for each association to ascertain their economic strengths and opportunities with a view to assisting them with interventions that can give them economic empowerment to sustain their operations in the long term.

*Literacy program* – not being able to read, write and understand is a major hindrance for majority of the women members. There should be consideration for literacy programs, most probably through the support of partners and stakeholders.

*Leadership skills* – there is need for the associations’ executive committees to undergo leadership training and that should also be accommodated in the overall training program.

*Conflict Resolution* – training in conflict resolution skills is a necessary to deal with adverse situations that may affect the organisation.

*Project Management* – skills in project management is worthwhile to have and training should be provided in this area.

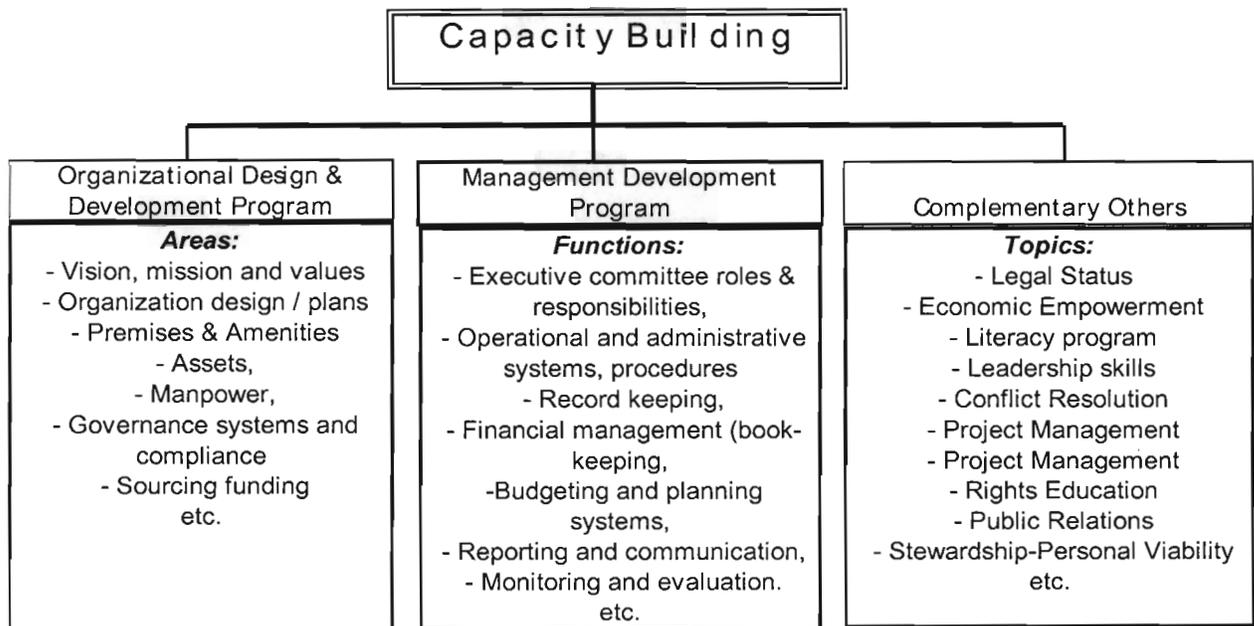
*Rights Education* – this is general community education but it is necessary for women from the village level who lack understanding of their general rights and how to exercise these.

*Public Relations* – aspects of how to do public relations in the community should be covered in the overall training program.

*Stewardship or Personal Viability* – training in personal viability is fundamental to all the other training programs. Through personal viability training a person would be prepared for the rest of the capacity building programs.

In summary, all the capacity building interventions recommended above should not happen in a vacuum, an integrated structure should be considered to facilitate all the capacity building programs. The chapter on ‘the way forward’ is specifically allocated to discussing this structure that is independent of all stakeholders to seriously address the capacity needs of the women’s associations.

The capacity building programs to be facilitated within that structure that have been discussed and recommended from this study are summarised in the diagram below.

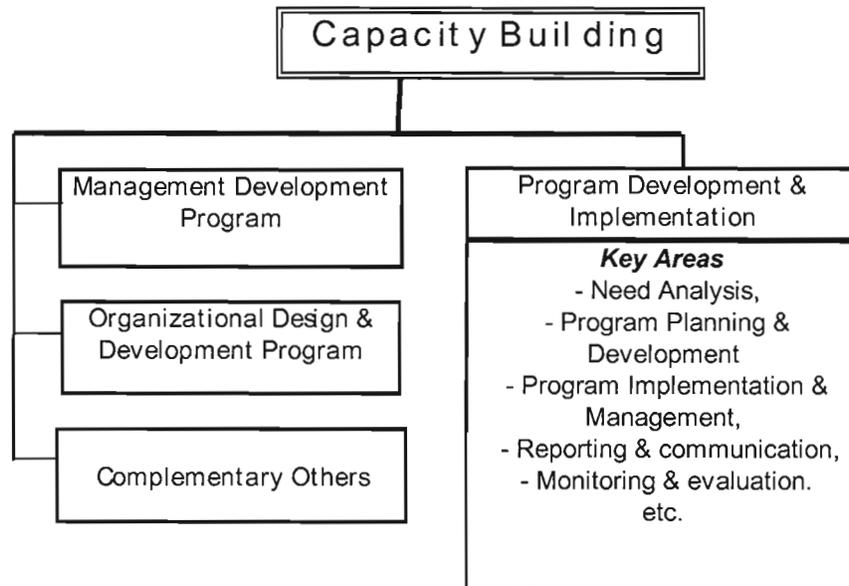


## 5.2 PROGRAM PERFORMANCE & IMPACT

The following recommendations should be considered for the overall program performance of the women associations.

- i) The organisational and management capacity needed to be developed and strengthened to support the associations' program work. The capacity of the associations to implement impact programs will continue to suffer set-backs without the full backing of an effective organisation and management.
- ii) There is need for developing the basic skills, knowledge and understanding of the associations in all facets of program work. The bottom-line for the existence of the associations is to be able to initiate and implement development programs that can have an impact on the members and their communities. Therefore, the associations should be empowered appropriately to carry out programs independently and successfully.
- iii) The project developers ought to review their approaches to community development in their respective impact areas with a view to adopting approaches that will result in sustainable development outcomes for the communities. That is, the project developer should aim to maximise the benefits from the resources it has committed to community development during the life of the project. That also involves choosing the community development approach that would result in a win-win situation for all stakeholders.
- iv) Following on from this proposal, there are unforeseen benefits that should convince the project developer to forge a strong partnership with the women associations with regard to community development work. Majority of the women's associations being part of the government structure existed before the project developer came to the area and will continue to exist when it has gone. Therefore, this makes the women's associations the undisputable ally and partner for community development work; a relationship that certainly would receive applause from the government and the community. The developer should choose to work with or through the associations earlier on in the project life so that in the process, and over time the associations can be allowed to grow in experience as well as building their capacity in all aspects of the organisation.
- v) There needs to be better scrutiny of the Gender Desk community development activities at each project site if the developer is serious about its commitment toward the impact communities. The community development visions of the developer needed to be interpreted and translated properly into productive programs at the facilitation and/or implementation level by the Gender Desk. That also means the calibre of Gender Development Officers needs to be revised to attract persons with tertiary qualifications and experience in community development.
- vi) More economic empowerment programs should be encouraged and facilitated to increase the income streams of the associations to become more financially independent. That is, the associations should be encouraged to develop an income base that would sustain their programs and activities without too much dependence on outside assistance. This is one of the crucial areas of capacity building that would have implications for sustainability of the associations as an organisation long after the developer has left the area.
- vii) Training in all aspects of program development and implementation should be conducted for the associations. Technical advisory and mentoring part should be built in to support the actual learning application and performance in the organisation.

The program development and implementation should be a component of the overall capacity building intervention as represented in the diagram below.



### 5.3 STAKEHOLDERS & PARTNERS

- i) To strengthen stakeholder collaboration, coordination and pull together their efforts to improve the capacity of women's associations or groups, there is a need to look at collaboratively supporting the formation of a secretariat which will take charge of coordinating dialogue, planning and implementation of the various efforts that are undertaken.
- ii) The stakeholders should form the governance body of this secretariat which would provide overall guidance and the strategic direction and be the interest group that comes together to direct the operations of the secretariat. This would create a common direction where the various strategies undertaken should be shared and resources also appropriately allocated. Refer to the future direction section for the structure that is proposed to enhance the role of the secretariat and the governance body.
- iii) To identify appropriate partners and to improve the level of partnership with key stakeholders there is a need for Women's Associations to improve their organizational objectives. This will enable more strategic alignment than just geographical or personal relationship alignment.
- iv) The two Women in Mining Conferences and the recent Women in Mining and Petroleum workshop have over the years enhanced the learning and sharing of information between the Women's Associations that have attended. Thus it is important that this continue to be facilitated and supported by stakeholders and partners alike. The organization of this sort of activity would be sustained by the Secretariat and should be supported by Mining and Petroleum Companies and the Chamber.

The proposed structure in the 'Way Forward' chapter below accommodates the partners and stakeholders and the other organizational aspects to provide an integrated approach to addressing the capacity needs of the women associations in a constructive manner.

## **VI. KEY ISSUES**

This section discusses key issues that were identified in the review, as well as building upon what was identified in the inception stage of this assessment.

### **6.1 Sustainability of Women's Associations or Groups after closure of Mining and Petroleum projects in the target areas.**

Key stakeholders which include Government, Project Developer and Community Leaders need to address this issue in a more holistic and coordinated manner.

Closure planning should envision the capacity at which key institutions external to the mining and petroleum operations to be able to continue their functions effectively without the core support available when the project is in operation.

Current strategies taken by project developers and government are not enhancing the capacity of women's associations and groups to be viable organisations in the future. There is a need to strengthen these institutions through capacity building of internal management systems and processes and identification and implementation of appropriate initiatives driven by the associations themselves. The outcome of the support provided by project developers and the government during the period of resource development project should enable the women's groups and associations to have fundamental ability and capacity to sustain their operations and carry out their mandate.

### **6.2 Governance, transparency and accountability of women's associations.**

The current structures do not distinguish between the role of those who play a governance function and those that play the management function.

This design leaves much to be said about the check and balance mechanisms to ensure that there is transparent and accountable, processes and systems in the operations of these associations. From this assessment it is noted that this situation emerges from a lack of understanding of the importance of putting these checks and balances in to ensure that those in leadership roles are operating in a transparent and accountable manner thus having integrity.

Criteria and processes for identification and appointment of leaders are still very under-developed. The current criteria's are influenced by alliances of kinship rather than the skills and leadership ability of the individual.

### **6.3 Capacity of leadership, management and administration in the women's associations.**

Visionary leadership is needed in all associations. Lack of experience, exposure and know-how in organisational development are contributing factors to this scenario. Most of the leaders of women's associations are school teachers, health workers or identified because they at least know how to read or write and play some influential role through their work in the community. There is a strong misconception that because of these skills they have the makings of being appointed as leaders in the associations or groups.

The characteristics and mind-set of leaders are more oriented towards gaining the power and prestige of the positions within the associations or groups rather than serving their constituents. This stems from lack of understanding of leadership and what it entails. The concept of leadership requires the ability to serve and listen to others and turn these collective desires into outcomes and lead the groups to achieve these.

Sources of financial support is plentiful and would be forthcoming if the women's associations or groups display the key elements of a viable organisation as discussed in the sections above. There is a need for the groups and associations to move beyond appealing for support on the grounds of their land ownership and being impacted and move more towards the issues that are affecting women.

#### **6.4 Organisational Values and Principles: - the influence on capacity and decision-making processes of associations and groups.**

The collective development of values and principles in the associations has not being given focus because it is not understood as an important aspect of organisational development. There are individual value bases that leaders and members hold, that need to be communicated and collectively articulated and realised as organisational values and principles that will be reflected in organisational systems, procedures and behaviour. This in turn will result in a clear identity and culture which lies at the core of an organisation's life and function in society.

It is also appreciated that the associations and groups have not evolved to a stage where they can fully engage in developing these core elements of an organisation. There is a need for training or awareness on fundamental parts of organisational development that leaders or drivers of these associations need to understand and strategically begin to develop.

#### **6.5 Impact of the socio-economic and political environment on organisational operations.**

There is huge dependency on the "will" and lead of the project developer to work with the women's associations and groups as a mechanism for development in order to grow their respective organisations.

Most of the associations and groups have not being fully recognised thus there is not much progress in their development, whilst the example from Porgera and Lihir where the resource developer has acknowledged the associations as mechanisms for delivery of development programs in the area. Even in this instance though, it is noted there is still much need to develop their organisational management capacity to be able to run the association and group without the management support of the operator.

#### **6.6 Management, development and utilisation of partnerships**

There exists confusion on the roles, function and structure of the LLG and NWC in relationship to women's associations and groups. This is creating unrealistic expectations especially by individuals holding these representative positions and political differences to creep into the operations of these associations. The legitimate role of the LLG representatives and the National Women's Council is to advocate and promote women's rights within appropriate government framework and forums, not necessarily to source funding for association programs.

### **6.7 Lack of physical facilities to house the organisation**

The majority of the associations do not have a physical base like an office or resource centre where they can operate from and facilitate their programs. This was highlighted as one of the major disabling factors for the women's associations to progress forward. With the facilities the associations would have a physical presence in their local area that would give them a sense of pride and ownership. It would significantly improve the public relations and image of the association with existing or future partners and stakeholders.

In the project development areas where the MOA sets the atmosphere for operation the physical presence of the association in the area will be unavoidable. It would definitely draw attention from the developer, government and the community to take notice of the women's association as a community based organisation that should be accommodated as a partner in the overall scheme of community development work.

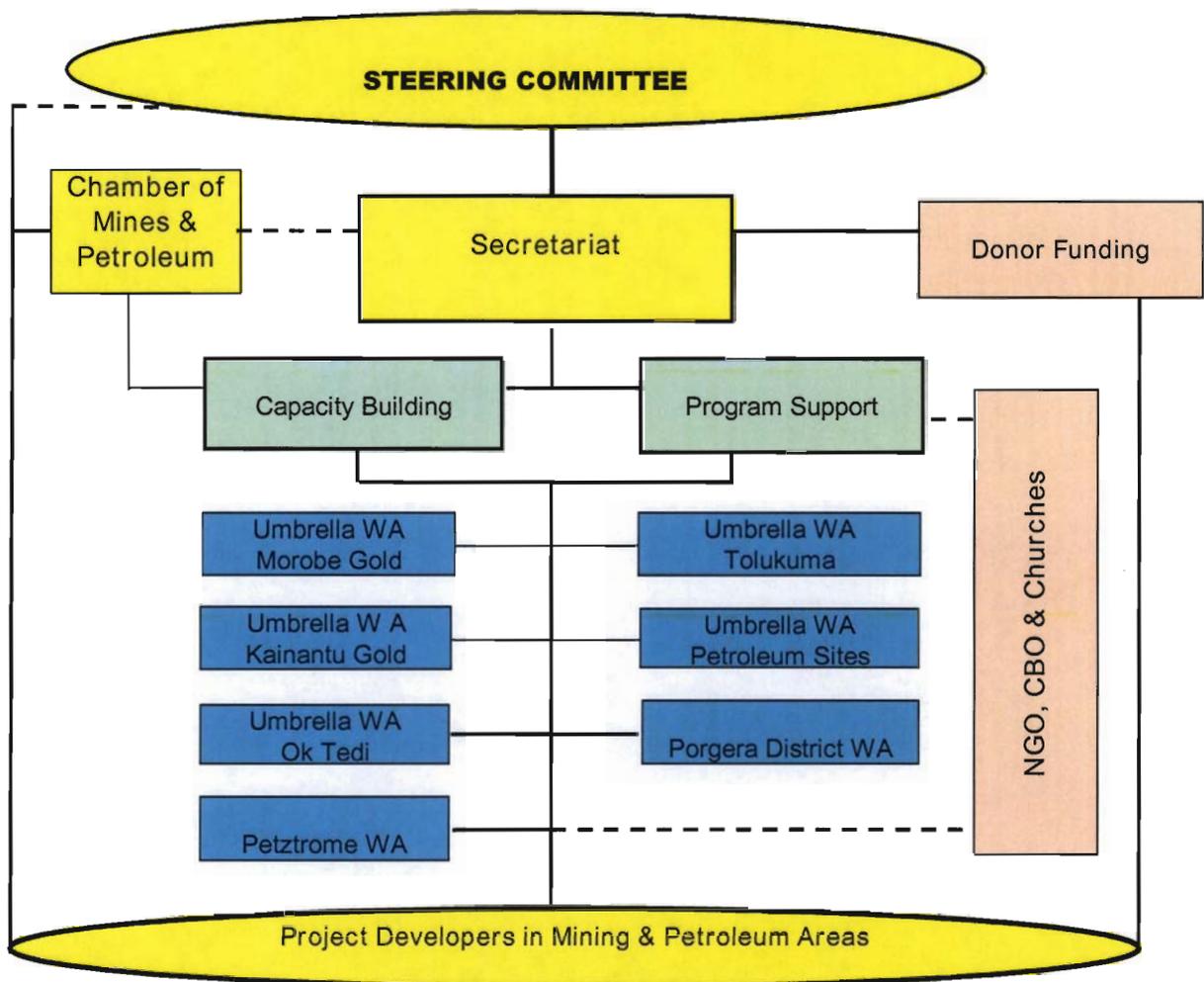
### **6.8. Lack of education and illiteracy among women leaders**

There is a very high level of illiteracy and the education levels are very low. This is one of the key undermining factors reflected throughout all the areas of capacity building needs identified in this study.

## VII. THE WAY FORWARD

Following the key recommendations from the findings, the team proposes the structure below. This structure tries to integrate all key stakeholders identified in this review to help strengthen the efforts to empower and build the capacity of women associations in the mining and petroleum areas.

### PROPOSED INTEGRATED DEVELOPMENT STRUCTURE FOR WOMEN ASSOCIATIONS IN MINING AND PETROLUUM IMPACTED AREAS



Following from the discussions in each section, it was felt there is a need to develop a structure which creates an environment for all stakeholders and partners to work in a more coordinated and collaborative effort. This proposed structure also intends to help minimise the negative implications experienced when mining and petroleum activities cease in these areas, by building institutions that have the capacity to sustain the development efforts undertaken during project life.

Thus the following is a description of the different components coloured coded in the diagram and how they relate to each other.

The **yellow boxes** indicate the key stakeholders supporting and initiating development initiatives targeted at women in the Mining and Petroleum areas. These include

- **The Steering Committee** – the representation should be from the National Government Department (Community Development/ Mining/ Petroleum/ Health/ Education/ Agriculture/ Trade & Industry); National Women’s Council; Mining & Petroleum Company – Community Affairs; and Chamber of Mines & Petroleum. The Committee provides strategic direction to the Secretariat and also creates an environment where these stakeholders’ efforts can be better coordinated.
- **The Secretariat** – is the entity that puts into operation the strategic direction; and acts as the administrative arm of the Steering Committee. It reports to the Steering Committee and provides an advisory role in developing new initiatives. It should also provide services to its members which are primarily the Umbrella Women Associations aimed at strengthening institutional capacity and program support to be discussed in the latter part of this section. It is the vehicle that will source funding, that will support the implementation of the capacity building initiatives and monitor and evaluate the growth of the associations. It should be housed in close proximity to the Chamber of Mines and Petroleum in the early establishment years. The Secretariat also complements and supplements the efforts of the gender desks within CA in a more coordinated manner by having the participation of CA representatives in the Steering Committee. This will help minimise the different approaches discussed in the findings.
- **Chamber of Mines & Petroleum** – this entity should provide oversight and capacity building of the secretariat in the early years of operation. On a day to day basis staff from both the Secretariat and the Chamber will interact on initiatives targeted at developing the Umbrella Women’s Associations. The Chamber’s already existing coordination role amongst the different operators provides a structure that can also assist with coordination and creating forums amongst the Mining and Petroleum industry, which would vastly support the efforts of the Secretariat in putting a focus on Women Associations. In addition, its management of the JSD Fund primarily aimed at building the capacity of Women’s Associations also provides a strong linkage for its role within this structure. In particular this opportunity should be utilised to set up the Secretariat.
- **Project Developer - Community Affairs Section** – it is recognised that all Community Affairs sections of Mining and Petroleum companies are initiating various programs and activities targeted at women. Their role within this structure is primarily to participate in the various bodies identified earlier to enhance and coordinate their respective efforts. Their participation in these forums should also enable them to reach common understanding of the issues and take more proactive and strategic approaches, rather than the ad-hoc approaches currently taken.

The **blue boxes** indicate the target Umbrella Associations that need to be further strengthened or developed. Currently only two of the project areas have formed umbrella associations - Pogera District Women’s Association and Petztrome Women’s Association which are indicated in the darker borders in the diagram. The rationale for recommending Umbrella Women’s Associations such as these two in the other impacted Mining and Petroleum areas include:

1. Umbrella Associations provide a model that has stronger voice to represent the constituents within the target areas in various stakeholder engagements verses the smaller individual associations.
2. This model also provides a competitive advantage to source resources and support from donors and key stakeholder due to its size and coverage.

3. It streamlines the delivery of development initiatives by providing a focal point for coordination and interaction between stakeholders and affiliated members for capacity building and development initiatives in an effective and efficient manner.
4. It provides a framework to promote good governance and accountability as its size will require it to have appropriate management and governance structures, processes and systems. This in turn should also strengthen the capacity of the human-resource running its operations and its members.
5. In addition it also provides strong basis from which to initiate and capitalise on economic development opportunities available in the area. Furthermore sustainability of these entities is also a critical component of their development, thus economic empowerment needs to be a key element addressed in institutional capacity building and program support by the Secretariat.

The **orange boxes** indicate the partners that would be able to work within this framework. This includes Donors, specialised NGO's, CBO's, Landowner Organisations and other development agencies. Having an intermediary such as the Secretariat helps to refine and strategise the input from these partners, thus overcoming the perception that "donors drive the agenda".

- **Donor** - the role of the donor to provide funding and technical assistance as requested by the Secretariat to achieve its key objectives. The Secretariat would go out and seek appropriate donors.
- **Specialised NGO's** – the role of these entities is to provide capacity building support to the Umbrella Women's Associations directly or in partnership with the Secretariat. This organisation should have programs focussed on addressing empowerment of women.
- **Community Based Organisations** – these include CBO's such Youth and Church groups, Community Based NGO's, Local Level Government, Provincial Women's Council, and Landowner Organisations such as Landowner Companies, Associations and other development agencies. Their role is to partner with the Umbrella Women's Associations and their members to collectively address development issues and implement appropriate programs in their respective areas.

The **green boxes** indicate the types of capacity building programs that should be initiated to strengthen the areas that were identified in this study.

- The Institutional Strengthening and Capacity Building (ISCB) Program component primarily focuses on the training needs identified in the section on Internal Organisational and Management Capacity whilst the Program Support component focussed on areas identified in the Program Performance and Impact section.
- Site reports attached also draw light to specific institutional strengthening and program development areas which should be accommodated in the design of these programs.

In conclusion, the consultancy team recommends that as a follow up to this proposed structure the World Bank appoint a design team to review the study recommendations and begin to further develop the concept proposed.

## APPENDICES

1. Study Inception Report

2. Individual Site Reports:

⇒ ***Mining Areas:***

- *Ok Tedi*
  - Star Mountain WA
  - Kiunga Urban WA
  - Kiunga Rural WA
  - Nima Ara Association
- *Morobe*
  - Wau Urban WA
  - Wau Rural WA
  - Upper Watut WA
- *Kainantu*
  - Breido WA
  - AIG WA
- *Porgera*
  - Porgera District WA
- *Lihir*
  - Petztrome WA
- *Tolukuma*
  - Tolukuma WA

⇒ ***Petroleum Areas:***

- *Kutubu Petroleum Project Area*
  - Foe Women Representatives
  - Namo Hinamo
- *Gobe/ Samberigi Petroleum Project Area*
  - Semberigi Polopa Women's Voice
  - Moran Womens' Representative
- *Kikori Petroleum Pipeline Area*
  - East Kikori Council of WA
  - West Kikori Council of WA
- *Hides Gas Project Area*
  - Tari District WA
  - South East Mananda WA
  - Komo District Council WA
  - Koroba District Coucil of WA