

WOMEN AND MEN OF GOLD:

Challenges towards
gender equity in
artisanal mining
and small mining



Women and men of gold: Challenges towards gender equity in artisanal mining and small mining

UNDP / Minam (planetGOLD Peru project)

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Acronyms

Asbanc	Association of Banks of Peru
ASGM	Artisanal and small-scale gold mining
ASM	Artisanal and small-scale mining
CEM	Women's Emergency Center
COOPAC	Association of Savings and Credit
DCCSQ	Pollution Control and Chemical Substances Directorate
DGFM	General Directorate of Mining Formalization
DIRESA	Regional Health Directorate
DREM	Regional Directorate of Energy and Mines
Edpyme	Development Entity for Small and Microenterprises
ENDES	Demographic and Family Health Survey
FEPCMAC	National Federation of Municipal Savings and Credit Banks
FinTech	Financial Technology
GREM	Regional Management of Energy and Mines
INEI	National Institute of Statistics and Informatics
Midis	Ministry of Development and Social Inclusion
MIMP	Ministry of Women and Vulnerable Populations
Minam	Ministry of the Environment
Minem	Ministry of Energy and Mining
Minsa	Ministry of Health
MTPE	Ministry of Labor and Employment Promotion
PPE	Personal Protective Equipment
RAE	Royal Spanish Academy
RECPO	Special Registry of Gold Traders and Processors
Reinfo	Comprehensive Registry of Mining Formalization
RUC	Taxpayer's Registration

Introduction

According to the Global Gender Gap Report published by the World Economic Forum - 2020, Peru has a gender inequality gap of 71.4%, ranking 66th in the world. According to the “Employment Report” of the Ministry of Energy and Mines (Minem – by its initials in Spanish), the participation of women in Peruvian mining represents 6.87% in middle and large-scale mining, 7.17% in small-scale mining, and 9.62% in artisanal mining, which makes ASGM a sector with very little participation of women.

ASGM is a sector that is developed throughout the Peruvian territory. Although there is formal ASGM, informal and illegal activity is the majority and it is surrounded by various forms of exploitation, informality, violation of human rights, chemical exposure, and hazard.

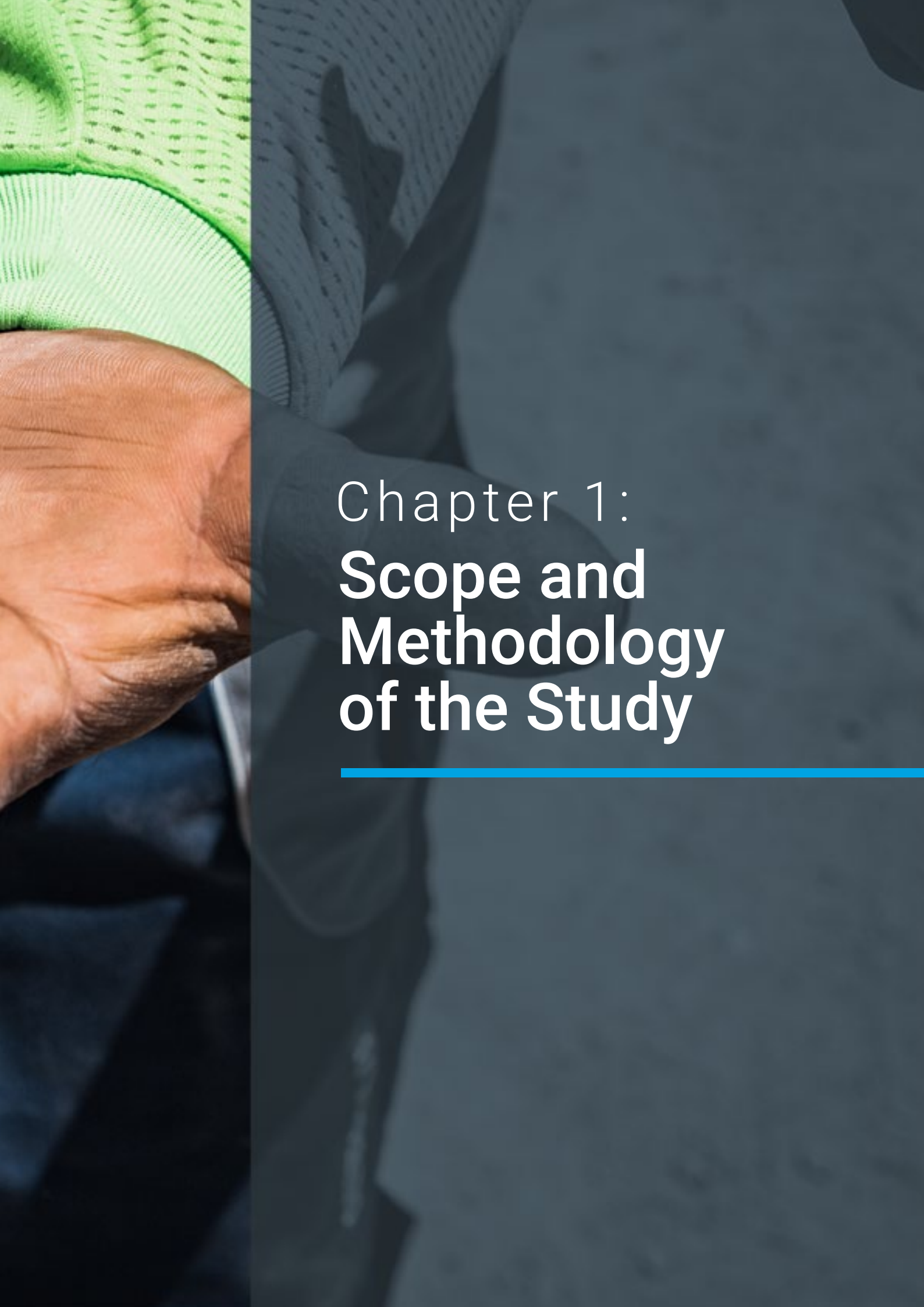
In the ASM sector, although female miners have reached some type of participation within the mining operation, the majority of them carry out service and personal care positions; while the female ore selectors known as pallaqueras (ore panners) have managed to group themselves into associations to make their activity visible. However, their role is one of subordination to the mine owner, the mining operator and the collectors. Added to these characteristics of job insecurity, housework is generally done by women, since patriarchy continues to prevail in Peruvian society, and especially in the mining sector.

Women and Men of Gold is a study carried out within the framework of the planetGOLD Peru project – executed by the Peruvian Government through Ministry of Environment (Minam – by its initials in Spanish) in collaboration with the Ministry of Energy and Mines (Minem – by its initials in Spanish), with technical assistance from the United Nations Development Program (UNDP). In addition to highlighting gender gaps in the ASM sector, the research aims to provide recommendations through an action plan to promote equal rights and opportunities for men and women in this mining sector.

The study has the participation of male and female and mineral selectors from nine regions of Peru: Arequipa, Puno, Piura, Cusco, Madre de Dios, Ica, Ayacucho, Apurímac and Ancash, where artisanal and small-scale gold mining is developed. In these areas of the country, in addition to having long mining traditions, we can find the largest number of miners in process of formalization.

The first chapter refers to the characteristics of the study and includes the research methodology. The second chapter contains the theoretical framework. The third chapter shows the results of the study and the fourth chapter proposes an action plan with a gender approach. Finally, the conclusions and recommendations are mentioned.





Chapter 1: **Scope and Methodology of the Study**

The study is a socioeconomic diagnosis with a gender approach that explores the social and economic characteristics, as well as the perceptions and visions of the gender relations of male and female miners in the ASM of gold in Peru, in order to develop an action plan to promote equal rights and opportunities for men and women in the sector.

In the fieldwork methodology of this study, four social and economic research instruments were applied: surveys, in-depth interviews, focus groups and life stories, which allowed the collection of quantitative and qualitative information on the ASM sector.

The instruments selected for the collection of information allow us to understand the perceptions, expectations, positions and differentiated situations of male and female miners in their own spaces of daily work and family life in order to analyze the existing gender gaps in the mining organizations of the ASM.

1.1. Profiles of the ASM sector participating in the study

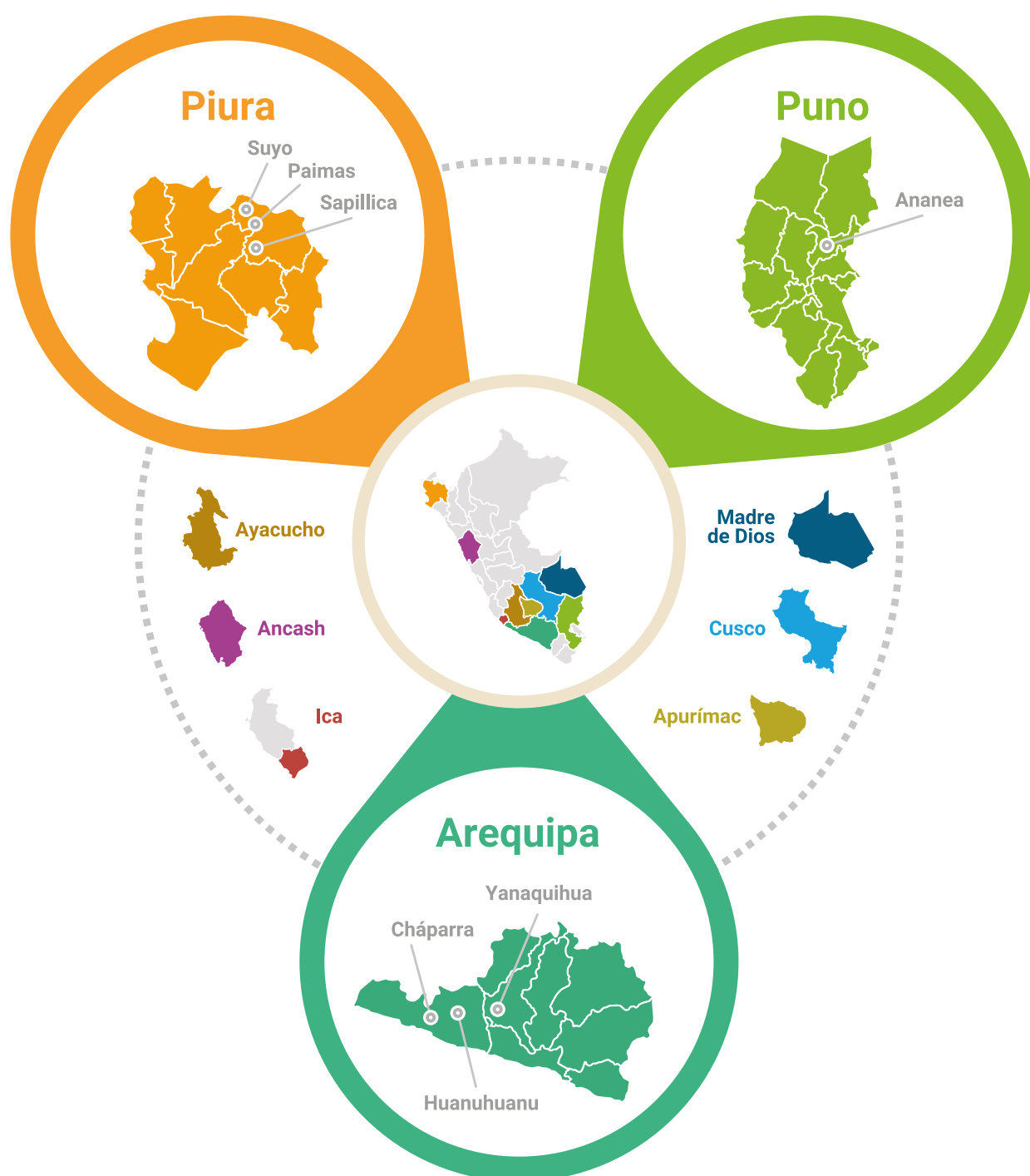
The instruments were applied to three profiles of the ASM sector:

Profiles	Description
Women mineral selectors known as “pallaqueras” (ore panners)	Female miners who are dedicated to the manual selection of gold ore, which is discarded by artisanal and small-scale miners as clearing on the slopes of the mines.
Women of the ASM sector – Female miners	<ul style="list-style-type: none"> • Directors (Board members, managers and heads of ASM companies) • Partners of ASM companies. • Mining workers • Professionals (consultants and specialists) • Local and regional authorities. • Public officials.
Men of the ASM sector – Male miners	<ul style="list-style-type: none"> • Directors (Board members, managers and heads of ASM companies) • Partners of ASM companies. • Mining workers • Professionals (consultants and specialists) • Local and regional authorities. • Public officials.

1.2 Study scope and sample

The field work was carried out in nine regions of Peru where there are a large number of artisanal and small-scale miners who are already formalized or who are in the process of formalization, with the planetGOLD project intervention area as a priority, which covers the regions of Arequipa (Cháparra, Huanuhuanu, Mollehuaca), Puno (Ananea) and Piura (Suyo, Paimas, Sapollica). Besides, a smaller sample of the ASM sectors of Ayacucho, Madre de Dios, Cusco, Ica (Nazca), Ancash and Apurímac was incorporated into the study.

Of a total sample of 854 ASM members, 532 of them belong to the regions of direct action of the planetGOLD Peru project in Piura, Arequipa and Puno; and 322 of them belong to other regions of Peru.



■ **Distribution of the sample of respondents by region:**

	Pallaqueras (Ore panners)	Women of the mining community	Men of the mining community	Total
Arequipa	123	65	94	282
Piura	9	3	35	47
Puno	44	51	108	203
Ayacucho	65	33	69	167
Madre de Dios		11	34	45
Ica (Nazca)	20		18	38
Ancash		3	1	4
Cusco	10	4	24	38
Apurímac	10	8	12	30
Total	281	178	395	854

1.3. Methodological criteria of the study



A. Gender-relations approach

To motivate reflection, to take a position and to propose alternative solutions for the male and female participants from the ASM sector.



B. Construction of the project baseline

To generate basic and referential data of the ASM sector in order to support the beginning of its social and economic characterization with a gender approach.



C. Compilation of perceptions that build gender dynamics

To identify the ideas, beliefs and expectations of women and involved in the ASM sector should be and feel in their condition as men and women and how this, in practice, constitutes gaps and situations of discrimination and inequality in private and public life, at a personal, family and work level.



D. Motivation for reflection, commitments and leadership

in the possibilities of strengthening equal rights and opportunities for men and women in the ASM sector.

The methodology of the quantitative studies was carried out through surveys. Regarding the qualitative studies, the applied methodology was carried out through three elements: in-depth interviews, focus group sessions and life stories.

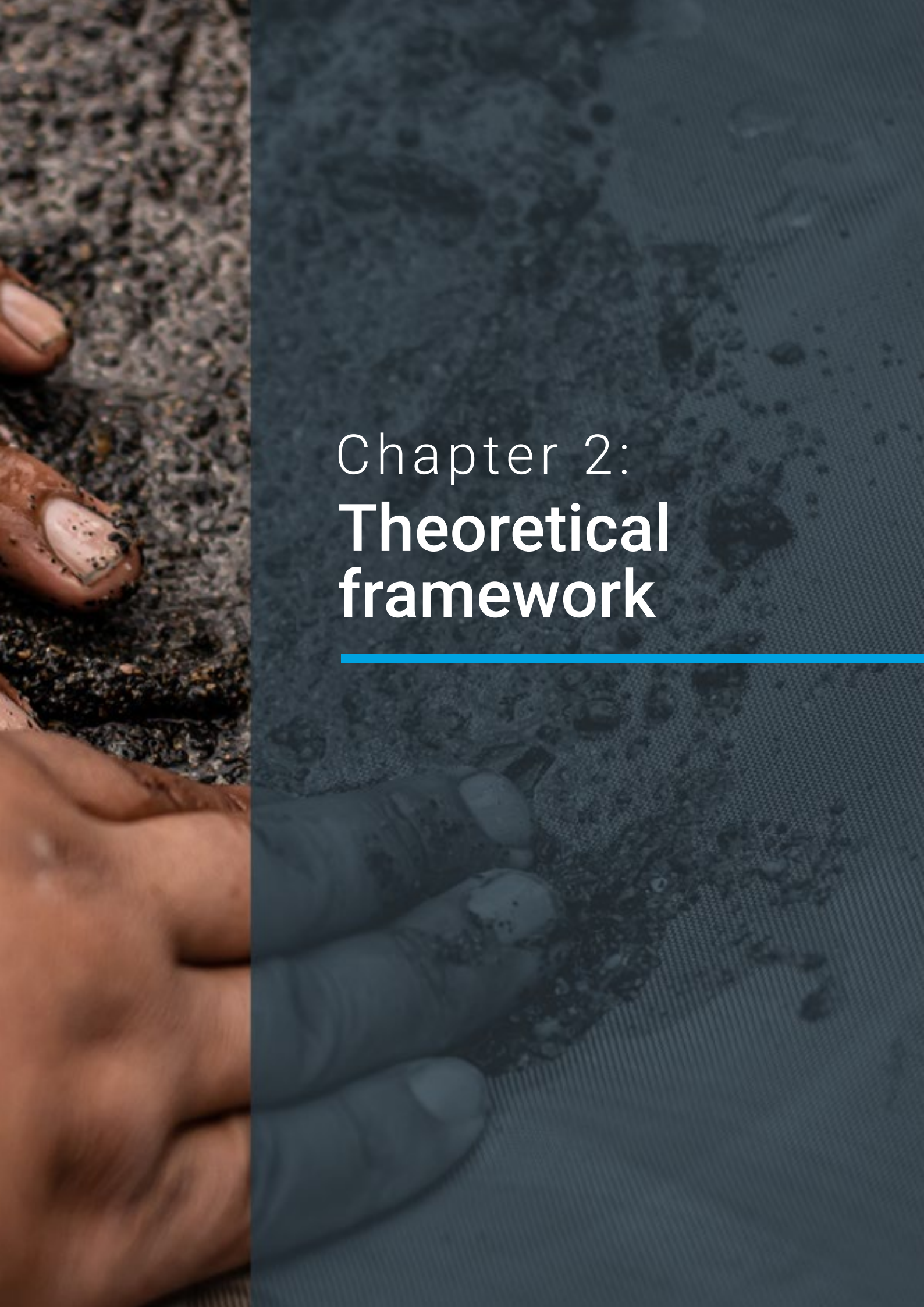
The **in-depth interviews** included other profiles of indirect audiences in the ASM sector, which in some way affect the execution of the implementation of public gender policies, with an emphasis on the prevention and treatment of gender violence, such as: municipal and regional authorities, and officials from the Women's Emergency Center – (CEM – by its initials in Spanish). For each of the segments, a questionnaire structured according to the items of interest for the diagnosis was designed.

Likewise, following a gender approach, it was considered convenient to apply separate **focus group sessions** for both men and women, so that the participants feel an ambience of trust and express their opinions and initiatives clearly and directly.

The **life history** instrument was integrated into the present study due to its purely testimonial nature from the first source, which allows an in-depth knowledge of individual human experiences, while addressing topics of interest from a gender perspective from everyday life.







Chapter 2: **Theoretical framework**

This study intends to make visible the gender gaps in the ASM, beyond just figures, it is about delving into the social processes that still make it difficult for women to reach better positions or better working conditions in that sector. In this regard, the categories of analysis and/or concepts that we will refer to in this study will be the following:

Patriarchy

Patriarchy represents the power that men exercise over the institutions of society, limiting the access and development of women (Facio and Fries, 2005); being institutions the structures of political and civil society that have been strengthening social, economic, cultural and/or political consensus that express women are subordinate to men.

In this regard, the institutionalization of patriarchy has been escalating as the conception of the superiority of men over women has been strengthened. "So, the family, society and the State are the three entities that interrelate from the patriarchy" (Hierro 2020, p. 42).

The ASM sector meets the conditions for the development of a patriarchal culture as mining work has been dominated by men and -according to the findings of the diagnosis- women have been placed mainly in subordinate activities within the mining operation, particularly, the pallaqueras (ore panners), which have an exclusive dependency of the mining organization to be able to develop its activity of manual selection of gold.



Gender gaps

Gender gaps are the distances that exist between women and men in relation to access; participation; allocation, use, control and quality of resources; services; development opportunities and benefits in all areas of life.

According to the Global Gender Gap Report published by the World Economic Forum - 2020, Peru has a gender inequality gap of 71.4%, ranking 66th in the world.

In the case of ASM, although women miners can reach leadership positions, just as pallaqueras (ore panners) manage to group themselves into organizations to make their situation and rights visible, there are many more factors that still make visible the gap in their work activity.



Roles, gender stereotypes, unpaid domestic work and care

In the ASM, three profiles have been identified for this study: women and men who work in the mining sector or are related to it, and ore selectors known as “pallaqueras” (ore panners).

Out of the three profiles, we can identify that both at work and personal level, women play roles that are not always equitable as both pallaqueras (ore panners) and female miners are the ones who carry out doble work shifts, by splitting their time between the mining activity and housework; that is, taking care of their children, elderly and sick people at home.

By economic growth, paid work is mainly mentioned and care work as well as domestic work are made invisible, when both the coexistence of activities with economic income and those associated with the home contribute to social welfare and social project development.

According to Babb (2019), for example, the closeness of trading with the nature of domestic work of rural women is observed, as a result of the flexibility in the availability of time, since trade and negotiation of production can be accompanied by other responsibilities such as caring for the home, children, among others. IN this regard, both trading and housework become activities that allow a series of conditions for the productive family unit, and consequently, for the society.

Thus, it can be identified that 20% of women and pallaqueras (ore panners) maintain single-parent families, being mothers and playing the roles of fathers to their children, while 77% of women state that they carry out household chores without any help of their partners. Therefore, in addition to working in the mine, these women take care of the housework, of their children, and they do by themselves, without any help or support.

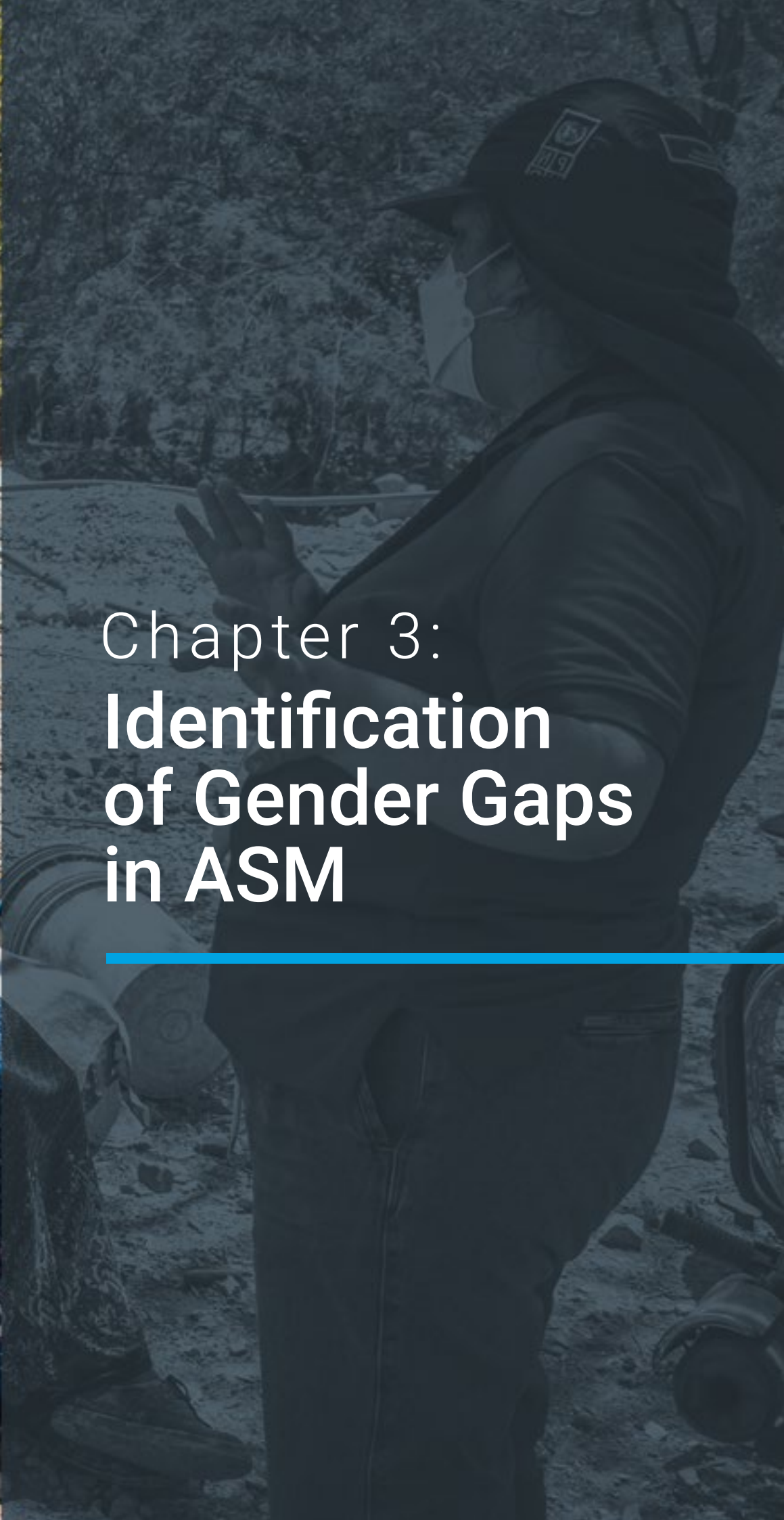
20% of women and pallaqueras (ore panners) are mothers and also play the role of fathers in their homes.



77% of women are responsible for housework.







Chapter 3: Identification of Gender Gaps in ASM

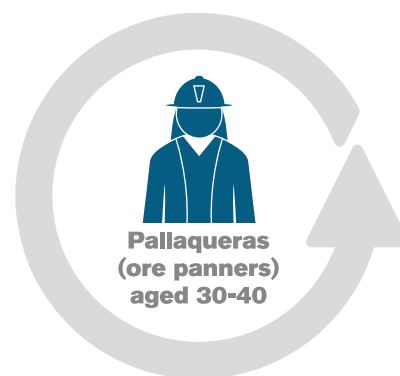
3.1 Social characteristics

Age and marital status

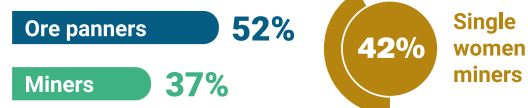
The vast majority of male miners and female miners who work in an ASM mining unit are **aged 18-30**; that is, they belong to the younger age range because this activity involves great physical effort.

However, the majority of **the pallaqueras (ore panners) are adult women (aged 30-40) and they are also the heads of household who need the ore panning activity to obtain income.**

Living together is the predominant marital status in the case of ore panners (52%) and miners (37%), while the majority of women who work in the mining unit are single (42%). The proportion of people surveyed who appears as married is low (14%) and even more so in cases of divorce and widowhood (2% and 7%, respectively).



Living together

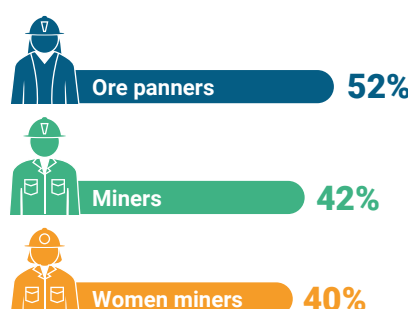
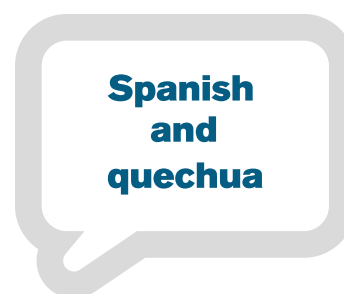


Literacy and studies

Although **98%** of the surveyed profiles correspond to a mostly literate population (can read and write), **it is observed that only 4% of the pallaqueras (ore panners) have achieved some type of higher and/or technical education, while 12% of male miners and 24% of women have completed their advanced studies.**

During the in-depth interviews, the majority of pallaqueras (ore panners) indicated their desire to take courses on entrepreneurship to develop other businesses different from the pallaqueo (ore panning).

Although it is true that **the Spanish language predominates in the three selected profiles of the ASM, both pallaqueras (ore panners) (52%), male miners (42%) and women miners (40%) are bilingual: they speak Spanish and Quechua.** Particularly, in the case of Arequipa, Quechua is still preserved as the mother tongue of male and female in ASM, while in Puno, Quechua and Aymara stand out. Finally, only Spanish predominates in Piura.



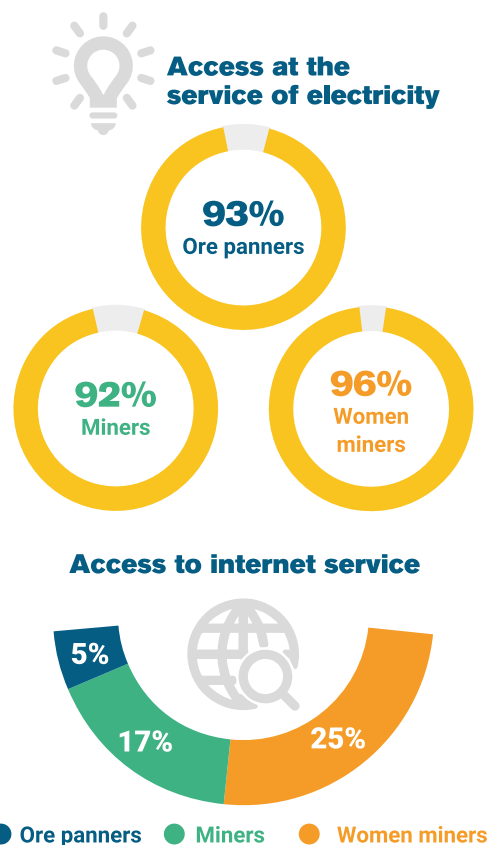
Housing and access to basic services

47% of the surveyed profiles state that they bought their own house followed by rent (31%), with calamine being the predominant material.

Despite the precariousness of the houses, **93% of the selected profiles of the ASM have access to electricity service. The house of the pallaqueras (ore panners) are the ones who lack water and sewage services to a greater extent than the women and men who work in the mining unit.**

Regarding internet services, **only 5% of the pallaqueras (ore panners) families surveyed have access to it, compared to 17% of male miners and 25% of women miners of the ASM who have internet access.**

These results coincide with the data extracted from the 2021 official report of the Ministry of Development and Social Inclusion (MIDIS – by its initials in Spanish). Among the most outstanding findings is the weak internet service in Cháparra and Sapillica, as well as in Paimas and followed by Suyo. The situation is slightly better in Huanuhuanu. Regarding access to sanitation, the districts of Suyo, Sapillica and Ananea are the most affected due to the lack of this service.



ASM IN TIMES OF COVID-19



In terms of economic income, **the COVID-19 pandemic impacted 82% of male miners and 74% of women miners, but in greater proportion the pallaqueras (ore panners) (85%).** They saw limited possibilities of working in the mining operation, not only because of the decision of several mining operators to stop the ore selection activity in their concessions, but also because of the increased time invested by the pallaqueras

(ore panners) at home, which makes them accountable for the care of their families. During the pandemic, these women took care of their family members, they took care against the virus and accompanied their children for home school. These responsibilities at home multiplied and they are mostly not carried out equitably by relatives in charge of the family sustainability and/or other relatives.

Social features

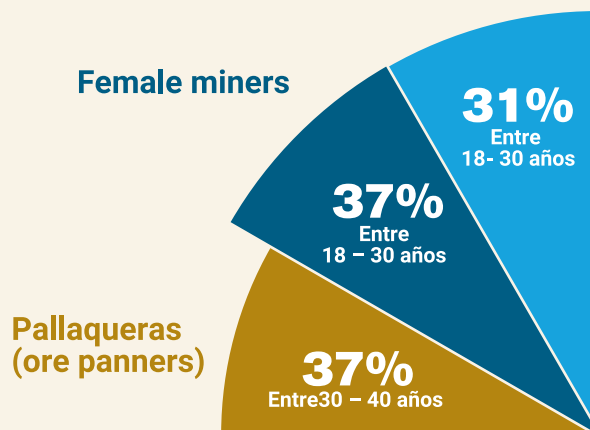


Housing

Own house (Purchase)

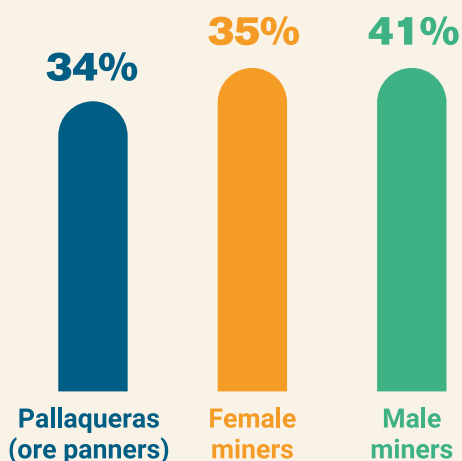


Male miners



Education

Complete high school studies



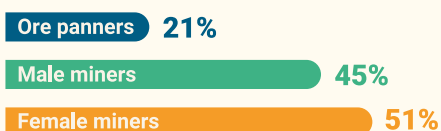
Basic services



Water

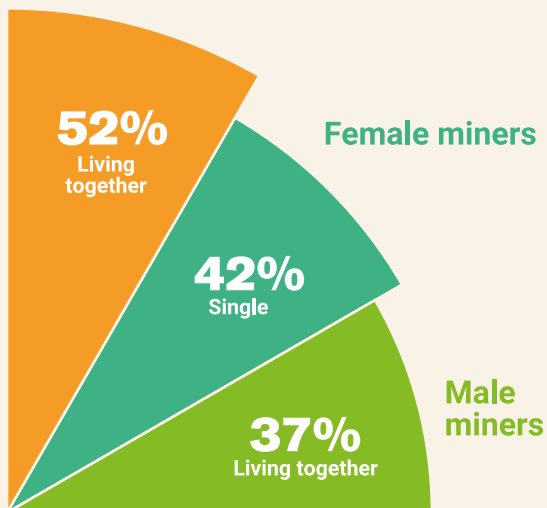


Sewage



Marital status

Pallaqueras (ore panners)



Pallaqueras (ore panners)

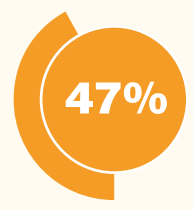
Spanish and quechua

Spoken languages



Male miners

Only Spanish



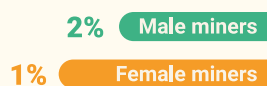
Female miners

Only Spanish

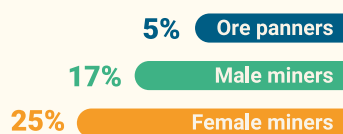
Internet



Electricity



Internet



Puno

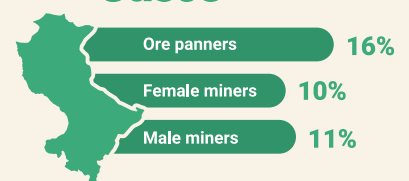


Ayacucho



Origin

Cusco



Arequipa



3.2 Characteristics of the Labor System

In accordance with the Decree Law that declares the formalization of small-scale mining and artisanal mining activities to be of national interest (DL No. 1293), the mining formalization process of the ASM is created and its competence will be in charge of the Directorates and/or Regional Offices of Energy and Mines. In this framework, with the aim of simplifying the administrative processes of formalization, the Comprehensive Registry of Mining Formalization (Reinfo – by its initials in Spanish) is launched, whose responsibility is in charge of the General Directorate of Mining Formalization (DGFM – by its initials in Spanish), which belongs to Ministry of Energy and Mines (Minem – by its initials in Spanish). This decree allows the artisanal mining activity in permitted areas as long as the natural person and/or company is registered in the Reinfo and has an active Taxpayer's Registration (RUC – by its initials in Spanish).

Likewise, through Supreme Decree No. 018 – 2018 EM, a first effort to recognize the activity of manual gold selection was initiated, establishing the Registration of Third Natural People and Manual Gold Selectors that governs only in Puno; as well as it is also mentioned that all gold traders and processors registered in the Special Registry of Gold Traders and Processors (RECPO - by its initials in Spanish) will be able to acquire gold from anyone who is registered in this registry, which would motivate a more accessible and user-friendly space and a good relationship between the pallaqueras (ore panners) and the gold buyers.

■ What is the % of female and male miners registered in these registries?

	Comprehensive Registry of Mining Formalization (REINFO)	Special Registry of Gold Traders and Processors (RECPO)	Registry of Third Natural People and Manual Gold Selectors
Total	70,042	8,802	11,753
Female	21.9%	26.8%	24.16%
Male	78.1%	73.2%	75.84%

Source: Own elaboration with data extracted from the records of the Ministry of Energy and Mines as of January 2021.



1 out of every 4 registrations on the Reinfo, on RECPO and on the Registry of Gold Selectors belongs to a woman.

Contracts and working hours

Do they have an employment contract?

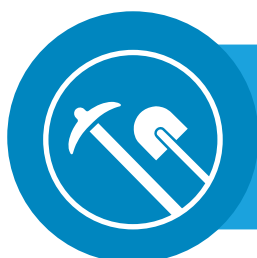
	No. Their job is temporary.	No. They are independent workers.	Yes. They work under the modality of "receipt for fees" (4th category for Peruvian taxpayers)	Yes. They work under the modality of payroll (5th category for Peruvian taxpayers)
Pallaqueras (ore panners)	93%	2%	0%	0%
Female miners	70%	1%	7%	21%
Male miners	75%	4%	3%	14%



83% of the surveyed people shows that **they work without any type of contract**. Their work is mainly temporary. The pallaqueras (ore panners) do not have any type of employment contract and therefore they have no labor rights

How long have they been working in the mining unit?

	5 to 10 years	2 to 4 years
Pallaqueras (ore panners)	33%	29%
Female miners	23%	22%
Male miners	28%	23%



Both male miners and women miners who are dedicated to the mining work keep an exclusive dedication to the mining operation.

During the pandemic, the work of the pallaqueo (ore panning) becomes scarcer, which is the main reason why the pallaqueras (ore panners) have been forced to look for additional sources of income.





51% of the surveyed profiles of the ASM have working days of **8 hours a day**.

“We, the pallaqueras (ore panners), don’t have a fixed salary, we only get paid for what we recycle and grind. Our pay depends on what we produce in a working day, we don’t have a fixed salary. Sometimes, what we earn is not enough to sustain ourselves.”

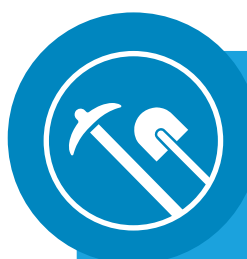
Pallaquera (ore panner) from Ananea, Puno



Protection and safety in mining work

■ Do you think you have enough Personal Protective Equipment (PPE)?

	Yes	No
Pallaqueras (ore panners)	33%	56%
Female miners	55%	41%
Male miners	94%	2%



According to Supreme Decree No. 023-2017-EM, the owner of the mining activity must provide and maintain, at no cost, PPE to all workers according to the nature of their assigned tasks. This obligation does not cover the pallaqueras, who work outside the mining operation (slopes where the waste is placed) and usually reuse worn-out PPE, posing a risk to their activity.

■ Roles in the mining operation



Male miners

Roles and positions in management and headquarters.



Female miners

Care and attention roles.



Pallaqueras (ore panners)

Roles of subordination before the holder of the concession or mining operator and the collectors.



The majority of women have service positions for the care and attention of the personnel that work in the mining operation.



Many times, female miners work much more than men, either lifting the sacks or picking out ore. However, our work is not valued and the payment we get is similar to a person who works on housework.



Female miner from Arequipa



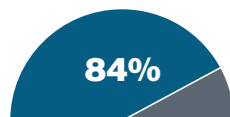
■ Free time and housework after workday

Do you have free time?

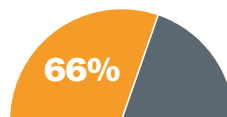
	Yes	No
Pallaqueras (ore panners)	66%	30%
Female miners	69%	30%
Male miners	88%	10%

Unlike women miners (**69%**) and pallaqueras (ore panners) (**66%**), artisanal and small-scale male miners have more leisure time. They use their free time for recreational or leisure activities such as playing soccer, meeting with friends and family, while in the case of women, pallaqueras (ore panners) or those who work within the mining operation, they are dedicated to caring for the home and recently, as a result of the pandemic, to greater care for relatives infected by Covid-19.

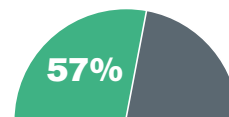
■ Performing housework and care tasks



Ore panners



Female miners



Male miners

“When we leave the mining work, our time is always to take care of our children and the house, and with the pandemic, we had to take care of the sick.”

Pallaquera (ore panner) from Suyo, Piura



How do the pallaqueras (ore panners) work?

The pallaqueras (ore panners), unlike the men and women who work in the mining operation, **work on the slopes of the mines** where the gold-bearing material with little gold content and low commercial value (bargain) is located, which is discarded by artisanal miners as waste.



The pallaqueras (ore panners) are exposed to **solar radiation, particulate matter, mercury emissions and the risk of accidents** due to stone collapse produced by the topography of the place, as well as mercury emissions during benefice and burning of its material and the inadequate storage of mercury.

Given the risk that the activity of the pallaqueo (ore panning) presents, many ASM operations only allow them to carry out this activity **without having a contractual relationship**. Most of the companies that give them their authorization to pick a match **do it so informally** through a verbal agreement without assuming any type of responsibility for them as workers.



During the process of selecting and collecting ore, the pallaqueras (ore panners) use two tools for their activity: **the manito** (a small iron rake to search for the rock with gold content) and **the comba** (a short-handled hammer used to hit the rock and obtain the ore).

In general, the pallaqueras (ore panners) work in seasons of **1 or 2 months**, until they obtain an average of one ton of selected ore, which is filled in bags for transportation (fifteen bags are equivalent in average to one mining ton).



For the commercialization of the selected ore, the pallaqueras (ore panners) have **two options for its sale**: sell it to a benefit plant as gold ore or **process it** in an artisanal way with mercury until obtaining burnt or melted down gold, which is commercialized within the mining community.

Pallaqueo activity is not formally recognized in the ASGM, limiting their access to adequate remuneration. According to the pallaqueras (ore panners), the buyers and collectors of gold give them a **30%-40%** discount on the real value of the ore traded by the ore panners themselves.



3.3 Financial access

People who work in ASM perceive that their possibilities of entering a formal banking system are limited; either as a taxpayer, since they do not usually have documentary or contractual support for their income, or as a company, since is required documentation that proves their formal mining status.

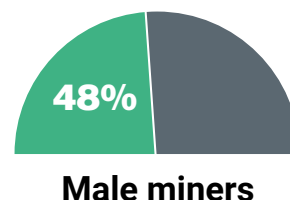
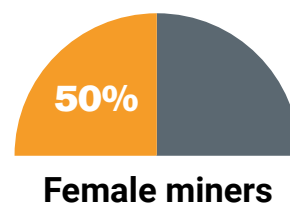
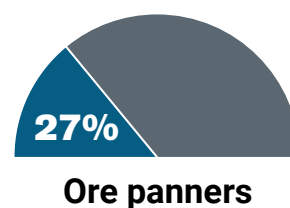
■ Have you applied for any kind of loans?

According to the surveys, ASM men and women do not usually have credit experience as a mining company. Currently, there are no specialized financial products for the sector.

	Yes	No
Pallaqueras (ore panners)	27%	69%
Female miners	34%	60%
Male miners	31%	67%

■ Do you require a financial loan?

The expectations of the pallaqueras (ore panners) to apply for some types of loan are low compared to the women miners who work inside the mine, given their weak knowledge of what to invest in to improve their business model. This situation is associated with the fact that they consider the future of their manual gold selection work to be limited.



■ What type of business do you want to start?



36% of male miners who work in ASM organizations want to invest in some type of business related to the sector, unlike women miners (23%) and pallaqueras (ore panners) (6%) who express their interest in starting other businesses such as wineries or restaurants.

“ In case of requesting a financial loan, I would like to invest that money in another activity such as a grocery store, something different from the pallaqueo (ore panning) so that I am be able to take care of my home.” ”

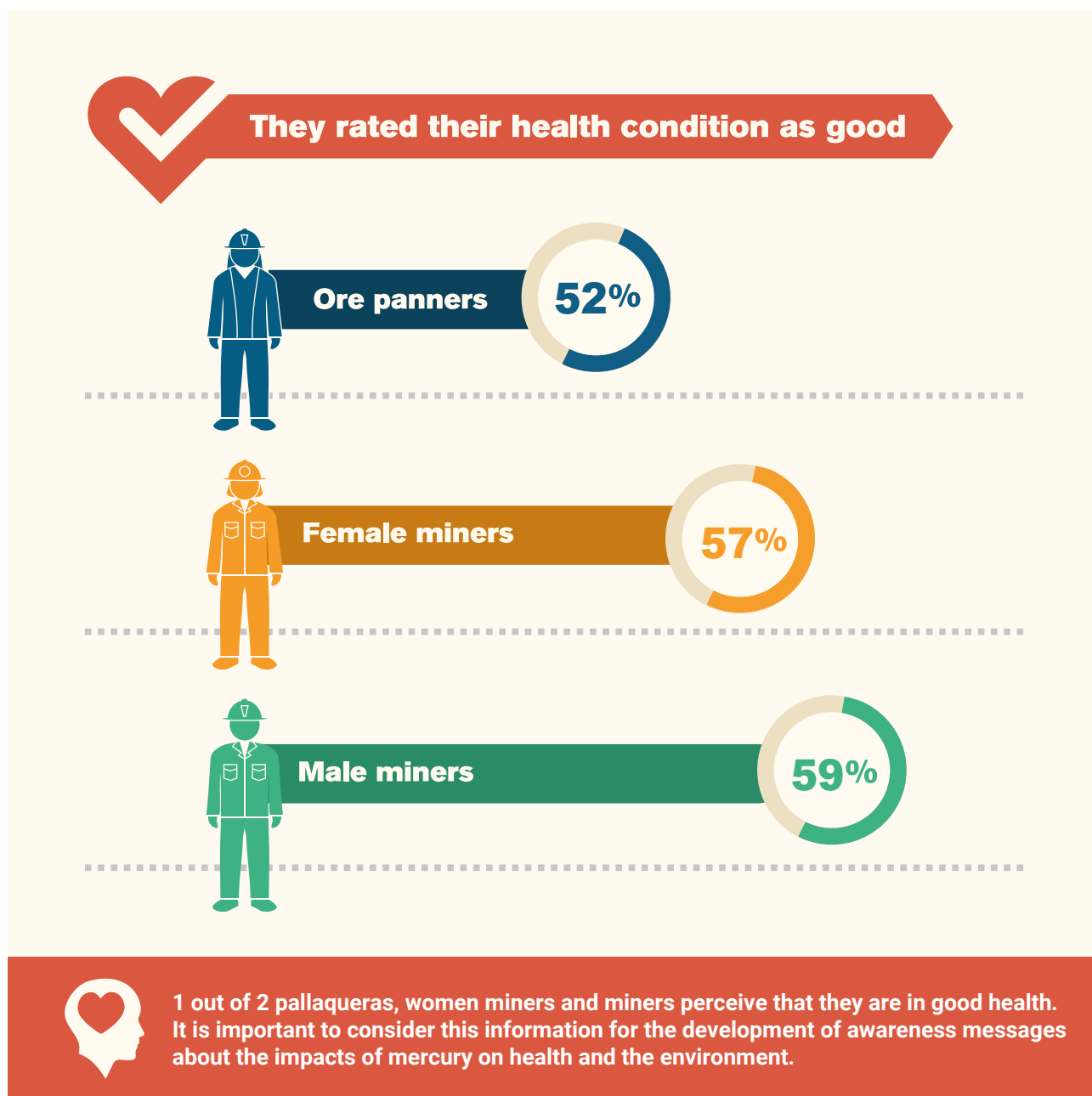
Pallaquera (ore panner) from
Colquemarca, Cuzco



The municipal and rural savings banks manage the demand for credits from ASM male and women miners formalized or registered in the Reinfo (Comprehensive Registry of Mining Formalization), although at the time of demonstrating their activity they indicate that they are engaged in agriculture or livestock.

3.4 Access to health services

Among the findings regarding access to health services, the highest proportion of the surveyed people perceive their health condition to be between good and very good.



These results are influenced according to the age groups of the respondents. The male and women miners who work in the mining operation are mostly young adults, unlike the pallaqueras (ore panners), where the largest group surveyed was aged 30-40.

■ If you have an illness, where do you go for treatment?



64%

To the nearest public health center



12%

Prefer natural medicine



12%

To clinics



9%

Don't go to any health center



Access to clinics is very poor. Only **2%** of pallaqueras (ore panners) can access private health services.



The vast majority of those surveyed people go to public health centers that are usually underserved and they are the only option near the area of the mining operations.



The treatment of diseases with natural medicine is still a custom that persists among those surveyed people. **15%** of the pallaqueras (ore panners) and **13%** of male miners use it, unlike only 4% of women miners who use this kind of medicine.

3.5 Knowledge about exposure to mercury

■ Do you have enough information about the risks of using mercury?

	Yes	No
Pallaqueras (ore panners)	18%	77%
Female miners	34%	64%
Male miners	25%	72%



ASM respondents have little information regarding the health and environmental risks of mercury use.

■ Are you aware that mercury affects your health?

	Yes	No
Pallaqueras (ore panners)	60%	32%
Female miners	44%	48%
Male miners	49%	45%



Despite not having medical evaluations to measure the levels of mercury in their bodies, 51% of men and women in the ASM sector perceive risks of exposure to that chemical substance. The pallaqueras (ore panners) are the ones who feel they have the greatest exposure to mercury.

■ Do you have information on mercury-free technologies applied to mining activities?

	Yes	No
Pallaqueras (ore panners)	21%	75%
Female miners	54%	42%
Male miners	37%	60%



Unlike the pallaqueras (ore panners) and male miners, **54%** of the women who work within a mining organization know some type of solution on good practices that promote their reduction and/or elimination of mercury.

■ Have you received training on the use and/or implementation of mercury-free technologies?

	Yes	No
Pallaqueras (ore panners)	13%	83%
Female miners	20%	69%
Male miners	21%	76%



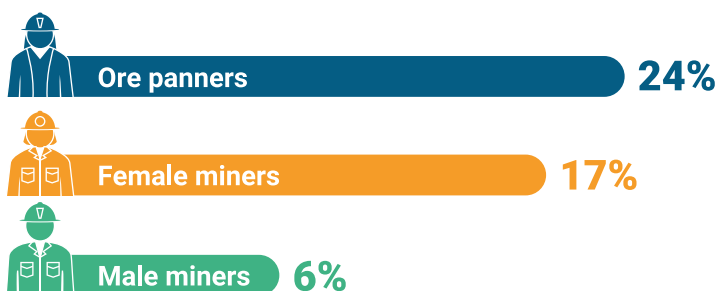
Only **18%** of respondents have received training on the use and/or implementation of mercury-free technologies. Most of the interviewees demand this knowledge due to their constant exposure to this chemical substance.

3.6 Access to means of protection against violence

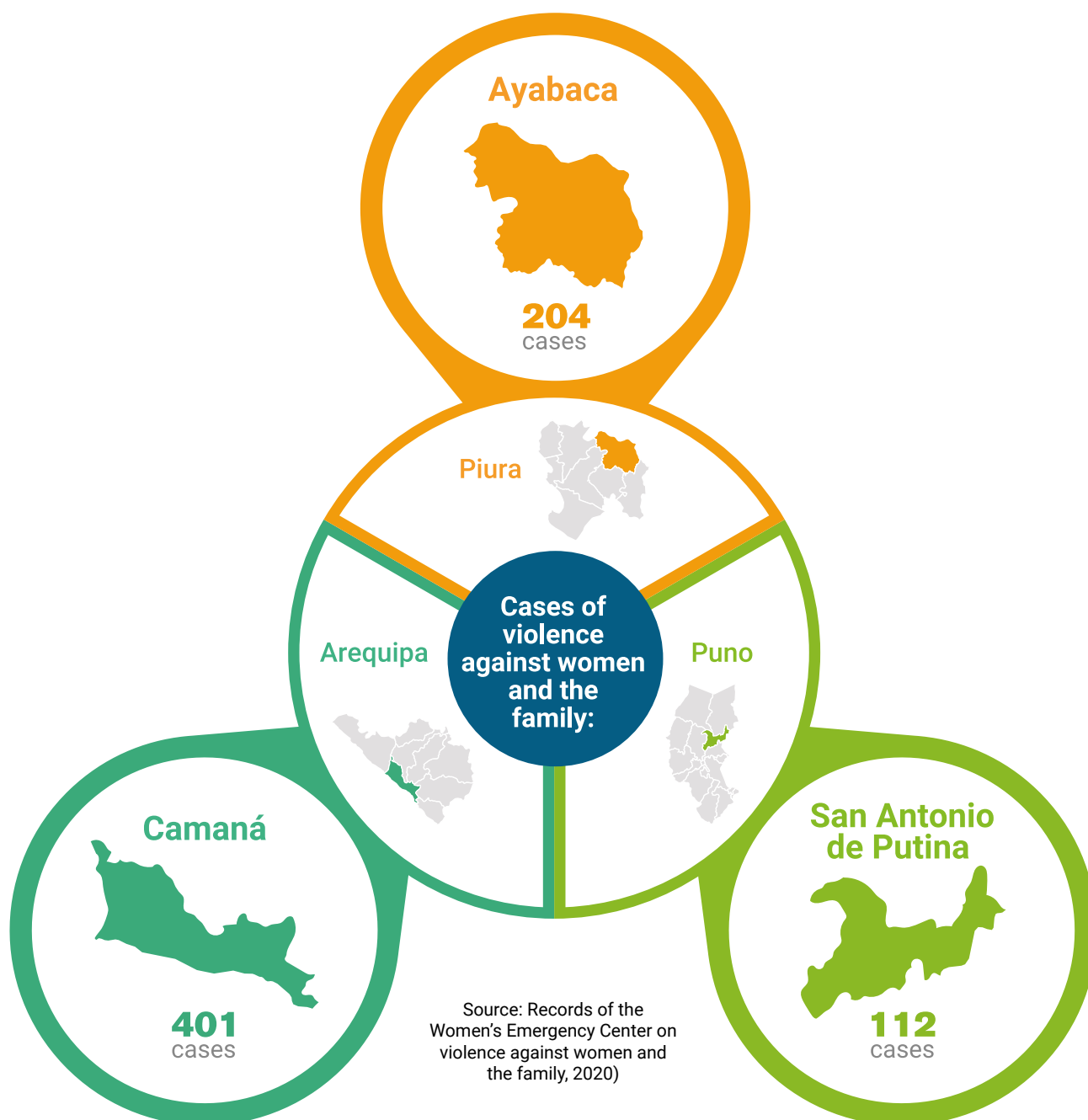
With violence we refer to all kinds of sexual, physical and psychological aggression, and it represents one of the problems that most affects women miners nationwide.

According to data from the National Institute of Statistics and Informatics (INEI – by its initials in Spanish) and the Demographic and Family Health Survey (2018)– (ENDES – by its initials in Spanish), the cases of physical, psychological and sexual violence reached 58% of the population in Puno; 66% in Arequipa, and 76.9% in Piura. These are significant indicators that get worse mainly in rural areas where a patriarchal structure of roles predominates.

They indicated that they were affected by a form of violence at home



Although the vast majority of respondents indicate that they have not been affected by any case of violence, there is a high incidence of reported cases, mainly by women miners, on the Women's Emergency Center records (CEM – by its initials in Spanish) for gender and family violence in 2020 in the areas of the project scope. Only in the province of Camaná (Arequipa) approximately 1 violence report per day was reported. While in Ayabaca (Piura), out of the 204 cases of violence, 177 were reports made by women miners. Likewise, in San Antonio de Putina (Puno) 112 cases of violence were detected; that is, 1 case reported every 3 days.



“

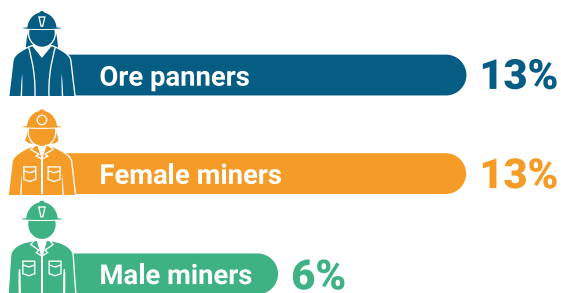
In my association, there are many women who have suffered a lot of abuse by their partners. And then, their partners abandon them and they start a new relationship with girls from bars.

”

Pallaquera (ore panner) from Ananea, Puno

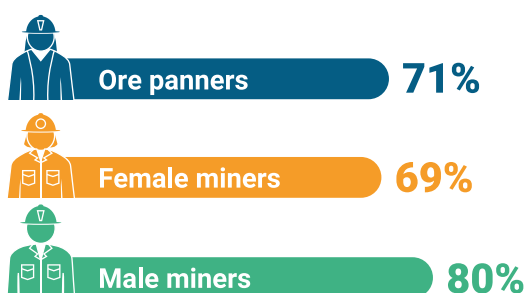


They indicate that they have witnessed or know of any case of harassment in the mining operation



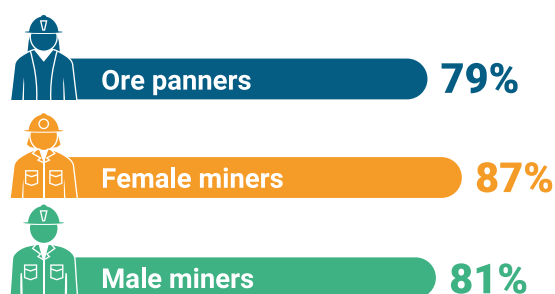
Although there are not many cases of harassment in the mining operation, the pallaqueras (ore panners) recognize that they are victims of discrimination when they hear that they are belittled for not working at the same form male miners do.

They said they don't know the nearest Women's Emergency Center



73% of the men and women in the ASM sector do not have access to channels for reporting sexual, psychological and physical violence against women. The remoteness of the areas where they work and live, and the little information they have about their rights and about the entities that the State has for the protection of women against violence, means that the abuse of which they are victims is mostly not reported.

They show interest in receiving information and training to assert protection mechanisms against all types of violence and discrimination



82% of men and women in the ASM sector show willingness to be part of workshops and/or receive information to exercise their protection rights.

3.7 Knowledge about reproductive sexual health

In Peru, the access and use of contraceptive methods is associated with the educational level, mainly of women miners. Most illiterate people are unaware of sexual and reproductive health services, as well as the advantages of modern methods of family planning. This issue is also a gender gap.

■ Do you use any family planning program?

	Yes	No
Pallaqueras (ore panners)	46%	49%
Female miners	34%	64%
Male miners	43%	52%



According to surveys, there is still a large percentage of people who do not use family planning programs.



According to the National Institute of Statistics and Informatics (INEI, 2019), more than **50%** of women from Piura an Arequipa, in childbearing age and who have a partner, use modern methods of family planning; while in Puno only **33%** of female miners under the same conditions use this type of method.

They indicate that they do NOT use sexual health counseling services



Ore panners 49%

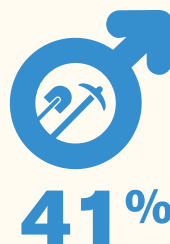


Female miners 64%



Male miners 52%

3.8 Gender stereotypes



41%

of male miners consider that mining is an activity for men.

36%

of male miners consider women should only take care of their homes.



62%

of male miners believe that women are more detail-oriented than men.



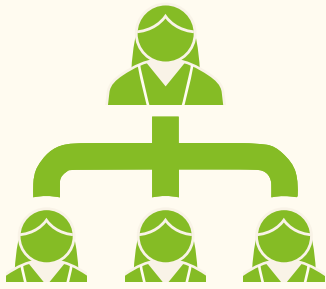
18%

of male miners think that it is better to work with or hire women who are not pretty.



53%

of male miners think that childcare prevents women from concentrating on work.



72% of male miners think that women are tidier and better administrators.



14% of male miners believe that women have more absences from work than men.



13% of male miners consider that pretty women are less intelligent.



29% of male miners believe that women have the same authority as men to lead a team at work.



19% of male miners believe that if the woman enters the mine, the vein may be lost.



15% of male miners think that women bring bad luck in the mine.



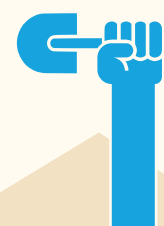
47% of male miners believe that working in the mine implies a high risk for women.



12% of male miners consider that men think better and are more intelligent than women.



59% of male miners consider that women can distract men.



47% of male miners consider that women do not have the strength to work in the mine.

3.9 Characteristics of leadership

From the interviews, life stories and focus groups of the sample of men and women in the ASM sector during the field work, the main challenges and recommendations in the construction of leadership are presented.

Each identified population segment has a unique perspective on how to achieve their leadership. When comparing the 3 profiles, different levels of maturation and capacity development are observed within the ASM sector, expressed in the barriers that need to be faced. In this sense, the following challenges were identified in each of the profiles and recommendations were generated to mitigate the challenges detected.

1

Weak organizational management

of the associations of pallaqueras (ore panners).

Recommendation:



Influence collective empowerment.

Although associativity is a strategy for generating trust in the face of the precariousness of mineral selection work, it is important to reinforce the skills and abilities of the women who are part of each pallaquera association, in order to promote these spaces of empowerment in the community through their leaders and the fulfillment of goals as a group.



PALLAQUERAS (ORE PANNERS)

2

Weak dialogue capacities

to reach agreements with mining operators

Recommendation:

Strengthening of the associative bases for the development of capacities for collective dialogue with mining operators.



1

Weak communication management

to reach the directive/managerial levels.

Recommendation:

Training in negotiation and decision-making is recommended in order to progressively encourage women to lose their fear of confronting or discussing with their bosses, or lose the fear of insecurities when presenting their initiatives/proposals.



2

Few spaces for the exchange of technical proposals and/or dialogue,

so they do not usually have moments to express themselves with confidence.

Recommendation:



Mining organizations should prioritize the creation of statutes, regulations and/or policies with a gender focus to promote the participation of women in ASM.



1

Low levels of interrelationship with the local and regional government

to meet the demands of their community (roads, drinking water, sanitation).

Recommendation:



Unlike women, men have more experience in their organizational bases, which allows them to influence community development in mining districts. In this regard, it is necessary to strengthen the union organization through the articulation of mining organizations, by creating channels for the development of initiatives by the community that can be presented and/or worked with regional and/or local authorities.



2

They require greater management in mercury-free technologies.

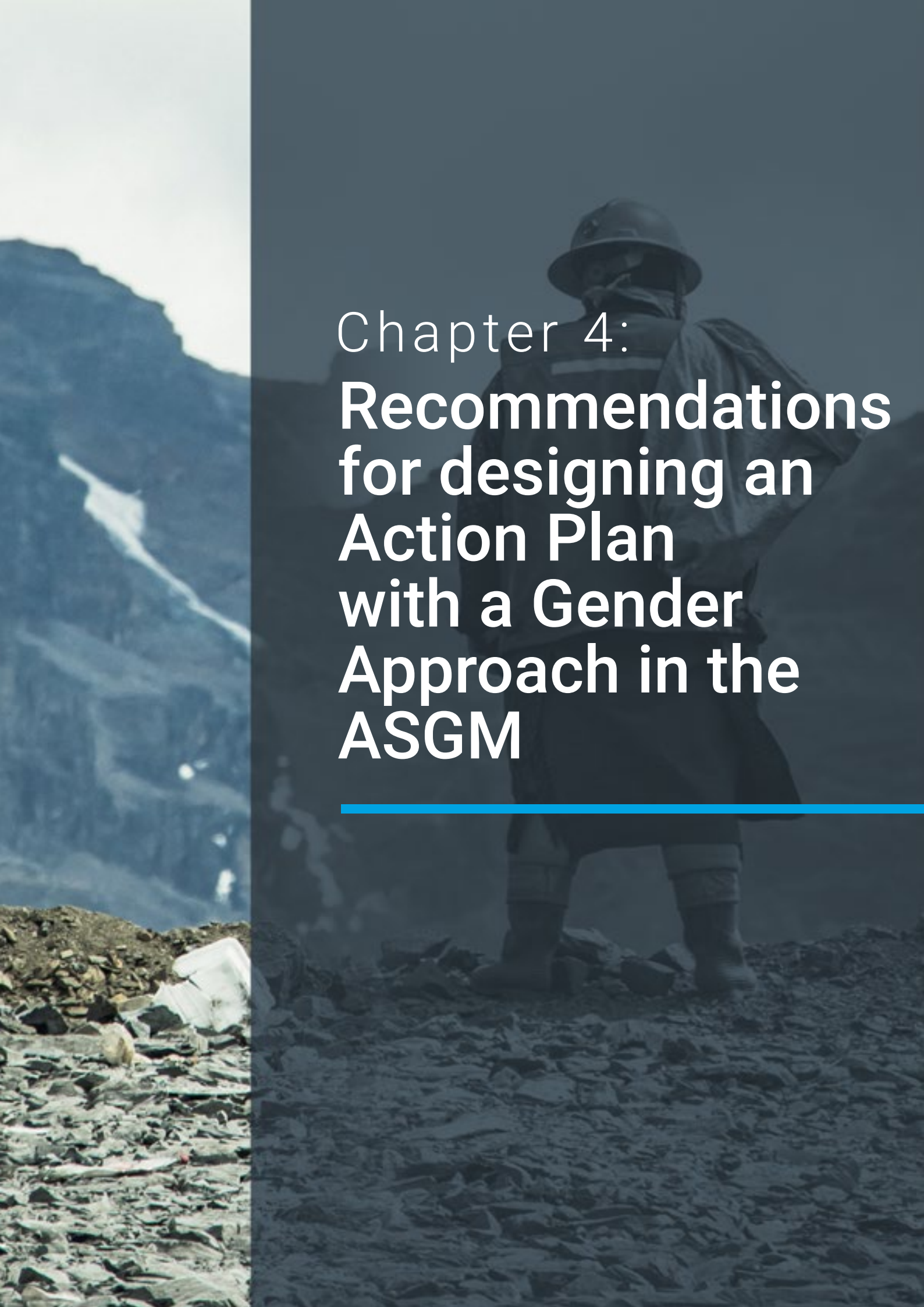
Recommendation:



It is necessary to promote education regarding the risks of mercury use for health and the environment and develop capacities in the use of clean technologies.



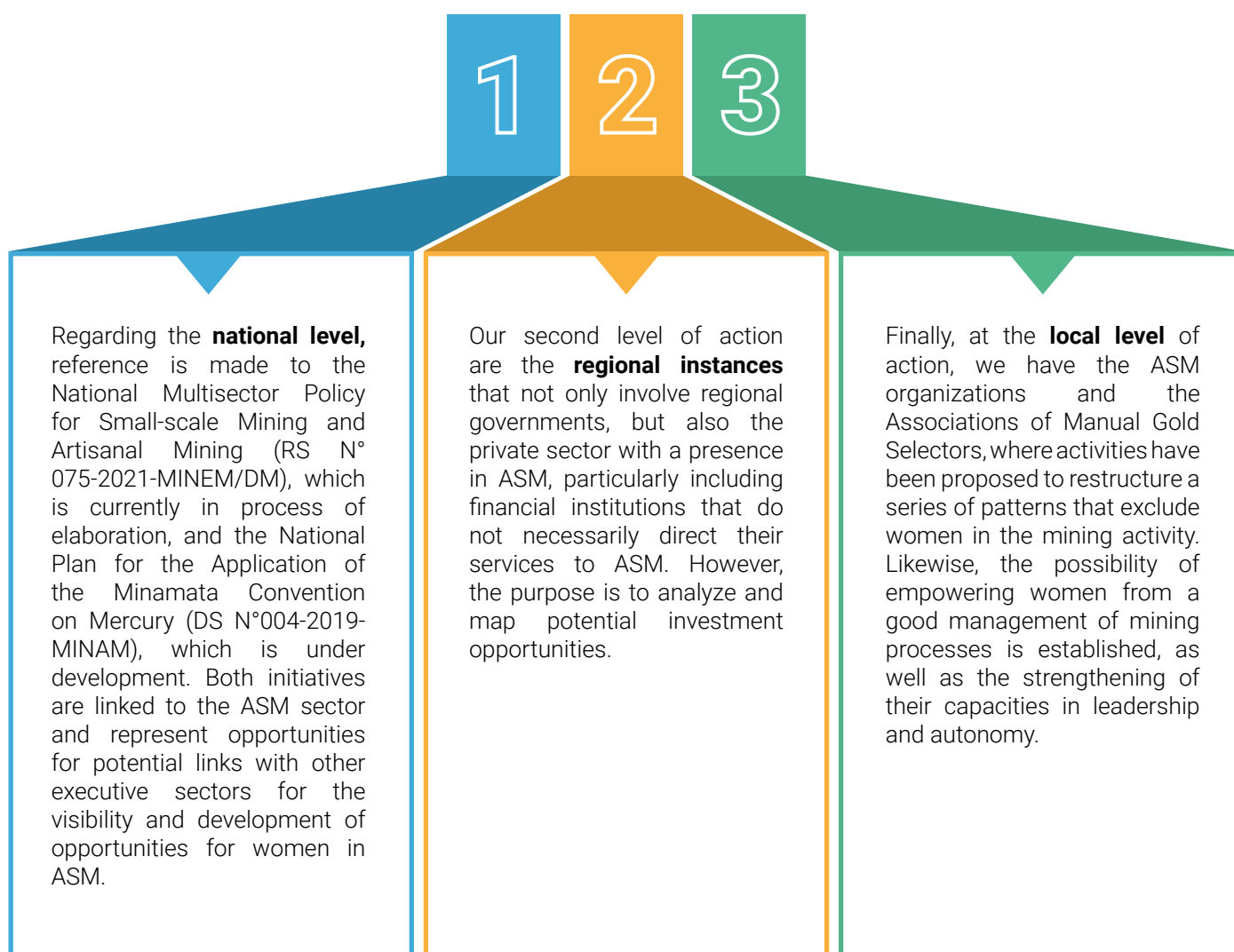


A person wearing a hard hat and safety gear is standing on a rocky, mountainous terrain. The background shows a steep, rocky mountain slope under a clear sky. The person is wearing a dark jacket and pants, and is holding a tool or equipment. The overall scene is rugged and industrial.

Chapter 4: Recommendations for designing an Action Plan with a Gender Approach in the ASGM

The recommendations established for the design of an Action Plan with a Gender Approach collect the results of the diagnosis regarding the roles of men and women in ASM, how they interrelate and the gaps that are identified among them and propose a multi-stakeholder strategy that involves the 3 levels of government: national, regional and local, considering both the parties involved in the sector and those who could influence its performance. In this regard, the plan aims to balance the opportunities and participation of men and women in ASM, emphasizing a series of activities that create conditions for the development of women in ASM and thus reduce their disadvantaged situation.

The recommendations for the preparation of an Action Plan for Gender for ASM are proposed in the form of strategic objectives according to the three levels of intervention: national, regional and local.



Action level: National (Executive sectors)			
Strategic Objective	Results	Actions	Involved Entities
Strategic Objective 1. Promote gender equity and participation of women within the framework of the National Multisector Policy for Small-scale Mining and Artisanal Mining (RS N° 075-2021-MINEM/DM)	Result 1. Formalization process of the ASM with a gender perspective and indicators, incorporating actions towards the visibility of women's participation in the value chain.	<p>1.1 Promote multisector regional technical groups, which may evaluate gender aspects in ASM through periodic meetings.</p> <p>1.2 Generate the expansion of the scope of the <i>*Registry of Third Natural Person Tax Regime</i> and Manual Gold Selectors (DS 018 – 2018 EM) to other regions with the presence of selectors.</p> <p>1.3 Develop a registry or database that tracks the production of manual gold selectors at a national level and link this registry to strategic entities (Asbanc, FEPCMAC, Midis, Minsa, MIMP, Mintra, MTPE)</p> <p>1.4 Promote articulated participation with executive sectors: 1) MIMP: development of a gender strategy that takes into account the socio-economic reality of men and women in ASM. 2) Midis: Implementation of CUNAMAS services in the localities near the mining centers. 3) MINSa-DIRESA: health centers give talks on the impact and risk of the use of mercury in pregnant women and children in ASM and women who work in the manual selection of gold.</p>	<ul style="list-style-type: none"> • Minem (Ministry of Energy and Mining) • MIMP (Ministry of Women and Vulnerable People) • Midis (Ministry of Development and Social Inclusion)
	Result 2. Promote, form and technically assist the creation of a union or national association of mining women in the ASM sector, with the purpose of exchanging experiences, knowledge and contributing to political influence on the main aspects that affect them (formalization of manual gold selectors, skill development, exposure to heavy metals, among others).	<p>2.1 Promote the legal constitution and/or strengthening of associations of manual gold selectors.</p> <p>2.2 Promote the development of a Comprehensive Program of Organizational Management Workshops aimed at associations of manual gold selectors through modules such as: 1) Leadership, 2) Safety in the Manual Gold Selection activity, 3) Administration of the Association and 4) Advice for making agreements and prioritizing initiatives.</p> <p>2.3 Promote and/or provide technical advice for the legal constitution of the network of women miners at the national level.</p> <p>2.4 Promote a management committee for the network of women miners, made up of specialists and leaders of ASM, with the purpose of prioritizing topics of greater importance.</p>	
Strategic Objective 2. Promote the gender perspective in the framework of the implementation of the National Plan for the Application of the Minamata Convention on Mercury (DS No. 004-2019-MINAM) related to ASM.	Result 3. Recognition of women's participation in the ASM value chain and the opportunities for reducing the use of mercury in the sector.	<p>3.1 Promote an strategy for the participation of organized groups of women miners and/or associations of manual gold selectors into the awareness strategy on the uses of mercury in ASM.</p> <p>3.2 Promote preventive educational programs for ASM that contain participation goals disaggregated by cross-cutting approaches such as gender, sex and interculturality.</p>	<ul style="list-style-type: none"> • Minem (Ministry of Energy and Mining) • Minam (Ministry of the Environment) • Minsa (Ministry of Health)

Action level: Regional (Regional Directorate/Management of Energy and Mines, private entities with presence in the ASM sector)

Strategic Objective	Results	Actions	Involved entities
Strategic objective 3. To promote access to credit, financing, and financial education for ASM women and manual gold selectors.	Result 4. Comprehensive Financial Education Program adapted to the different demands of women and men from the ASM.	4.1 Comprehensive Financial Education Program, taking into account the learning modules: 1) Savings and management of family income, 2) Administration of income for the artisanal mining activity, 3) Identification of complementary business opportunities, 4) Development of Business Plans.	<ul style="list-style-type: none"> Financial institutions Savings and credit cooperatives Development Entity for Small and Microenterprises (Edpyme – by its initials in Spanish) Fintech Organizations that provide financial and non-financial services adapted to rural development
	Result 5. Access to information from financial entities for the ASM sector.	5.1 Build alliances with non-traditional financing and credit entities, such as savings and credit cooperatives and Fintech. 5.2 Develop awareness and training programs aimed at financial institutions with the purpose of presenting information of financial value regarding ASM, as well as its investment opportunities.	
	Result 6. Financial mechanisms/ instruments adapted to the profile of ASM organizations and organized groups of women manual gold selectors	6.1 Build alliances with programs and/or business incubators to promote ventures of organized groups of women miners and manual gold selectors. 6.2 Develop alternative self-financing mechanisms aimed at manual mineral selectors and women without access to credit through the formation of solidary savings groups and/or community banks.	
Strategic objective 4. To raise awareness about the risks of mercury use and to promote access to mercury-free technological solutions.	Result 7. ASM Organizations and Associations of Manual Gold Selectors informed about the risks and impacts of mercury on human health in order to identify mercury-free technologies associated with their mining activity.	7.1 Prepare and disseminate informative material on the Minamata Convention, its impacts on human health and risks to women, pregnant women, and children. 7.2 Develop information campaigns in mining centers on the use of clean technologies and the supply available for their purchase.	<ul style="list-style-type: none"> Diresa (National Health Directorate) DREM/GREM (Regional Directorate of Energy and Mines / Regional Management of Energy and Mines)
	Result 8. A regional health strategy (commissioned by the Regional Health Directorate – DIRESA by its initials in Spanish) includes the current situation of the use of mercury in ASM and develops a training plan aimed at the detection and control of potential cases of exposure to mercury.	8.1 Create a training program for health center staff (at the regional level) on the impacts and risks of mercury use.. 8.2 Implement a strategy for taking samples and periodic medical evaluations of population potentially exposed to mercury.	
Strategic objective 5. To promote an ASM free of violence against women and/or the family group.	Result 9. ASM organizations have internal mechanisms for reporting all types of violence against women and/or the family group	9.1 Promote the incorporation of guidelines for the prevention and punishment of gender violence (such as workplace sexual harassment) in the Statutes and Regulations of ASM organizations. 9.2 Identify operators and coordinate care and prevention services for violence against women of the MIMP (Ministry of Women and Vulnerable Populations) Aurora Program in the mining centers. Dissemination of informative material on the services of the Aurora Program (line 100, etc.) in ASM workplaces.	<ul style="list-style-type: none"> MIMP (Ministry of Women and Vulnerable Populations), Aurora Program Women's Emergency Center
	Result 10. Women's Emergency Centers (CEM – by its initials in Spanish) are completely aware of the situation of violence in ASM and are trained to develop communication and prevention strategies.	10.1 Develop a training program for Women's Emergency Centers on the violence situation in ASM. 10.2 Promote the strengthening of community strategies for prevention and communication of Women's Emergency Centers with the purpose of serving and reaching the mining population. 10.3 Implement workshops in mining centers on violence against women and family groups.	

Action level: Local (ASM Organizations, Organized Associations/Groups of Women)

Strategic Objective	Results	Actions	Involved entities
Strategic Objective 6. To promote conditions and guidelines for equity between men and women within the formalized ASM as well as the ASM in process of formalization.	Result 11. ASM organizations have gender equality guidelines/policies.	11.1 Provide technical advice for the design of gender equity guidelines in the ASM Statutes, approved in assembly. 11.2 Technical assistance for the modification, updating and registration of the Statutes with gender equity guidelines in Public Records.	<ul style="list-style-type: none"> • ASM Organizations • Associations of Manual Gold Selectors • Entities/ organizations in this sector that may provide technical assistance, specialized in gender and rural related topics.
	Result 12. ASM organizations are aware of the impact of gender stereotypes and discrimination against women.	12.1 Development of workshops on organizational strengthening that address gender equity and the impacts of gender inequalities in the access and control of resources within ASM.	
Strategic Objective 7. To develop the strengthening of women's leadership in the ASM sector.	Result 13. Women and manual selectors in the ASM strengthen their leadership and recognize means of empowerment.	13.1 Implement a leadership program for women and manual mineral selectors in the ASM that address issues on: entrepreneurship, occupational health, marketing, teamwork, gender equity and empowerment, as well as processing and use of clean technologies.	
	Result 14. Development of Good Practices in the selection of gold: technical and commercial aspects.	14.1 Establish gender quotas in the decision-making of the ASM organization, such as assemblies, directories, among others. 14.2 Promote the creation of women's committees with the aim of activating dialogue between partners and women who work in the mining operation regarding issues that not only derive from the mining activity itself, but also other social and/or community aspects that affect the performance of the mining work.	
Strategic Objective 8. Development of Good Practices in gold selection: Technical and commercial/ negotiation aspects.	Result 15. Female manual gold selectors are trained and manage safety standards within their mining activity.	15.1 Analyze the critical points of the business model of manual gold selection.	
		15.2 Provide technical support for the standardization of good practices in the manual selection of gold. 15.3 Provide personal protection equipment. 15.4 Provide technical advice to enter into agreements with mercury-free benefit plants, to improve the benefit process in the value chain of manual gold selection.	

Conclusiones

- In the **ASM sector, a series of inequalities persist between men and women** that affect their possibilities for development at the individual, family and work levels. These challenges are linked to the findings of this study on the labor system, management and exposure to mercury, knowledge about reproductive sexual health and access to protection mechanisms against violence, financial access, and the perpetuation of gender stereotypes.
- Since labor informality is a significant characteristic of the ASM sector, the study shows that **79% of men and women do not have an employment contract** (70% women miners, 75% male miners and 93% pallaqueras or ore panners) and only 18% are included in the payroll. The pallaqueras (ore panners) do not have any kind of employment contract and, therefore, they do not have labor rights.
- **The manual gold selection activity known as “pallaqueo” (ore panning)** is only **recognized** in Puno, where the Registry of *Third Natural Person Tax Regime and Manual Gold Selectors was created, which has 11,753 registered people. Only **24.16% of those registered people are women** - approximately 2,840 of them are pallaqueras (ore panners) - a figure that does not necessarily reflect the total number of selectors in the region. According to the study, **100% of the surveyed pallaqueras (ore panners) are unaware of the registration and/or its purpose.**
- The study revealed that **the activity of manual selection of gold or pallaqueo (ore panning) is also practiced in other regions** such as Arequipa, Ayacucho, Piura, La Libertad, Ica and Apurímac. Besides, this study revealed that it is important that the Supreme Decree No. 018 – 2018 EM is **extended** to these regions in order to **recognize and make visible the economic activity of the pallaqueo (ore panning)** as part of the gold value chain.
- Regarding the roles within the mining organization, it is evident that **male miners have roles and positions with greater activity and hierarchy**, while **women miners** still carry out **subordinate tasks**, which undermines their capacity to exercise leadership and /or get involved in the processes of the organization.
- In the case of the **manual gold selection activity - generally carried out by women - a double dependency is evident:** i) they depend on the authorization of the mining concession holder or the mining operator where they carry out the mineral selection work and ii) they depend on the gold trader who sets the purchase conditions based on the international price of gold and the quality of the product. In this regard, the pallaqueras (ore panners) not only operate in the precariousness and risks of the mining activity itself, but also see their decision-making and/or negotiation possibilities limited, as well as their opportunities to generate higher income.
- **Male miners (57%) unlike women miners (66%) and pallaqueras (ore panners) (84%) have less responsibility for carrying out housework and caring for sick family members**, a situation that was more evident as a result of the Covid-19 pandemic. Likewise, the male miners in the ASM sector have more free time after the working day and they use this time for recreational or leisure activities.
- **The levels of leadership in the ASM sector depend on the level of development of the organizations and/or associations of miners themselves.** However, the pallaqueras (ore panners), being in the most precarious part in the gold value chain, face challenges of associativity and leadership building. In the case of women miners, despite sharing spaces with their fellow miners, they still are afraid of giving their opinions and vote, the main limitation to develop competitively within the mining company.
- **65% of men and women in the ASM sector** (60% of women miners, 67% of male miners and 69% of pallaqueras - ore panners-) **have not requested formal loans** because they perceive that they **would not meet the requirements of financial institutions** as they request accounting evidence of their income or the documentation that accredits them as formal.
- The weak expectation of growth in the manual gold selection activity and the limited vision of investment opportunities in their localities, has contributed to the fact that **only 27% of pallaqueras (ore panners) demand some type of loan and/or financing. However, 50% of women miners and 48% of male miners demand financing as they have managed to map better opportunities for their mining businesses.**

- **71% of men and women in the ASM sector** (77% of pallaqueras - ore panners -, 64% of women miners and 72% of male miners) **consider that they do not have information on the real impact of mercury on health and the environment**, and state that they want to obtain more information about this issue.
- **51% of men and women in the ASM sector** (60% of pallaqueras – ore panners-, 44% of women miners and 49% of male miners) **perceive that they are exposed to mercury as a result of artisanal mining activities**. The survey also revealed that they had never had any type of clinical evaluation to verify the level of mercury in their body.
- Although the ASM is not free from cases of violence against women or members of the family group, **73% of men and women from the ASM** (71% of pallaqueras -ore panners-, 69% of women miners and 80 % of male miners) **are unaware of the location and function of the Women's Emergency Centers in their localities**, as well as the procedure they must follow in case of being victims of some type of violence.
- **82% of men and women from the ASM** (79% of pallaqueras – ore panners -, 87% of women miners and 81% of male miners) **show a high willingness to attend workshops** and/or receive information to exercise their **right to protection against violence family**.
- Regarding gender stereotypes in ASM, the study shows that the **patriarchal system is still dominant**, minimizing the role and contribution of women in the mining activity. In this regard, for **59% of male miners, women in the mine can represent a distraction to the rest of the men and 53% of male miners consider that caring for children prevents women from concentrating on work**, a perception that constantly conditions the employability and hiring of women who are mothers. Finally, for **47% of male miners, mining work represents great physical effort and high risk for women, which is the reason why women could not bear it**. This shows a common stereotype not only in rural areas, but also in urban ones, which is considering women as a weak person who are usually assigned subordinate roles.

Recommendations:

- Implement an Action Plan with a Gender Approach in the ASM that allows equitable access to better socio-economic conditions for men and women in this sector. Likewise, develop specific actions focused on women, facilitating conditions and opportunities and opportunities in the mining activity.
- Involve the 3 levels of government: national, regional and local, with the purpose of articulating actions from the public and private sectors to address a series of gaps that allow the balance of opportunities and participation of men and women in the ASM sector.

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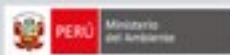
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