

Social And Gendered Impacts related to Mining, Mongolia

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Prepared by:

Adam Smith International

Dr Isabel Cane

The views expressed in this document, and proposed recommendations, are those of the consultant and do not necessarily reflect the views of the Australian Government or DFAT.

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Introduction

Evidence suggests that women often withstand the worst of the negative social impacts from mining (Macdonald and Rowland 2002; Lahiri-Dutt 2011). The purpose of this document is to describe the social and gendered impacts of mining in Mongolia. This updated report was requested due to the economic and political changes witnessed since the original report was written in 2012. The original paper draws on analysis conducted during Concept development of the design, specifically *AMEP Concept Note, 26 July 2012* and the *AMEP Scoping Mission Final Report*.

In terms of the Social and Gender impacts, the advice drawn from the Scoping and Concept reports recommended a focus on the South Gobi Province, in the vicinity of the large industrial mines.¹ Therefore, the initial Design Mission field work concentrated on key stakeholder engagement in this area, including interviews at Oyu Tolgoi and UHG Mines, and with their Head Office personnel, administration and community representatives in Khanbogd (42km from Oyu Tolgoi), Tsogttsetsii (directly adjacent to UHG) and Dalanzadgad, the provincial capital.

The update of this original analysis is drawn from additional meetings held in Ulaanbaatar made during the 2015 Aid Investment Plan (AIP) mission to Mongolia with Mongolian gender-based Non-Government Organisations (NGOs), International NGOs with offices in Mongolia and donor agencies such as the World Bank, UNFPA, GIZ, SDC, ADB, and government agencies. Furthermore, the paper adds new material from the accompanying report, *Analysis of economic, political and social issues that support or hinder growth and poverty reduction in Mongolia*. Likewise more recent research and reports are drawn on to produce findings in the report.

During the original Design Mission, members of the team were able to visit three of the five districts of South Gobi Province that have been nominated for special focus for AMEP. These districts are Dalanzadgad, Tsogttsetsii and Khanbogd. We were unable to visit the other two proposed focus districts of Bayan-Ovoo and Manlai, although both are considered part of the direct impact zones of the UHG and Oyu Tolgoi Mines. In all three places, the team were able to speak to district administration officials with responsibility for health and social welfare issues, women's organisations, and a range of other key informants such as teachers, businesspeople and livestock experts. We were also able to interview the Community Relations teams of both Oyu Tolgoi and Ukhaa Khudag Mines.

When the initial report was drafted in 2012, Mongolia was undergoing rapid economic growth, primarily based on its vast minerals wealth. However, a fall in commodity prices, coupled with government instability has produced a slowdown of foreign direct investment (FDI) and a slump in economic growth. Further, in 2012 both Oyu Tolgoi and Tawan Tolgoi were in the construction phases of mining, which is associated with higher peaks in economic activity and employment. In contrast, in 2015 many mining operations have shut down or are in caretaker mode. Therefore, the social and gendered impacts of mining in Mongolia have shifted since the original report. The document will build on the initial analysis and update new observations that are relevant to affected communities and groups. The primary findings of the missions have been collated under the following headings: Women's Employment and Mining, Population influx and Local Governance. Finally, recommendations for mainstreaming gender in regards to the new economic and political environment will be made in each section.

Reflections of Priorities

In the Concept Note, the priority activities for Component 3 of the *Australia Mongolia Extractives Program* were:²

➤ High Priority

- Prevent and Reduce: gender-based violence, and HIV/AIDS and exploitative prostitution in mining communities

➤ Medium Priority

- Improve women's participation in mining related employment
- Support NGOs and Community Based Organisations (CBOs) to engage with government to ensure equitable and transparent distribution of benefits from mining
- Social Impact Assessment regulations

¹ See p. 14 of the *Concept Note*, "South Gobi communities located near the large mines are ideally suited to participate in all elements of Component 3 [social impacts of mining], addressing gender-related social and economic issues, and providing opportunities for broader community engagement on regional development and government service delivery issues."

² *Concept Note*, p. 15.

➤ Low Priority

- Building the skills of sum residents to be able to develop small businesses
- Partnering with The Asia Foundation on artisanal and small-scale mining (ASM) and mining community development
- Assistance to ASM miners to reduce child labour
- Mining companies and Corporate Social Responsibility (CSR)
- Community engagement on regional development and government service delivery

The AIP team considered all of these identified activities during the course of the mission and discussed them extensively with key stakeholders. As an initial decision was made to focus on large-scale mining rather than artisanal mining, the proposed ASM activities listed above were not pursued with vigour; however, they were discussed in overall terms. Further, due to DFAT's new focus on the private sector to build and harness development outcomes, the team also discussed CSR programs with two of the major mining companies in the South Gobi region - Turquoise Hill Pty LTD of Oyu Tolgoi mine and Erdenes Tawan Tolgoi of Tawan Tolgoi mine.

Thus, the remaining priority activities taken forward from the Concept Note into the Design Mission were:

➤ High Priority

- Prevent and Reduce: gender-based violence, and HIV/AIDS and exploitative prostitution in mining communities

➤ Medium Priority

- Improve women's participation in mining related employment
- Support NGOs and CBOs to engage with government to ensure equitable and transparent distribution of benefits from mining
- Social Impact Assessment regulations

➤ Low Priority

- Building the skills of sum residents to be able to develop small businesses
- Mining companies and Corporate Social Responsibility
- Community engagement on regional development and government service delivery

In light of the dramatic growth and retraction of the sector, another thematic concern was observed during the AIP mission, namely:

- Growing economic disparities between those whom are benefitting from mining and those whom are not, creating entrenched and growing inter-generational poverty for vulnerable groups (women, disabled, older women, expropriated herders and Single-headed households).

Interviews and in-depth discussions with key stakeholders during the initial field mission confirmed that the activities listed above were indeed important for the purposes of managing the main social risks for mining communities in Mongolia.

After further reflection and analysis, the importance of these priority activities was adjusted (see Table 1), accompanied by brief explanatory comments. The reordered high and medium priority activities are all discussed in greater detail in the rest of the report, after the context-setting sections.

Table 1: Explanation of Priority Activities Reflecting Stakeholder Concerns

HIGH PRIORITY	
Priority Activities	Comments
Building the skills of <i>sum</i> residents to be able to develop small businesses	Particularly for indirect economic activities for the 'have nots', but also to enhance mining procurement performance
Improve women's participation in mining related employment	Encouraging more girls to study mining-related subjects, especially at TVET

Support NGOs and CBOs to engage with government to ensure equitable and transparent distribution of benefits from mining	Capacity-building for Mongolian NGOs urgently needed to enable them to compete with international agencies for funding and perform their societal roles
MEDIUM PRIORITY	
Prevent and Reduce: gender-based violence (GBV), and HIV/AIDS and exploitative prostitution in mining communities	HIV/AIDS and other healthy lifestyle issues considered to be important. Requests were made from UNFPA, NCGE and gender based NGOs into developing more information and capacity of stakeholders to engage with these issues
Community engagement on regional development and government service delivery	See multi-stakeholder engagement and participatory processes option described in Governance Annex.
LOW PRIORITY	
Social Impact Assessment regulations	Could be fitted in with other Governance activities
Mining companies and Corporate Social Responsibility	Most of the companies in the South Gobi region have international standards and audits of CSR programs. More could be done to partner with private sector on joint development projects.

Gender Context in Mongolia

Due to a long history of herding, socialism and the then peaceful transition to democracy women and men in Mongolia are perceived as relatively equal to many neighbouring Asian countries and indeed often rate higher on the Gender Gap index than Australia (see Table 2). Mongolia ratified the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1981 and the Optional Protocols in 2002. After years of lobbying by Mongolian women's NGOs, the Parliament of Mongolia unanimously adopted a [Domestic Violence Law](#) on 13 May 2004. In 2011, a national law for the Promotion of Gender Equality was approved and supported by an implementation strategy and Action Plan for the years 2013-2016. This strategy and plan is overseen by the National Committee on Gender Equality (NCGE), which is chaired by the Prime Minister.³ The NCGE has created 'focal points' in each of Mongolia's provinces, i.e. Civil servants who receive a 30 per cent salary supplement to enable them to work on implementing the Gender Equality Law. The 'reverse gender gap' continues to be observed in Mongolia. The 'reverse gender gap' sees a greater rate of Mongolian girls receiving a higher education than boys; however, higher education does not transpire to equal employment opportunities, pay or positions of power.

Gender Gap Statistics

Mongolia performs highly against various indices, such as the Millennium Development Goals and Human Development Index, particularly those indicators related to education and employment. In another index (the Global Gender Gap Report, 2014), although Mongolia was ranked overall **42** out of **142** countries (Australia was ranked **24**); the country ranks **eighteenth** for proportions of female legislators, senior officials and managers, **first** for female literacy, healthy life expectancy and professional and technical workers, and **second** for wage equality for similar work. Indeed, Mongolia outranks Australia on some of these measures. The below data helps contextualise the status of Mongolian women compared to Mongolian men, against a developed country (Australia) benchmark.

Table 2: Comparative Gender Gap Indicators for Mongolia and Australia 2014⁴

Labour Force Participation				
	Female	Male	F:M ratio	Rank / 135
Mongolia	59	71	0.83	58
Australia	70	83	0.85	51
Legislators, senior officials, managers*				
Mongolia	42	58	0.72	18

³ For a more detailed discussion of Mongolian laws and policies relating to gender See AIP section

⁴ World Economic Forum in collaboration with Harvard University and University of California, Berkeley, Global Gender Gap Report 2014.

Australia	36	64	0.57	40
Professional and technical workers*				
Mongolia	62	38	1.64	1
Australia	51	49	1.03	1
Literacy rate				
Mongolia	98	98	1.00	1
Australia	99	99	1.00	1
Healthy Life Expectancy				
Mongolia	63	56	1.13	1
Australia	73	69	1.06	62
Women in Parliament*				
Mongolia	15	85	0.17	96
Australia	26	74	0.35	45
Women in Ministerial Positions*				
Mongolia	17	83	0.20	66
Australia	17	83	0.21	65

*These categories are assessed against the whole of the population (male and female).

Wage Equality Survey	Result (7 = equality, 1 = unequal)	F:M ratio	Rank / 135
Mongolia	5.73	0.82	2
Australia	4.62	0.66	63

A selection of the gender gap statistics are shown above. It is important to remember that these are measures of the gap between men and women in a particular country, not measurements of absolute situations. For example, although Mongolia ranks higher than Australia on the gender gap for healthy life expectancy, overall Australians have a higher life expectancy than Mongolians, both men and women. Similarly, the wage equality survey places Mongolians higher than Australians, although the actual wages earned by Mongolians are considerably lower than those of Australians.

Although Mongolian women are able to compete globally on an educational basis and on obtaining middle-ranking employment, they perform poorly on measures of maternal health and positions of power. Evidence suggests that although higher ratios of women are educated, far fewer women are employed in management and decision making roles. Finally, the recent Government of Mongolia , Beijing +20 report noted that the pay gap between men and women has grown for women from 93 percent that of men to currently 86 percent (Government of Mongolia, 2014

Mining in South Gobi, Mongolia

Although Mongolia was categorized as a lower middle income country in 2008, the distribution and accessibility of the countries growth is not widespread. Higher rates of poverty are identified in the rural areas, and greatly depend on seasons (*Dzud*) and the individual and households socioeconomic differences. The impacts of mining on a country are frequently unevenly distributed, and this is true of Mongolia. The Gobi provinces, and especially South Gobi Province, have a heavy concentration of active and planned mining projects (as shown in table 3) that will operate far into the future and have the potential to improve the lives of women and men, if managed responsibly.

The five districts of South Gobi Province that the Design Team have nominated for special focus for the AMEP are:

- Dalanzadgad - the provincial capital
- Tsogtsetsii - where Energy Resources Ukhaa Khudag or UHG Coal Mine is located and the Tavan Tolgoi Coal mine. Once developed, the Tavan Tolgoi mine will be one of the world's largest coal mines.⁵
- Khanbogd, the closest neighbouring community to the Oyu Tolgoi Mine; and

⁵ There is sometimes confusion about the naming of the mines in the Tavan Tolgoi complex. Energy Resources UHG is one, as is 'little' Tavan Tolgoi, a basic truck and shovel coal mine majority-owned by the South Gobi Provincial Government. 'Big' Tavan Tolgoi (Erdenes Tavan Tolgoi LLC) is owned by the Mongolian Government and has yet to commence. It has the potential to be one of the ten largest coal mines in the world.

– Bayan-Ovoo and Manlai - direct impact districts of both UHG and Oyu Tolgoi Mines.

The cumulative impacts of these and other existing or proposed mines in the southern Gobi region combine to produce a heavily impacted mining zone.

Table 3: Large-scale Operational and Planned Mines in South Gobi Province⁶

Mine	Commodity	Mine Life (yrs)	Production (000 tonnes/yr)	Estimated Direct Employment	Estimated Start Date
Tavan Tolgoi	Coal	200+	15,000	1,500	2012
Uhaahudag	Coal	40	10,000	1,000	2009
Baruun Naran	Coal	20	6,000	500	2012
Tsagaan Tolgoi	Coal	20	2,000	150	2015
Nariin Sukhait	Coal	40	12,000	150	2003
Ovoot Tolgoi	Coal	50	5,000	400	2008
Oyu Tolgoi	Copper	50	2,000	4,000	2012

Social and Gendered Impacts of Mining

Women's Employment in Mining

Although a majority of Mongolian women are in professional fields, such as the civil service, medicine, veterinary science, and teaching, they do not occupy a majority of traditionally male dominated fields or positions of power. Further, gender segregation in the workplace contributes to economic barriers for women. The 2013 *Strategy for Mongolia* report by the European Bank for Reconstruction and Development, explains

There are gender differences in fields of study. For example, while 82 per cent of all graduates in the field of education were females, only 35 per cent of graduates in services, and 40 per cent of graduates in engineering, manufacturing and construction were female, respectively. This gender segregation in education results in occupational segregation in the labour market (EBRD, 2013).

Due to the pervasive gender stereotyping, many leadership roles and economically beneficial industries, like mining and construction are predominantly occupied by men. Mining is traditionally a male-dominated industry and many areas of employment are still difficult for women to participate in a meaningful way. The following barriers were identified; absence of family-friendly workplace policies, sexual harassment and discrimination, a lack of career pathways and leadership roles, and finally a lack of support and mentoring. Coupled with these barriers for women, cultural norms, and outdated socialist laws prohibit women from working in certain types of mining activities⁷. In the context of Mongolia, where mining is predicted to become the primary industry, it is vital that current gender stereotypes and segregation in employment are addressed, to ensure women have equal access to economic opportunities.

Employment in mining, mining related activities and Small to Medium Enterprises (SMEs), connected to the mining industry serve as one of the highest potential economic benefits from the sector. Evidence suggests that increasing numbers of female students are enrolling in mining related fields in undergraduate studies.

Direct Mine Employment

Although to date there is a presence of women in the resources sector, numbers are comparatively lower than those of men. Table 4 shows that women's employment at Oyu Tolgoi mine does not exceed 38 per cent of the workforce in any category, and is frequently well under 20 per cent. When you consider how well Mongolian women fare in obtaining lower to middle-level employment nationwide, this is a very poor performance and leaves much room for improvement.

⁶ Sustainability East Asia et al, Gobi Region Technical and Vocational Skills, Labour and Training Survey, Ulaanbaatar, 2010, p. 49.

⁷ Although these are under review by the Ministry of Labour in February 2015, many companies already allow women to work underground and drive haulage trucks above a certain tonnage.

Table 4: Number of employed by residential origin and gender, by November 30 2011⁸

Gender	Khanbogd	Bayan Ovoo	Manlai	Dalanzadgad	South Gobi	Rest of Mongolia	Total
Oyu Tolgoi, Nov 30 2011							
Male	83	5	8	74	20	789	979
Female	34	1	2	29	6	424	496
Sub-total	117	6	10	103	26	1,213	1,475
% Female	29.1	16.7	20.0	28.2	23.1	34.9	33.6
Others (contractors), Nov 30 2011							
Male	508	38	150	385	41	4,728	5,850
Female	254	5	71	248	8	908	1,494
Sub-total	762	43	221	633	49	5,636	7,344
% Female	33.3	11.6	32.1	39.2	16.3	16.1	20.3
Total							
Male	591	43	158	459	61	5,517	6,829
Female	288	6	73	277	14	1,332	1,990
Total	879	49	231	736	75	6,849	8,819
% Female	32.8	12.2	31.6	37.6	18.7	19.5	22.6

Although the breakdown of jobs by category was not available during the Mission, there was universal discontent among the consulted stakeholders with the nature of mining jobs open to women, and also to local men. Sub-contractors consist of a wide-range of roles that are both operating within the mine fence line and outside the fence line in infrastructure development and construction work. For example, sub-contractors can be key technical experts that work underground, or construction workers building a road. Available jobs were characterised as menial and unskilled, and community members expressed a desire to be able to upgrade their skills and employability so as to be able to obtain better pay and more satisfying jobs at the mines. Although some women are able to find paid employment more readily since the commencement of mining, the work was neither necessarily enjoyable nor family-friendly in terms of rosters, shifts and travel times. Despite relatively high levels of education, women complained that they could only obtain lower-skilled work and that the available jobs involved long hours of standing, which is considered to be bad for health, especially reproductive health. Although many women wanted to work in the mines at a higher skilled level, women also voiced that they would prefer to work in local enterprises, either their own small businesses or those established by others, rather than having to travel to work at mine sites on long shifts and often in the dark, taking them away from their children and other home responsibilities.

Indeed, a number of commentators noted a worrying increase of the term 'child-headed' households. These are not necessarily orphaned children, but may be the children of working parents, both of whom are employed on long shifts at mine sites, leaving children alone for many hours of the day.

Employment and Entrepeneurship

Further, many community members expressed a wish for greater scope for non-mine employment and income-earning opportunities, such as those afforded by successful small businesses. Although there had been considerable achievements at both the large local mines (OT and UHG) in fostering local suppliers, others complained that many small businesses could not qualify for the high standards required by the mining Procurement Departments. They also regretted that many short courses and micro-business initiatives, that had been attempted in the various communities, seemed only to last a limited time and that too many small business efforts ended in failure. Key informants, from local administrations, NGOs and mining companies all commented that people recruited into small business development programs often gave

⁸ Oyu Tolgoi, ESIA, C9 Employment, 2012, p. 6.

up when they encountered difficulties, or had to pay their loans back, clear indicators that the programs have not been suitable for many participants to date.

Challenges in gaining employment in the workplace

The Scoping Report had also highlighted the challenges for women obtaining direct economic benefits from the mining sector. The Report stated that:

[t]here are also a range of factors which make female participation in the mining workforce more difficult, including organisational culture, and socio-cultural barriers, stereotyping of jobs, discrimination (including through regulations that restrict or prevent women from employment as heavy equipment operators or underground workers which are generally higher paying jobs), sexual harassment, and lack of complaints handling mechanisms, or unwillingness to access them. The larger mining companies such as Oyu Tolgoi, Tavan Tolgoi and Energy Resources recognise the importance of maximising participation of the local workforce which is inclusive of women. All three companies now employ women as heavy vehicle drivers despite the regulations; however the organisational cultures and individual attitudes and behaviours within both government and companies ensure that challenges still remain for women wishing to work in the mining sector.⁹

Recent reports have identified that one in every two women under the age of 35 years of age, are subjected to sexual harassment in the workplace (The Advocates of Human Rights). Indeed, sexual harassment was cited as a more serious threat to women, than the already high rates of domestic violence by gender based NGOs. Forms of sexual harassment include, objectifying women, and using sexual favours for job security (Cane, 2014; Cane, 2014b). Previous studies support accounts of sexual discrimination and sexual harassment both on large scale mine sites and in neighbouring communities. Causes for such behaviours are often associated with women's extended shifts away from families, higher male to female ratios in communities and mines, and cultural changes due to supposed 'Western' influence and higher cash based economy.

Mongolian academics from the 'Gender Consortium' at the National University of Mongolia, have spoken of widespread community embarrassment about discussing matters of sexual harassment and discrimination in the workplace. Although the Mongolian constitution states that sexual harassment and discrimination is prohibited by law, it is not currently considered a crime. The threat of unemployment, a lack of knowledge regarding sexual harassment, and an absence of protective legislations and enforcement create a reluctance to report crimes. These employment situations where women are economically vulnerable, have little legal protection, and are unaware of their rights, create a significant barrier to economic empowerment.

These challenges to employment were discussed at length by the NCGE and Mongolian gender-related NGOs, such as the Gender Center for Sustainable Development and Monfemnet.

Population Influx

As commented in the Scoping Report and Concept Notes, 'the biggest social risks for mining communities relate to the influx of outsiders'. Multiple impacts are experienced due to the rapid influx of people into a community, including; stress on public services, increased crime and safety (including gender based violence), higher costs of living and loss of traditional livelihoods and ways of being.

For this reason, numerous studies have looked at the projected population growth in the Southern Gobi area, notably by the Asian Development Bank and the World Bank. Most recently, the Oyu Tolgoi Regional Development team has produced population projection estimates at *soum* level (Table 5). These calculations used the same methodology adopted by the Asian Development Bank (ADB) in its population projections for the South East Gobi, but drew on slightly different assumptions based on the more recent data. The figures presented in Table 5 highlight the predicted substantial increase in the population size of Khanbogd and neighbouring *soums*.¹⁰

⁹ Scoping Report, p. 30.

¹⁰ Derived from Asian Development Bank. Southeast Gobi Urban and Border Town Development Project. Cited in Oyu Tolgoi ESIA, C13 Cumulative Impacts, pp. 5-6.

Table 5: Soum Level Population Projections, Years 2010 to 2020

Sum Centre	Likely Future Function (and distance from Oyu Tolgoi)	Official Population, Census 2010	Population Projections		
			2010	2015	2020
Dalanzadgad	Regional Mining Centre (250 km)	18,746	17,000	22,600	30,000
Khanbogd	Key Urban Service Centre for Oyu Tolgoi (45 km)	3,522	3,500	14,000	20,000
Manlai	Satellite Urban Centre (120 km)	2,441	2,000	2,400	3,000
Bayan Ovoo	Satellite Urban Centre (80 km)	1,600	1,500	1,800	2,200
TOTALS		26,309	24,000	40,800	55,200

Note that this data does not include Tsogttsetsii *soum*, as they are taken from an Oyu Tolgoi document. As Tsogttsetsii started at a similar size to Khanbogd, and may be roughly assumed to expect a similar size of influx (if not greater, as it is home to several mines), it would be reasonable to assume that there may be an additional 20,000 people in Tsogttsetsii district by 2020, taking the projected population, in the five mining impacted districts, to over 75,000 people. This substantial and rapid rate of population growth can be expected to place the administrations and populace of the South Gobi mining districts under great social and environmental pressure, resulting in a diminished standard of living.

One aspect of influx is increased job seekers, who come looking for mining work and, if they don't find it, can become an additional burden on community resources. Both major mining provinces in Mongolia, Orkhon and South Gobi, demonstrate the presence of many unsuccessful job seekers in their unemployment rates, which are considerably higher than the regional and national rates. In South Gobi, for the years 2008, 2009 and 2010 respectively, the unemployment rates were 12.8%, 15.0 % and 15.4%, while the comparable national figures were 9.2%, 11.6% and 9.9%.¹¹ The large number of unemployed people drawn to mining areas justifies an employability intervention in areas affected by Australian-owned industrial mining projects, such as Oyu Tolgoi.

Of particular concern for the NCGE and the donor community is the impact of the population influx on vulnerable groups (single headed households, expropriated herders, disabled peoples, older women and those vulnerable to teenage pregnancy, sex trafficking and sex work). The South Gobi desert consists of particular demographic features that can potentially exacerbate gender inequalities and entrench vulnerabilities if not taken into consideration by policy makers. For example, researchers have pointed out;

An important demographic feature of Tsogttsetsii and Khanbogd soum is the above average level of female headed households that stands at 18% of the population compared to the national average of 11.2%. That is, nearly one fifth of the population of the community is made up of single female households, this social characteristic is not attributed to mining but is traditionally considered a social feature of the Gobi areas (Cane, 2014:91).

It is understood, on the one hand that the presences of mining in the South Gobi have the potential to alleviate poverty and improve economic opportunities for these groups. However, if mining and associated infrastructure development is not conducted with necessary understanding of the gender dynamics and awareness of other vulnerable groups in the area, many of these groups could become further marginalised.

¹¹ NSO, *Mongolian Statistical Year Book, 2010*, p. 123. Figures based on the Labour Force Survey, not on registered unemployed, usually underreported.

Gender Based Violence (GBV) and Mining

Since the transition to democracy, social changes caused by widespread under-employment and an associated rise in alcoholism contributed to higher levels of violence against women in Mongolian communities (Oke 2008). GBV is usually perpetrated by men against women and girls and includes the following actions: domestic violence, sexual assault and harassment, sexual abuse, forced sex-work and sex trafficking (Fulu, Warner et al. 2013). Violence against women continues to affect the lifestyles of over 35% of women, children and men in Mongolia and causes considerable economic, health and social cost to the broader community (Oyunbileg, Sumberzul et al. 2009). Although the Mongolian government continues to implement policies to protect women, recently becoming the 64th nation to join the UN Women's 'Commit initiative' to end violence against women globally, GBV is still a substantial problem in Mongolia and evidence suggest is exacerbated in mining affected communities.

Reports suggest the rate of GBV has increased since the onset of mining in the South Gobi communities.

Key findings suggest that mining is associated with an increased incidence of GBV, which in turn is linked to transient population migration, employment conditions, infrastructure development, and underpinning economic and cultural changes.(Cane, 2014b:18)

Evidence from the South Gobi suggests that there has been an increase in violence since the commencement of mining. Victims reported that since mining began, domestic violence, sex work and alcohol-fuelled violence have increased and caused personal trauma, family break-ups, health related issues (HIV/STDs, teenage pregnancy and physical trauma) and broad community insecurity (Cane 2014b). The following quote describes the rapid increases of 'offences against the individual'¹² that coincide with the construction of the two major mines in the vicinity.

Between 2008 and 2012, the population of Khanbogd grew 42.3% and 'offences against the health of individuals' increased 1300% (from 2 to 28 reported cases). Likewise, in Tsogttsetsii, in the same period, the population grew by 131% and 'offences against the health of the individual' by 517% (from 3 to 18.5). These figures clearly illustrate how in both case areas, 'offences against the health of individuals' have risen more rapidly than residential population growth. (Cane, 2015)

Mongolian NGOs and CSOs and mining companies in one area of the South Gobi, are cooperating to prevent further GBV in communities. For example, the NCGE and the Erdenes mining company operating in Tsogttsetsii signed a Memorandum of Understanding (MoU) to address issues related to GBV for women, men and children of the community of Tsogttsetsii. To date, this is the only mining company in Mongolia outwardly working to prevent GBV.

HIV/STDs

Mongolia has a relatively low but growing HIV/AIDS rate. As of 2012 there were 674 reported cases of HIV/AIDS and 127 confirmed cases (ADB, 2013). Two thirds of cases are associated with men having sex with men, which have led the World Health Organisation (WHO) to classify Mongolia as having a 'concentrated epidemic' of HIV/AIDS. One in ten HIV/AIDS carriers are said to be sex workers. Although Mongolia has a lower rate of HIV/AIDS it has a high rate of STDs associated with low condom use and multiple sexual partners. In 2012, 14,490 new STD cases were reported (ADB, 2013). Due to the high-levels of STDs and associated sexual behavioural patterns, HIV/AIDS are a priority concern for donor organisations. The ADB, UNAIDS, UNFPA, UNICEF World Vision, and the World Bank have conducted awareness raising programs, and implementation of services regarding HIV/AIDS in Mongolia across different stakeholder groups – the WHO chairs the thematic HIV/AIDS group between donors.

Higher rates of HIV/AIDS and STDs have often been associated with the mining industry globally. Increased new sexual partnerships, alcohol misuse and low condom use is also common among mobile men with money, transient construction workforces and/or mobile populations (Goldenberg, Shoveller, Koehoorn, & Ostry, 2008). This form of sexual risk behaviour is observed in miners, long distance truck drivers and mobile populations in Mongolia (ADB, 2013). Research conducted in 2013 indicates that increased sex work, and transactional relationships (relationships based on sexual and intimate exchanges for access to services, opportunities or gifts) have increased throughout the South Gobi area. Health providers and government agencies in the area have cited high rates of STDs presenting in medical centres (Cane, 2013b). The Asian Development Bank have recommended that more attention and surveillance be conducted along the transport corridor in the South Gobi particularly along the 'Coal Road', connecting the coal mine Tawan Tolgoi to the

¹² Offences against the individual are considered acts of violence against another person, including domestic violence, alcohol related violence and sexual assaults (excluding rape, which was separately categorised) (Cane, 2014).

Chinese boarder. Although it is important to raise awareness with male transient workers, programs also need to be directed at sex workers and community women in transactional relationships. There is an opportunity for the Australian Aid program to work in mine affected communities to build understanding of STDs HIV/AIDs. Furthermore, mining companies have done excellent work in preventing and providing services for workers in relation to HIV/AIDS throughout Africa, potential partnerships with the company could target both the community and the organisation.

Concluding Remarks

The status of women in Mongolia is relatively equal compared to neighbouring countries and indeed Australia. However, pervasive gender discrimination and harassment continue to create barriers to women's economic empowerment more broadly and in particular to women's leadership, women's economic empowerment, elimination of violence against women, and poverty alleviation more generally. The rapid growth of mining in Mongolia has the potential to have a significant positive impact of the lives of women and other vulnerable groups. Indeed, evidence suggests that some women have benefitted from increased employment and business opportunities associated with mining.

Conversely, mining in the South Gobi has also had a negative impact on the lives of women and vulnerable groups. There is growing evidence that previously held gender inequalities are being exacerbated by the advent of mining and associated population influx. This is witnessed by accounts of increased sexual harassment, low-paid employment positions, stressed public services and GBV in mining communities.

The Mongolian government and the donor community are focusing on the positive development of mining in communities to avoid further entrenching poverty in rural communities. The Australian Aid program through the AMEP are well positioned to leverage Australia's expertise in mining, to mitigate the negative costs associated to the industry and maximise the benefits for women, girls, men and boys. Due to the masculine nature of the mining industry, a multi-stakeholder approach is advised to address some of the more pervasive impacts of mining on women. Engagement could involve supporting and building the capacity of local NGOs and the government of Mongolia to develop understanding of the social and gendered issues of mining. Further, partnerships with the private sector will enable development programs to address issues both within the organisation and in the communities.

Recommendations

Women's employment in mining

- Improve women's access to and participation in mining (either through direct or service-related employment, or through local economic development opportunities). Initial support should target women in mining communities, with the possibility of expanding to non-mining communities.
- Support and encourage female students to study in traditionally male dominated fields, especially at TVET.
- Support Mongolian gender-based NGOs, the NCGE and the private sector to increase awareness of the unacceptability of sexual harassment and other forms of employment discrimination in the workplace.
- Support the Government of Mongolia and women's based NGOs to draft an anti-discrimination law to help protect employees from sexual assault in the workplace.
- Conduct further research into child headed households as a child labour or health related issue.

Population influx

- Develop infrastructure to support family friendly communities to accommodate spouses and school children.
- Open women's shelters and childcare centres in both soums to prevent GBV and provide support for victims.
- Provide work place environments that support and empower women.
- Open women's shelters and childcare centres in both soums to provide support for victims and minimise GBV.
- Connect with donor organisations working in HIV/AIDS or the private sector companies to develop and implement HIV/AIDS awareness and support programs in the South Gobi communities and in key risk areas (haulage routes mine/construction sites).

Governance

- Build the capacity of local government and stakeholders to understand and plan for the social and gendered impacts of mining.
- Support and build the capacity of policy makers to create strategies and plan for regional development based on a minerals based economy.

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