

Mining health
partnerships:
a short analytic
framework

The Mining Health Initiative is working to expand the mining industry's contribution to better health.

Funded by the UK Department for International Development (DFID), International Financial Corporation (IFC) and Rockefeller Foundation, on behalf of the HANSHEP Group¹, the project is looking to find agreement and best practice on principles for mining health programming.

These principles can provide legitimacy to existing programmes and can serve as a catalyst for increased high-quality health programming by mining companies.

The primary question to consider is how mining companies and governments can work together to create situations that benefit both partners while improving health outcomes of a given population. Costs and benefits arising to mining companies as well as governments and society need to be taken into account.

This summary paper outlines an analytic framework which, together with subsequent case studies, will provide a base for the development good practice guidelines for mining health programming.



The partnership between mining companies and public health authorities to improve health outcomes.

¹ HANSHEP is a group of development agencies and countries established by its members in 2010 with the aim of seeking to work with the non-state sector in delivering better healthcare to the poor. Current HANSHEP members include the Rockefeller Foundation, Bill & Melinda Gates Foundation, AusAID, DFID, IFC, KfW, USAID, the World Bank and the Government of Rwanda.

Technical parameters

When analysing mining health partnerships, it is important to understand their direct benefits, their impact on government health programmes and their impacts on general health outcomes. It is key to investigate how mining health programmes are aligned with government priorities and systems.

The next phase of research to be undertaken by the Mining Health Initiative will present an excellent opportunity for investigation into the following key technical areas of analysis, as well as for further scrutiny, testing, modification and refinement of these parameters more generally.

Health systems strengthening

- Assess and analyse whether mining health partnerships help to strengthen the national health system as a whole or focus exclusively on disease-specific programmes that address selected health issues of concern, and how they do this.
- Understand whether and how disease-specific programmes may contribute to strengthening or weakening the system.
- Assess how mining companies recruit health personnel and whether incentives provided are in line with national remuneration systems. In cases where they are not, to assess whether this could cause financially-motivated brain drain from the public sector to mining health programmes.
- Investigate whether staff capacity is built up through mining health programmes and, if so, whether such capacity building is in line with national training curricula, to ensure health personnel are able to work in the government system as well as in the private health sector.
- Assess how health facilities and services provided by mining health programmes are embedded in the government system in order to allow for referral to public and other private healthcare institutions as necessary.
- Assess how mining companies undertake health impact assessments which consider the positive and negative impacts of the company's activities on the health of the local population.

Alignment and harmonisation

- Assess how mining health programmes take account of and are designed and implemented in line with national health policies, strategies and plans as well as any sub-policies pertaining to specific aspects of healthcare provision in a given context. This includes the level of care and the type of services provided as well as focus on any potential gaps identified as priority areas by government. National policies are usually put in place according to public health research and patterns, the structure of the existing health system, human and other resources available, etc.
- Assess how mining health programmes are aligned and harmonised with programmes implemented by other development actors and projects.
- Assess how systems for collection and analysis of programme data are aligned with national data collection protocols and identify how programme data is made available to public authorities for linking into the national Health Management Information System.

Communication

- Assess how mining companies use their resources, networks and capacities to participate in, and provide support to, national IEC (Information, Education and Communication) campaigns on jointly identified priority issues.
- Identify if the programme communicates its benefits clearly, honestly and pro-actively, and facilitates constructive discussion with key stakeholders, therefore avoiding potential difficulties in programme implementation.

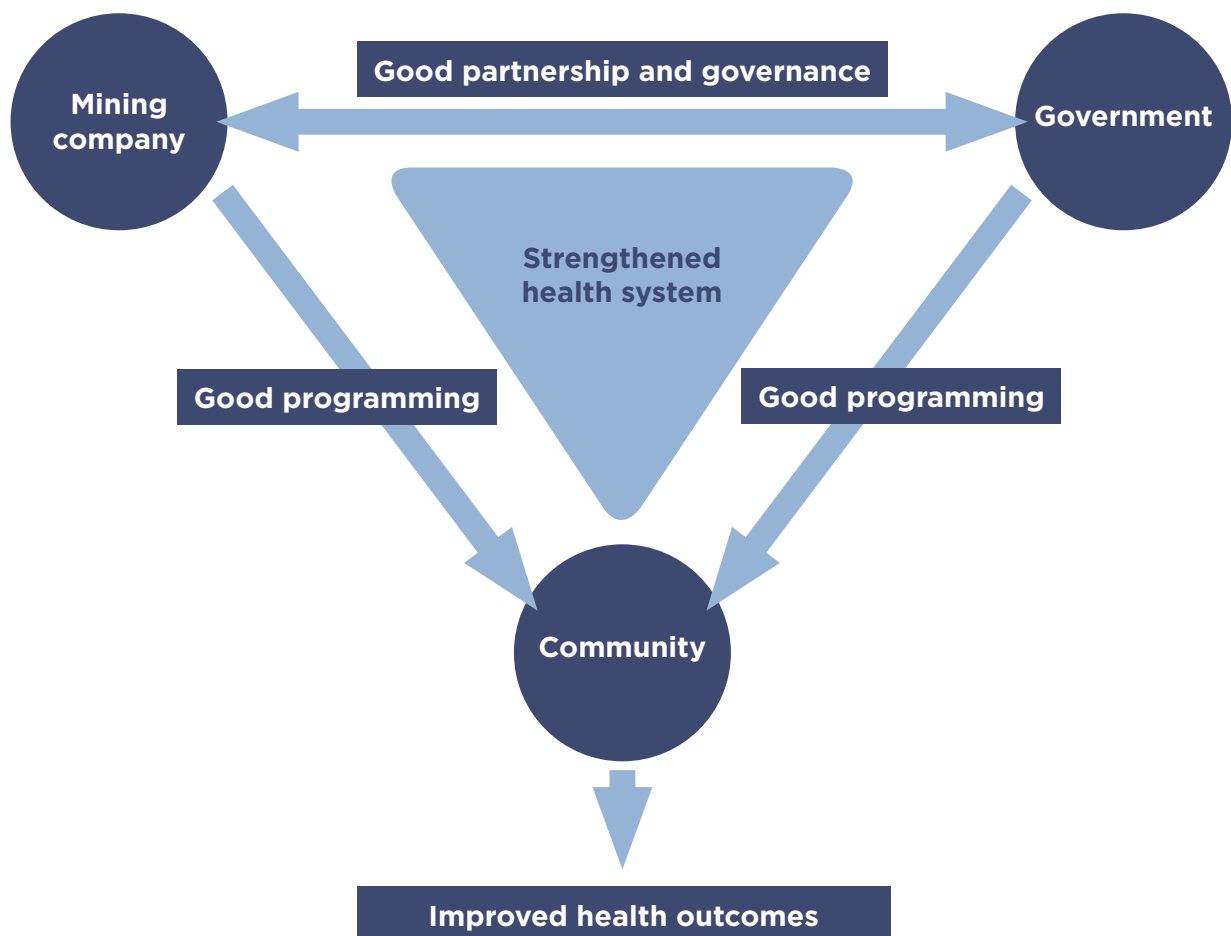
Sustainability

- Assess how mining health programmes have taken steps to avoid any disruption in health service that may affect the beneficiaries.
- Understand to what extent mining health programme considers and takes into account responsibility for future generations as well as for current beneficiaries.
- Assess the range of sustainability activities mining companies engage in – these could include education programmes, livelihoods and enterprise initiatives, some of which are designed to support their supply chains.

Mining health partnerships - routes of impact

Mining companies can improve overall country health outcomes by working together with governments and the public sector to strengthen health systems.

Maximum impact can be channelled through good partnership and governance among partners, as well as good programme implementation. These key routes of impact for mining health partnerships are shown in the diagram below.



Partnership and governance parameters

Partnerships between the public and private sectors can offer innovative approaches at both policy and implementation levels. However, much depends on their components, structures, institutions and staff.

The quality of mining partnerships can be assessed along the following lines:

Roles and responsibilities

- Assess the roles and responsibilities, including contributions, leadership and division of risks and benefits, and where they are specified (e.g. contracts and other agreements) and whether there are any gaps, areas of overlap or conflict.
- Aim to understand if mining companies acknowledge and support the stewardship function of government and how they might do this.
- Investigate whether there is clarity and understanding among partners about differing goals, objectives and expectations. For example, while mining companies may focus on economic objectives, public health authorities may pursue social goals primarily.

Transparency

- Assess how partners share benefits and investments (financial, human, political or social) on joint action and goals and find out if there are any imbalances and if so, why.
- Costs and benefits may differ substantially for each partner. Assess to what extent partners' goals, decisions, costs and benefits differ and how this is made transparent.

Flexibility

- Assess the willingness of partners to be adaptable and flexible when modifying approaches in working together, based on changing circumstances and lessons learned.
- As mining partnerships for health tend to explore innovative solutions and challenge the traditional ways of working of all partners involved, flexibility is something that will be required of all partners.

Governance

- Aim to understand how public authorities are committed to ensuring clear legislation and regulatory systems.
- Provide guidance and confidence to all partners, particularly mining companies, to determine their own policies and plans and to protect their financial interests and property rights.
- Good governance requires well-functioning institutions with transparent, efficient procedures and accountable and competent public and private sector partners.²
- Assess how mining health programmes respect the principles of good governance (participation of stakeholders, decency, transparency in decision-making, mutual accountability, fairness in equal application of rules and efficiency in resource utilisation) within the partnership and how they can contribute to good governance more generally.

² See UNECE (2008). Guidebook on Promoting Good Governance in Public-Private Partnerships

Assessing cost

Detailed information on financial costs and benefits will help assess the net benefits to mining companies as well as cost per unit, for e.g. cost per patient treated.

A breakdown of direct costs in recurrent costs (for personnel, commodities, supplies, running costs, etc.) and capital costs (for infrastructure and equipment) is desirable.

Similarly, indirect costs should be split into management time and costs as well as other overheads.

Estimating economic costs, i.e. total costs of service provision through internalising volunteer time and material donations received, for example, may be difficult within the scope of this exercise.

Assessing value for money – Financial Valuation Tool

Mining companies have believed in the value of sustainability investments for some time but quantifying the return on such investments has been difficult.

The Financial Valuation tool recently created by the International Finance Cooperation helps companies assess both protection and creation of financial value derived from sustainability investments, such as mining health programmes.

This Excel-based tool adds a layer of rigour to traditional approaches such as stakeholder engagement, risk analysis and financial modelling. Ultimately, the tool helps companies define their right portfolio of sustainability investments and estimate the likely financial return. It does this by helping companies answer the following questions:

- Which investments can be considered sustainability investments?
- How can value be created through saving inputs and increasing productivity?
- How can value be protected by minimising and mitigating risk (such as delays, disruptions, lawsuits)?
- In a given context, what portfolio of sustainability investments yields the greatest result?
- What are key value drivers for my sustainability investments?

Programme parameters

Following many years of experience with development programmes and projects, there is widespread recognition of the following programme priorities:

Equity

- Understand how the most marginalised and vulnerable populations access the services. For example, there are various potential barriers to accessing health services, including financial, transport, physical, cultural and other barriers, which affect some parts of the population more than others.
- Assess whether fee structures, where relevant, are set in a way that facilitates social equity and ensures low-income groups are not excluded from accessing services.

Evidence-based approach

- Assess how evidence is used in programme design and implementation.
- Analyse how appropriate systems for data collection, analysis and management have been put in place.
- Assess how data and information is used for systematic programme evaluation.
- Identify any mechanisms for sharing data and information among partners as well as with other programmes and networks.

Engagement with beneficiaries

- Assess how mining health partnerships engage and consult with communities and other stakeholders from early in the programme design stage.
- Investigate how they provide active support to the stakeholders to facilitate such engagement.

Value for money

- Investigate how value for money and efficiency of programming is systematically assessed through analysis of all costs and benefits.
- Understand how more cost-effective alternatives for programme design, implementation and M&E are identified where appropriate.
- Assess whether long- and short term impacts as well as wider economic costs, including opportunity costs, are also factored in.

Steps in understanding the impact on development programming³

1. Assess country context: Prepare an overview of the country's geography, population, settlement, land use, economy and recent history with an emphasis on characteristics that influence or are influenced by the economic and social impact of mining: economic performance, political stability, quality of governance, dependence on mining, and poverty and human development.

2. Profile stakeholder groups: Develop a profile of the participating mining operation(s) and the local communities in which they operate. This should include a profile of any partnerships already set up by the mining operation(s) for economic and social development.

3. Measure mining contributions to the host country: Aim to understand how the host country's broad-based economic growth (of incomes, GDP, exports etc) and social development have changed in the period during which mining has assumed a significant relative importance.

4. Assess host country governance and economic management: Assess the structures that may affect the economic and social benefits of mining. Distinguish this from more detailed analysis on the political economy.

5. Measure community impact. Measure the participating mining operation's positive and negative economic and social impacts (employment, procurement of locally supplied goods and services, training, social and infrastructure provision) at the local level.

6. Assess macroeconomic impact: Analyse the participating mining operation's contributions to GDP, government revenues, and balance of payments over the life cycle of the mine, including the likely impacts of future expected operations as well as those of the present and recent past.

7. Examine impact on governance structures: Assess the direct and indirect influence of mining on governance structures, institutions and policy choices at different levels of government (national, regional and local).

³ Adapted from ICMM (2011). Mining: Partnerships for Development Toolkit

Conclusion

The full Analytic Framework is available to download at www.mininghealth.org.

The short Analytic Framework provides a base for the development of good practice guidelines for mining health programming and effective partnerships, which can be adapted to programmes of different scope.

It proposes that for good partnerships between the private and public sectors, it is necessary to have the following principles:

- alignment with national priorities through alignment with national and local policies and plans.
- alignment with national and local systems for data collection, monitoring and evaluation.
- strengthening of national systems through capacity building, alignment of incentive structures for staff and enabling of the government's stewardship function.
- transparency and information sharing.

The next step will be to develop four country case studies and undertake three in-country stakeholder consultations. A set of best practice standards and guidelines will then be submitted for consideration by stakeholders.

Ultimately, the Mining Health Initiative will demonstrate the ways in which joint investment and collaborative working can contribute to better health outcomes in low-income countries that have emerging and developed mining sectors.

The Mining Health Initiative is undertaken by Health Partners International and Montrose International, in partnership with the Institute of Development Studies and the International Business Leaders Forum.

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The Mining Health Initiative is keen to engage with industry, state actors, civil society and other stakeholders.

For additional information please go to: www.mininghealth.org

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