



**POVERTY ERADICATION &
SUSTAINABLE LIVELIHOODS:
FOCUSING ON ARTISANAL
MINING COMMUNITIES**

SPPD PROJECT RAF/99/023

FINAL REPORT

United Nations Department of Economic and Social Affairs (UNDESA)

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Executive summary

In Africa, artisanal and small-scale mining is largely poverty-driven. The sector has grown as an important economic activity in many countries. It is estimated that more than 20 million people depend on it for their subsistence. The absence of viable rural income-generating activities contributes to swelling the ranks of the artisanal miners. In many African countries, ASM is a backbreaking activity, often performed clandestinely in lawlessness, poor social and health conditions (HIV/AIDS). In spite of its growing “occupational” importance, there is a lack of reliable regional and national socio-economic statistics to assess the real economic significance of the sector. This information is needed to devise policies able to harness ASM dynamism for growth based-poverty reduction in the region where it is practiced. Paradoxically, the financial windfall of ASM does not visibly contribute to lasting poverty reduction, and sustainable livelihood. These temporary augmented incomes are usually consumed by the high cost of living in ASM regions. Consequently, surplus are unavailable for investment in alternative and, or complementary income generating activities.

Contrary to the more conventional sectoral approaches, which overwhelmingly aimed at ASM promotion, this SPPD project (Support service for Policy and Programme Development) focused on policies able to promote the sustainable livelihoods of the broad ASM community. The project produced policy options for governments and development partners at the macro, meso and micro levels that contribute towards poverty reduction. These policies are directed to 1) upgrading ASM into an economically viable and socially responsible activity, and 2) identifying opportunities for alternative and complementary sustainable livelihoods.

Four ASM countries participated in the project, namely Ghana, Mali, Ethiopia and Guinea. The activities started in January 2000 and were terminated in February 2003 with the release of the report on the Africa Regional Seminar on Artisanal and Small-scale Mining: Identifying best practices, and building the sustainable livelihoods of communities. The seminar was organized in Cameroon with the financial support of UNECA, and the hospitality of the government of Cameroon. In each of the four countries, a survey of selected ASM regions (gold, dimensional stone, diamonds) was undertaken using the Sustainable Livelihood Approach, SLA. The findings were discussed and validated at a national workshop. Policy orientations were identified. The national studies have been widely distributed. The report of the Regional seminar, and the text of the Yaoundé Vision Statement were printed thanks to a financial contribution from the French bilateral cooperation. The objective of the Yaoundé Statement is to contribute to sustainably reduce poverty and improve livelihood of the ASM communities by the year 2015 in line with the Millennium Development Goals, MDGs. The documents have been posted on several websites.

The major finding of this SPPD is that the project results will probably have broader visibility and resonance at the global and regional levels than in the four countries. At the national level, the insularity of the mining sector has kept the ASM sub-sector in a de facto “mining trap”, e.g. on the margin of the rural development priorities. The development community, particularly the Community based organization, CBOs and NGOs are unaware of the development challenge and

poverty reduction potential of ASM. In the four project countries, not a single NGO is providing support to the ASM communities.

Not surprisingly, very few Poverty Reduction Strategy Papers (PRSPs) make reference to ASM. Mining authorities should revisit their contribution and commitment to poverty reduction in order to become active and credible member of the poverty strategy effort. This commitment to change should go beyond the provision of increased fiscal revenues, foreign exchange earnings, and mining jobs- the recognized tenets of the trickle-down economic model. The mainstreaming of ASM into the PRSP process also implies poverty reduction benchmarking within mining policies.

In concrete follow up terms, several initiatives (DFID, WB) have been initiated as a direct result of the project findings and recommendations. UNDP is now funding an SPPD in Tanzania in order to gather elements for launching a national dialogue on the contribution of mining to poverty reduction. Because the UN system has traditionally played a modest and neutral role in the development of the extractive industry, it is uniquely well placed to help willing governments to overhaul their mining policies for poverty reduction, and conflict prevention. NGOs and CBOs should be encouraged to work toward empowering the ASM communities. This support will go a long way towards reducing social tensions. One should remember that, in Africa the majority of conflicts were stimulated by the artisanal mining of gemstones and precious metals.

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1. REGIONAL BACKGROUND.

Because artisanal mining is largely poverty-driven, it has grown as an economic activity, which commonly complements or replaces more traditional forms of rural subsistence earnings. The Mining, Minerals and Sustainable Development (MMSD) Southern Africa report (2002)¹ acknowledges that Artisanal and Small-scale Mining (ASM) is "typically practised in the poorest and most remote rural areas by a largely itinerant, poorly educated populace, men, and women with few employment alternatives". However, the sector may have the potential to economically empower disadvantage groups and enrich nations by virtue of its low investment costs and short lag-time from discovery to production".

In spite of ASM growing regional "economic" importance, there is a lack of reliable regional and national socio-economic and poverty statistics to assess the real economic significance of the sector. For many policy makers, this absence of data hinders the formulation of growth-based rural poverty reduction policies, and subsequently their implementation. It also limits the impact of sectoral strategies, and programmes. Over the years, entities responsible for the ASM sector, such as ministries of mines have been challenged to develop, and implement policies able to mitigate the negative socio-economic, and environmental impacts of ASM. Globally ASM dynamism is still not well understood, notably the economics behind the marketing channels (gold, diamond and gemstones). Consequently to the high cost of living in ASM region, incomes do not go very far. Moreover, one has to demonstrate whether short-term income gains at the local level can translate into medium and long-term poverty reduction. It is not clear whether the ASM gains outweigh its, often severe, socio-economic and environmental drawbacks. Experience indicates that ASM stakeholders have different interests. ASM can move forwards as a viable economic activity able to contribute to poverty reduction, provided these diverse interests can be adequately addressed and finally reconciled.

However, it is highly unlikely that a single best-practice model may apply to all ASM countries in Africa. It is therefore recommended to devise strategies that are realistic, participatory doable, well founded in communal realities and supported by the communities themselves. These strategies call for both dialogue and partnership efforts at all levels of decision-making, including the community level. It is felt that the implementations of the project's recommendations can facilitate this process.

2. PROJECT OBJECTIVES

The long-term development objective of this project is to assist national governments and civil society in the implementation of the commitments agreed to at the various UN global conferences, particularly on the issue of poverty eradication. This project also aims to assist stakeholders at all levels in policy development and to set priorities in the different areas for intervention. Using a set of criteria, DESA/UNDP identified 4 countries: Ethiopia, Guinea, Ghana, and Mali, for their significant artisanal mining sectors. These countries were chosen to

¹ Mining, Minerals and Sustainable Development (MMSD), Volume 1, Report of the Regional MMSD Process, University of the Witwatersrand, South Africa, 12 February 2002.

provide a broad spectrum of artisanal mining conditions and levels of government intervention. In all 4 countries artisanal mining is a legal activity.

The project's specific objectives were as follows:

1. To develop an understanding of poverty in artisanal mining communities and the role that the sustainable livelihood approach can play in eradicating poverty in these communities;
2. To produce a set of policy options and best practices, for use by government, IGO's and Civil Society at the micro, meso, and macro levels, that contribute toward poverty eradication through:
 - a. Promoting opportunities of developing alternative and complimentary sustainable livelihoods for those engaged in artisanal mining, and
 - b. Upgrading the artisanal mining sector to an economically viable activity.
3. To provide information on HIV/AIDS situation in artisanal mining communities,
4. To promote future cooperation between DESA and UNDP to identify best practices for future collaboration on projects focussed on poverty eradication and to show case practical cross-sectoral work and partnerships at the intergovernmental level.

The project had two core themes. Firstly, in the typical artisanal and small scale mining (ASM) areas there are large numbers of miners, men, women and children and a limited quantity of mineral resources. These miners often work marginal deposits soon to be depleted. The cost of living is high and staple goods are more expensive than elsewhere, hence further reducing income. In these conditions it is necessary to identify and generate alternative livelihood opportunities to compensate for individual declining income. The lack of viable alternatives is the main reason behind the growth of unregulated ASM. As a result, it is felt that those people who decide to continue mining will improve their earnings without compromising the ability of others to achieved sustainable livelihoods.

Secondly, ASM is a very backbreaking activity often performed clandestinely in lawlessness. The other actors of the mineral supply chain, mainly traders and buyers, commonly abuse the miners. Unregulated ASM results in severe environmental degradation with negative impact on the other income generating activities of the community, high crime rate, poor social and health conditions, STDs and HIV/AIDS growth, prostitution, and child labour. It is therefore necessary to help governments to recognize ASM, and upgrade it so that miners can work legally, have access to basic social services, and improve their earning. The sector upgrading requires much more than piece meal measures, at the sectoral level, such as facilitating micro-credit, training, professional organization, formal land tenure, etc...These policies, which are in line with Small and Medium Enterprises, SMEs promotion, should be coherent with the macro-economic direction of the country. Experience indicates that it is rarely the case, and as a result these measures are either short lived or fail all together.

It was felt that the application of the sustainable livelihood approach (SLA), particularly its focus on strengthening the macro-micro linkages and programme harmonization could bring progress to the sector.

3. OVERVIEW OF PROJECT ACTIVITIES

3.1 COUNTRY ACTIVITIES

The project document was signed on 8 December 1999. The project initial tasks consisted in organising the DESA team, discussing and agreeing on the generic questionnaire, and SL guidelines, and contacting UNPD Country Offices to plan the missions. The activities started in earnest on 4 June 2000, with the first multidisciplinary mission to Ghana (4-15 June 2000). In the four project countries, the same methodology was applied. Consisting of DESA expertise in macro-economy and mineral development², and a SLA consultant, the SPPD team successfully visited the four countries. A methodology for suitable ASM site selection was developed with a focus on local communities (versus migrants), potential for alternative livelihood, and government support. Although, the majority of ASM sites in Africa are concerned with gold (Mali, Ghana, Guinea, and Ethiopia), the project team selected sites such as gemstones (diamond in Guinea, and Ghana) and non-metallics (dimensional stones in Ethiopia). The SL guidelines were adapted to reflect the realities of the individual countries.

In each country³, the DESA project team met with government representatives from various sectors, at various levels, macro, meso and micro (community level), and with a broad range of stakeholders. Field visits to selected ASM sites were organised. The team also identified, briefed and selected national subcontractors to carry out the SL survey using the SL Approach, and the participatory rural appraisal methodology (PRA). Both questionnaire and SL guidelines were explained to the consultants. The subcontractors collected relevant information to help identify policy options for 1) upgrading ASM, and 2) promote alternative livelihoods.

In each country, a national workshop was organised to validate the survey and report findings. The national contractors were subsequently entrusted with the promotion of the methodology, and the recommendations.

A national seminar report and a general report were produced. All these documents should be available at the UNDP country offices⁴, and also in the Water, Natural Resources and Small Island Developing States Branch of the Division for Sustainable Development of DESA in New York.

² In Ghana and Ethiopia, the team consisted of Ms Beatrice Labonne, team leader, and Mr. Olympios Katsiaouni. In Mali and Guinea, Mr Jean Le Nay replaced Mr. Katsiaouni. The Mali mission benefited from an ILO expert, Mr Norman Jennings. The SL specialist was Mr. James Carnegie.

³ Mali (9-16 May 2001)
Ethiopia (5-16 June 2001)
Guinea (13-20 January 2002)

⁴ UNDP focal points were Messrs Paul Derigubaa in Ghana, Mohamed Efas Sylla in Guinea, Kalfa Sanogo in Mali, and Girma Hailu in Ethiopia.

3.2. REGIONAL ACTIVITY

The project's final activity was the organisation of the regional seminar on 19-22 November 2002 in Yaoundé Cameroon. The seminar was co-organised with UNECA, through its regional Bureau for Central Africa. It was hosted by the Ministry of Mines, Water Resources and Energy of Cameroon. Some 70 participants from Africa and elsewhere were on hand. Out of the 17 participants to be sponsored by the project, 5 could not attend. The reasons behind this low turn out rate (34%) will be discussed later, and recommendations will be suggested. The UNECA contribution made the seminar possible. It also provided simultaneous interpretation French-English.

The three-day seminar provided an opportunity to review the four country presentations, endorse and advocate policy recommendations. All the country teams, except for that of Ghana, which could not travel, made a presentation. The country team consisted of two persons, one from the ASM/mineral sector, and one from an entity responsible for the national poverty reduction strategy. The country presentation consisted of the findings of the national contractor report, the recommendations of the national workshop, and eventually work programme to implement the national recommendations.

The key outcome of the Seminar is the "Yaoundé Vision Statement". French and English versions are available. Both are included in the Yaoundé Seminar Report (Annex 6.4).

A grant from the French bi-lateral co-operation DGCID/DCT/EAP⁵ allowed for the publication of the hard cover of the seminar report. The national outputs as well as the Yaoundé Seminar reports are broadly available (hard or electronic copies) and have been widely distributed to donors, development organisations, NGOs, private sector and government officials. The document is available on various Websites.⁶

The project activities were completed (February 2003) with the production of the seminar report. The initial budget was \$ 280,000. It was increased to \$292,000 in order to accommodate additional participants from African mining countries.

4. OUTPUTS AND FINDINGS.

The purpose of this report is to provide UNDP with a record of the project implementation, and salient findings, as well as a "SPPD post-mortem" analysis. The report has also been drafted for the benefit of the broad donor community with interest in the ASM sector.

Here is an overview of policy specific interventions to alleviate poverty in artisanal mining communities. The main output of the project is the Yaoundé Vision Statement, purpose of which

⁵ DGCID - Direction générale de la coopération internationale pour le développement ; DCT- Direction de la coopération technique ; EAP - Bureau d'action économique et promotion des investissements.

⁶ www.cifeg.org/serveur_web/PO2003_38htm
www.un.org/esa/sustdev/tech_coop/mining_africa_2002.htm

is to “contribute to sustainably reduce poverty and improve livelihood in African Artisanal and Small-scale Mining (ASM) communities by the year 2015 in line with the Millennium Development Goals, (MDGs)”.

The Yaoundé Vision Statement, and the Seminar Report can be found on UNDESA and CIFEG websites (please refer to Annex 6.4). The Yaoundé Vision is divided into four parts: Goals, challenge facing the sector, what should governments and their development partner do, tasks for international stakeholders, and national tasks. The goals reflect a new paradigm, namely that to be effective, ASM policy needs a broader macro support, with endorsement and ownership at the micro level.

4.1 OUTPUTS

There are two outputs per country, namely the survey report and the findings and recommendations of the national validation workshops. The validation workshops brought together people, i.e. stakeholders from different backgrounds to discuss and offer fresh ideas on poverty reduction in the respective ASM regions. All the national workshops except one were organised with some UNDP inputs, and UNDP substantive patronage. The workshops were organised with the close involvement of the ministry of mines (or equivalent). In two of the project countries, the workshop was the first broad stakeholder dialogue to address ASM issues in a context of poverty reduction. The national participants were familiarised with the sustainable livelihood approach and the resulting findings. The SLA shed new light on old problems, and identified new approaches to tackle them.

The regional outputs are embodied in the results of the Yaoundé Seminar. At the request of the organisers, 25 participants filled an evaluation questionnaire. The approval rating of the overall seminar was 72%. The format of the seminar was very well received, 93% indicated that it met their expectations. Further, 82% of the participants were satisfied with the opportunity for discussions, and that the topics were very relevant to their needs. The evaluation form is attached (Annex 6.5).

The SPPD project has challenged stakeholders to look at ASM issues through a new lens, to single out people-centred, doable solutions to be incrementally enacted in a holistic manner. The SLA was particularly useful to more accurately identify those people or groups of people who are in real need, those who are the most disadvantaged in order to refocus assistance programme. It was felt that so far, many ASM programmes/projects had failed to clearly identify and focus inputs on the key target group. This lack of clearly identified goals may be an explanation behind the generally poor outcomes of past ASM projects. It still remains to be seen, whether the recommendations of the national validation workshop will be taken into consideration by the governmental authorities, and implemented.

The outcomes of the SPPD project are expected to: a) build on the momentum of the World Summit on Sustainable Development (WSSD), b) create awareness on the vulnerability of ASM communities, and c) form a new consensus on how best to assist the miners and their community. The next section of this report will document some of the activities this project has stimulated.

The WSSD Plan of Implementation includes several paragraphs on mineral development⁷, paragraph 10 (d) makes specific reference to ASM: “Strengthen the contribution of industrial development to poverty eradication and sustainable natural resource management. This would include actions at all levels to: Provide financial and technological support, as appropriate, to rural communities of developing countries to enable them to benefit from safe sustainable livelihood opportunities in small scale mining ventures.”

4.2 FINDINGS

4.2.1 Implementation findings.

The major finding of this SPPD is that the project results will probably have broader visibility and resonance at the global and regional levels than in the four project countries! This fact can be explained by inter-related realities. The insularity of the mining sector has kept the ASM sub-sector in a “mining trap”, e.g. out of the national development mainstream. As a result, the development community is either ignorant of ASM assets and weaknesses, or has little interest in supporting it. ASM is nonetheless a legitimate income generating activity with the capacity to uplift the rural economy. During the project implementation, the project team was confronted with this cultural stumbling block. This situation was fully acknowledged in the Yaoundé Vision Statement, which stresses the need to 1) “mainstream poverty reduction strategies into mining policy inclusive of ASM policies, and 2) integrate ASM policies into national poverty reduction strategies, i.e. PRSP”.

The project team had set up a very ambitious project strategy. The small SPPD budget constrained the project implementation. The institutional arrangements of the project could not be adhered to. National Steering Committees were to be set up under UNDP guidance. These Committees should at least have comprised two government representatives, with one from mines and one from another entity concerned with poverty reduction and/or rural development. These Committees were expected to provide guidance to the consultants to among others, fully capture the multi-sectoral dimension of poverty in ASM communities. The committee should have also defined the agenda of the national validation workshop, and facilitate the promotion and implementation of the recommendations. Not a single committee was set up.

In the four countries, the line ministry clearly indicated its support for the project, and it delegated staff to accompany the DESA mission. However, in the end, the ministry of mines, or equivalent took limited interest in the subsequent work of the national consultants. This minimum government ownership has been reported in other regional SPPDs. For example, one ministry delegated a staff knowledgeable in ASM issues to accompany the DESA field mission, this staff did not participate in the validation workshop and a third one was entrusted with the country presentation in Yaoundé. Although, representatives from various ministerial departments attended the national validation workshop, there is evidence that their involvement was post facto rather than pro active. It is unfortunate, that only one national workshop (Ghana) came up with constructive recommendations. The other workshops reiterated “run of the mill”

⁷ WSSD, Johannesburg, South Africa, 26 August-4 September 2002. A/CONF.199/20.

recommendations without integrating the consultant's findings, and taking advantage of the SLA.

In Yaoundé, the country presentations made by the government-selected teams illustrated the difficulty of comprehending the SL approach, notably the macro-micro linkages or lack thereof, and the impact of people's coping strategies and assets. The presentations still very much reflected a top-down thinking and a sectoral preoccupation. Knowledge of the SL approach was superficial at best. The majority of the participants also had a limited grasp of the challenge of poverty reduction strategies applicable to ASM community as a whole. Although, either perfunctory or uninspired, these presentations led to very lively debates whereby many tenets of sectoral thinking were questioned.

The participants of the Yaoundé seminar came from various walks of life. The validity of the project goals and approach was vindicated by their constructive inter-action, and the value of their recommendations. There is hope that these recommendations will be closely studied, adapted and implemented at the national level. Their success, nonetheless, depends on inter-action between the various entities concerned with rural development.

Because the project had been discussed, and approved at the level of the UNDP Regional Bureau, in New York HQs, country offices had limited involvement. Notwithstanding the fact that the core objective of the SPPD project is poverty reduction and sustainable livelihoods (which presumably fell squarely within national objectives) little attempt was made by UNDP staff to ensure that UNDP goals and priorities permeated the work of the consultants. It is felt that many regional SPPD project were affected by similar implementation shortcomings, and institutional disconnect. Assistance from UNDP country offices varied greatly. A number of local UNDP staff provided genuine and generous support to the project, but their involvement was ad-hoc and did not build any sense of UNDP ownership. There were little efforts to leverage the results. By funding this project, UNDP will nonetheless get "brownie points" however by defaults. More support was also expected in order to ensure the timely nomination of participants for the Yaoundé Seminar. Delay prevented the participation of 5 government nominees, including two from Ghana.

A DESA-UNDP Steering Committee was also envisaged at HQs. In spite of DESA's insistence, the Committee never materialized.

4.2.2 Substantive findings.

As the previous section indicates, the project was too ambitious for the inputs available. The project team too optimistically believed that the SLA could be easily understood and take root. This SPPD was designed as a self-sustained initiative. Additional donor support is needed to fully take advantage of the SLA. It presupposes a longer run involvement at the community level and at the meso level to that envisaged by the SPPD funding under RAF/99/023.

Even where countries have a reasonable record and make much of their decentralization and devolution, the middle level or meso institutions for health, education, security and infrastructure, have hardly made an impact on ASM communities. Simply the institutional set up

at the meso level, province, region, districts whatever the name, keeps shy of the sector as either too demographically marginal or too economically dangerous, i.e. too near the edge or mired in dirty money, special interest and politics to exert a beneficial interest and impact.

Thus, the macro environment is either too remote or ignorant of the most basic information on ASM and meso-sector institutions either too impotent or too reluctant to intervene. It is for central government to decide where it fits into this and how to break the vicious circle of human exploitation, erratic population migration and resource depletion without effective livelihood benefits. ASM is regarded as a socio-economic safety valve, and a useful contribution to foreign earnings. No wonder that, with such a reduced role, ASM does not improve the medium and long- term economic prospect of the ASM regions.

In Yaoundé, the participants admitted that in spite, some cynical may say because of, government efforts, ASM continue to perform poorly, holding miners and their communities in a poverty trap. A consensus developed among the participants, to the effect that poverty reduction should be a top priority particularly for the entities entrusted with the management of mineral resources. Poverty and its social corollaries such as abject working conditions, child labour, professional and “amateur” prostitution, STDs, HIV/AIDS in particular should be addressed head on. This implies both a development paradigm shift and an institutional reengineering for governments and the mining entities. In the context of the PRSP, a number of African countries have embarked on this challenging path, however the multidimensional tenets of poverty reduction are still eluding many governments.

The country reports, and the recommendations of the Yaoundé seminar provided a “reality check” on poverty in ASM regions. ASM’s close inter-connection with other rural activities was highlighted. Because these connections can no longer be underestimated, ASM initiatives should be squarely integrated into rural development goals. More emphasis should be placed on people-centred and participatory projects and less on meeting the institutional and financial needs of the ministries in charge of ASM. The real needs of the community should be addressed mindful of the community’s strength, assets, absorption capacity, internal and external vulnerability and coping strategies.

This is not to say that ASM communities can alone sort out their development. The country reports made clear that many ASM communities were still in a dependency mode, expecting governments to provide everything from training, capital, market access, to social services. If evidence indicates that there are nascent organisations at the community level, ASM people unaided only fall prey to their powerful intermediaries, traders or to the person who has the licence to mine (the so-call “masters”). NGOs and Community Based Organisations (CBOs) are mostly absent (probably discouraged by these same people?) from this area.

In Yaoundé, a very animated debate took place around the subject of the performance of these powerful people, the “masters” in the context of lasting poverty reduction and socio-economic equity. It was clear that the participants with a mining background were more sympathetic to them than the participants concerned with poverty reduction. One way ahead is to identify and provide the preconditions to enable NGOs and CBOs to function outside the traditional and money power nexus of the middlemen, traditional leaders, and licence owners.

The links and partnership, which may develop after the regional Yaoundé seminar, have great relevance to major UN initiatives such as the MDGs, Poverty Reduction Strategy Papers, and National Human Development Reports.

5. FOLLOW-UP ACTIVITIES.

One of the key findings -for the way ahead- is based on the recognition that the relevance of the SPPD project goes beyond the immediate ASM communities surveyed or ASM in general, and the specific situation of the project countries. Indeed, ASM could be made into a catch all title for all activities carried out in the informal sector by the poor, or marginalized families, individuals, and communities as a drive to survival and to beat abject poverty.

In this sense, the project work has a direct bearing, in terms of concrete and practical evidence, to a number of overall initiatives, the Millennium Development Goals in particular. These initiatives run the risk of fragmentation at the country level. ASM affects several key goals identified at the Millennium Summit, in particular the goals to meet the special needs of Africa, poverty reduction, conflict prevention (e.g. blood diamonds), malnutrition, HIV/AIDS pandemic, gender-based discrimination, access to education (e.g. reduce child labour), and protection of the resource base.

The project works also demonstrated that despite the advocacy and outreach undertaken on behalf of PRSPs, and there is no doubt that plenty of efforts was put there, the communities visited in the four countries by the DESA mission were neither consulted or likely to be the beneficiaries of the immediate provision of the PRSPs. In Yaoundé, a large number of participants from mining ministries, academia and ASM associations were unaware of the PRSP objectives and participatory implementation. Some participants were of the view that by providing jobs to people, ASM was contributing the poverty reduction strategies, and this was enough to lift people out of poverty. The majority of the participants had little knowledge of the PRSP goals, priorities and targets. More importantly the link between policy identification, and implementation and an effective and measurable poverty reduction was not well understood. The major stumbling block is to identify truly pro-poor ASM policies, which can be implemented in parallel with ASM formalisation. In other words, how can human gains be balanced with mineral production gains? Or can the divergent economic agendas of the key stakeholders be reconciled?

The subject of the PRSP implications, i.e. pro poor growth in the ASM communities needs to be seriously addressed. Taking into consideration that, time and time again PRSPs have pointed to the lack of employment opportunities for the poor, it is ironical that so few PRSPs pay a real interest in the ASM sector. The major challenge of poverty reduction is to identify viable economic opportunities for the poor in rural areas where the majority of them are living. PRS should focus more aggressively on the rural subsistence area. There is hope that some of the Yaoundé participants will influence the PRSP process and make specific recommendations towards including ASM areas in the target regions. In some countries, it is clear that the ASM regions are often the most economically and socially marginalized.

The identification of sustainable livelihoods policies in the ASM communities is hampered by the lack of macro information at the country level regarding the data on ASM. When this information exists, it is either sketchy or anecdotal. This deficiency has nothing to do with the sizeable changes which affect the sector from year to year but more to do with lack of methodology, neglect, and reluctance of creating base line surveys to monitor the number of miners, value added, and contribution. This fact demonstrates that artisanal and small-scale miners are only worth their value in whatever precious metal one is dealing with, while their families, including children, are rarely acknowledged in the official statistical surveys when these have been attempted, or provided the meagre services, social and otherwise, available elsewhere at the community level. It also explains why so little attention is given to the promotion and support to non-metallic ASM. This neglected sector- dimensional stones, building and agriculture material- contributes much more efficiently to pro-poor growth and sustainable livelihoods.

In concrete follow-up terms, several initiatives have been launched as a positive result of the project. Others are being implemented more independently, they are nonetheless applying the project's approach and findings.

In the context of NEPAD, an African Mining Partnership (AMP) is being established. African member states launched the AMP in Toronto, Canada in March 2002. "The AMP will fill a vacuum and provide a high level and focussed forum to influence the agenda of mining in Africa with a view to achieving sustainable development"⁸. One of the programme priorities is to improve the functioning and regulation of ASM. The available AMP draft stresses that "to break the vicious circle of poverty, ASM should be addressed through broad-based rural regeneration strategies aimed a creating alternative, but sustainable livelihoods and opportunities for poverty reduction". New participatory approaches are also recommended.

UNDP is funding a SPPD project in Tanzania (2003) towards promoting a national dialogue on the contribution of mining to poverty reduction. The SLA will be applied in order to a) better assess the needs, vulnerability & capacity, and development alternatives and b) identify policies to improve the performance of the ASM sector as well as build mutually supporting linkages with other income generating sectors. It is worth mentioning that the 2002 Poverty and Human Development Report of Tanzania makes several reference to mining and ASM, and calls for new policies to make these growth-sectors truly pro-poor.

To follow-up on the recommendation of the Yaoundé Vision Statement, the World Bank in the context of its input to CASM (Communities and ASM) has obtained funding to start an important evaluation of past ASM projects in Africa. This study will attempt a profiling to review methodologies and frameworks for these works, with a view to creating an approach that will be better tuned to current development objectives, i.e. MDGs, poverty reduction, sustainable livelihoods, resource protections, etc. Importantly, the project will identify indicators able to track changes in the sector. The outputs of this survey will be presented and discussed at a forthcoming CASM meeting.

⁸ Africa mining partnership: Proposal for the Development of the AMP. Zero draft, May 2003. UNECA.

It is also worth mentioning the recently approved DFID⁹ project. This ambitious initiative aims at developing ASM policies in a context of poverty reduction and will address all aspects of the sector in a holistic manner.

In closing, the outputs of this project strongly suggest that mining authorities should revisit their contribution and commitment to poverty reduction in order to become active and credible member of the poverty strategy effort (PRSP process in particular). A number of governments are in the process of drafting new ASM policies, often as a result of mounting societal concerns resulting from the socio-economic shortcoming of existing policies, or absence of policies. It is hoped that changes will genuinely take place in a pro-active manner. This commitment to change should go beyond the provision of increased fiscal revenues, foreign exchange earnings, and mining jobs- the recognized tenets of the trickle-down economic model. Partly due to the absence of transparency, the majority of the development practitioners are admitting that this model has revealed its limits in the extractive industry sector.

Poverty reduction and its multi-dimensional characteristics and implications should be mainstreamed into sectoral policies, such as mining development. Conversely, the national strategy for poverty reduction should not reduce the mining sector to that of a “cash cow”. The multifaceted mining development should be fully integrated into the governance structures and its poverty strategy platforms. Therefore more emphasis should be placed on the establishment of credible and effective institutional mechanisms for ensuring inter-sectoral dialogue and integration.

Because the UN system has traditionally played a modest and neutral role in the development of the extractive industry of development countries, it is uniquely well placed to help willing governments to revisit their mining policy to harness its economic potential for lasting poverty reduction. The projection Tanzania, which is indicated above, should be replicated.

As a final note, it is worth quoting the recent study of Paul Collier “Breaking the Conflict Trap: Civil War and Development Policy”¹⁰. “ The potential in conflict is concentrated among the country inhabited by the worlds’ remaining 1.1 billion people. These countries typically have poor and declining economies and rely on natural resources, such as diamond and oil, in a large proportion of national income”. Coincidentally a picture of artisanal miners panning a river for diamond is used as a backdrop for P. Collier’s essays in the May-June 2003 Foreign Policy Magazine. To escape the conflict trap, the obvious upstream solution, as P. Collier sees it, is to focus development and “jump start economic growth in vulnerable and natural resource rich areas”.

⁹ Department for International Development, UK.

¹⁰ Paul Collier, 2003 – World Bank and Oxford University Press.

6. ANNEXES

6.1 UNDESA Team Members:

- Ms. Béatrice Labonne, Mining Adviser (Team Leader)
- Mr. Olympios Katsiaouni, Socio-Economic & Development Adviser
- Mr. Jean Le Nay, Socio-Economic & Development Adviser
- Mr. James Carnegie, Sustainable Livelihoods Consultant
- Mr. Norman Jennings, ILO Specialist, Department of sectoral activities

6.2 National Consultants

- Ethiopia : Assefa Bersoufekad & Associates – Mr. Assefa Bersoufekad
- Ghana: Mime Consult Ltd - Mr. Kwabena Sarpong Manu
- Guinea: E.U.D.P. - Entraide universitaire pour le développement - Mr. Maxime Koivogui
- Mali: CAFPD – Centre d'Analyse et de Formulation de Politiques de Développement – Dr. Lamine Keita

6.3 National teams at Yaoundé Seminar

- Ethiopia:
 - Mr. Tilahum Gesit, Ministry of Mines
 - Mr. Demile Yismaw, Ministry of Finance & Economic Development
- Ghana:
 - Unable to attend.
- Guinea:
 - Dr. Fodé Diaby, Coordonnateur, Ministère des Mines, de la Géologie et de l'Environnement
 - Ms. Koné Aïssatou Touré, Chef de la Division de la promotion des femmes
- Mali:
 - Dr. Keita Seydou, Expert, PDRM, Programme pour le Développement des Ressources minérales
 - Ms. Maïmouna Traoré, Assistante au CSLP

6.4 Yaoundé seminar report is available on the following websites:

- UNDESA: http://www.un.org/esa/sustdev/tech_coop/mining_Africa_2002.htm
- CIFEG: http://www.cifeg.org/serveur_web/PO2003_38.htm

6.5 Yaoundé Seminar results of evaluation questionnaire

No.	Questions	Rank (%)			
		4	3	2	1
1	Has the Seminar as a whole met your expectations? If yes, please provide your ranking.	46%	48%	6%	0%
2	How do you rank each of the presentations below?				
	- Session 1	25%	56%	19%	0%
	- Session 2	39%	45%	16%	0%
	- Session 3	33%	48%	16%	3%
	- Session 4	29%	50%	17%	4%
3	How would you rank the quality of seminar documentation?	13%	39%	42%	6%
4.	How would you rank the quality of interpretation?	42%	55%	0%	3%
5.	How would you rank?				
	a) Your travel arrangements	36%	21%	18%	25%
	b) Accommodation	34%	25%	31%	10%
	c) Transport to and from Conference	45%	25%	13%	17%
	d) Lunch and coffee	19%	25%	31%	25%
	e) Secretarial services	19%	50%	25%	6%
	f) General management of Seminar	28%	38%	28%	6%
	Overall assessment:	32%	40%	20%	8%

- 4. Excellent
- 3. Very good
- 2. Fair
- 1. Bad

1. Was there sufficient opportunity for discussions?

Yes: 82% No: 18%

2. Was the topic of the Seminar relevant? If yes, explain why? The participants' comments are as follows:

- 2.1 Yes. Very relevant in all respects.
- 2.2 It gave a starting point for future work. However, there were too many important topics to be covered in a short space of time, particularly at plenary sessions.
- 2.3 The Seminar addressed the basic issues surrounding the present livelihood of small-scale artisanal miners and opportunities for improving future livelihoods through poverty reduction schemes (PRSP, CSP, etc.).

- 2.4 This Seminar will help African Policy formulation on minerals, effective and rewarding in alleviating poverty and providing alternative livelihood opportunities.
- 2.5 It is. But rather than expanding the scope the topic should have been concentrated on artisanal mining/miners proper, thus, in my view the title must be “Artisanal mining...”.
- 2.6 Yes. The impact of Artisanal and Small-scale Mining (ASM) is directly targeted on local communities who have been sidelined by multi-national mining whose benefits have been indirectly felt.
- 2.7 Yes. Because Artisanal and Small-scale Mining provides employment (informal) for quite a meaningful number of the country’s population, therefore, it is a very important sub-sector in the terms of its socio-economic relevance (index).
- 2.8 Yes. ASM is a very important issue for Africa.
- 2.9 As a young and advantaging program on the above Seminar. More of new ideas will help build up another document on the topic of ASM. All additional information on ASM should contribute to produce an additional document on ASM. Implementation should be verified both at the office and field levels.
- 2.10 Yes. It touched or covered the important issues.
- 2.11 Yes. Relevant to issues on the ground or at grass roots level.
- 2.12 The Compendium of Best Practices is a very useful document for building the strategy.
- 2.13 This Seminar must be held periodically.
- 2.14 The topic of the Seminar was relevant but killer disease was not fully talked about. And the poverty alleviation in Africa was not discussed in full as concerns the mining sector.
- 2.15 Yes, because all debates and presentation were focused towards the theme and objectives of the Seminar.
- 2.16 Yes. Because experts and participants were of a very high level and most of the topics.
- 2.17 Yes. The experts were of a very high level and plan of action was needed and recommendations to start implementation mechanisms so we can start the reduction poverty process.
- 2.18 The theme of the Seminar is an opportunity for the Mining industry of Cote d’Ivoire to approach the developed countries on how to exploit Artisanal and Small-scale Mining. We have learned a lot on how to have income-generating activities.
- 2.19 The Seminar was a very high level and experts knew the subject matter very well.
- 2.20 The Seminar touched upon all sectors and development in the rural areas. It pinpointed all the positive points to elaborate an acceptable project by the donors and to make Small-scale Mining viable (valuable) enterprise.
- 2.21 Yes. The Seminar was about to how to handle the problems of the Small-scale Mining within the dimensions of poverty. Usually the angle was tackled the technical one instead of the poverty. The technical point of view was still dominant but there were links made with poverty and people had been sensitized with that.
- 2.22 Yes. Because it talked about strategic context in which we can fight against poverty and this is in my field of activities.

3. Was there a subject, which you would have wanted to be included in the Seminar, but was not covered by any of the resource persons? If yes, which one?

- 3.1 Macro-economic approach in relation of Artisanal and Small-scale Mining in Africa.
- 3.2 Artisanal and Small-scale Mining and national policy and national strategic development of each country.
- 3.3 For now I believe some of the key burning issues were addressed.
- 3.4 Environmental guidelines, environmental protection programmes through educating artisanal miners, strategies to implementing environmental problems as related to artisanal mining, etc. could be included.
- 3.5 Presentation from actual miners.
- 3.6 Training, though talked, we must be able to get a school in our sub-regions. Within my region, which is under CEMAC, a good training school for mineral prospectors will be a good idea.
- 3.7 How much governments should intervene in financing, marketing of products as opposed to leaving the sector to market forces.
- 3.8 One big budget for Africa ASM to be discussed.
- 3.9 Employment of ASM.
- 3.10 Exchange physical programmes: visit to areas.
- 3.11 The financing of ASM in Central Africa.
- 3.12 Women marginalisation and social status.
- 3.13 The only omitted point was solar energy among communities.
- 3.14 Inter-states cooperation, which would allow the promotion of the livelihood of artisanal miners.
- 3.15 Training to help the small-scale mining to uplift this sector and fight against poverty.
- 3.16 How to be retrained for the other activities.
- 3.17 The panelists have done a very good presentations and I very much satisfied with their two presentations.
- 3.18 The subject strategic context framework against poverty was partially touched upon and probably should have tackled in more serious manner.

4. Did you think that the format of the Seminar was appropriate?

Yes: 93% No: 7%

If no, why not?

- 4.1 Plenary sessions don't always give enough time for good analysis of a problem – the end result - all topics are given general overviews. People get tired sitting down and listening for one week!!
- 4.2 More information, which some countries did not know or have, came in time for these countries. Very good idea of time.
- 4.3 There was not enough opportunity to discuss the methods to implement and improve on important issues.

- 4.4 The only problem was the timing, which must be arranged with administration before fixing a date.
5. **How much did you learn from the Seminar?** The replies from participants are of a very broad range that are very difficult to systemize. Some of the replies are quoted:
- 5.1 From resource persons?
Much. More than enough. A little bit. Quite a lot. Yes. A lot. Fair. Very much. I learnt about mining exploration in Africa. Those who have decided the idea of the Seminar (excellent).
- 5.2 From fellow participants?
Very much. A lot. Fair. Yes. Quite a lot. Very good for fellow participants like Mali, Sierra Leone and South Africa. Nothing. More than enough. Much.
6. **Do you have any suggestions about follow-up activities to the Seminar? If yes, please elaborate.** The following suggestions were made by the participants:
- 6.1 I would like to suggest that in due course seminars like this should take a longer period so as to include other topic, which will be of great importance to women and children. For example, the world disease (AIDS), delinquent children.
- 6.2 Create a focal point for the follow-up.
- 6.3 Follow-up on the compendium so as to increase experiences from other countries.
- 6.4 I think that there could have usefully been more breakout sessions for discussions. It could have been good to begin the breakout groups earlier. Also those days were a bit long sessions could have been shorter. But it was a good learning experience. It would be appropriate to refine the recommendations and implement such.
- 6.5 We have heard about the problems and challenges. Let us talk or draw up implementation plans.
- 6.6 Good training school for higher technicians on the field of ASM.
- 6.7 Need NGOs, mining companies and ASM associations.
- 6.8 I would suggest that after the Seminar, structure must be put in place to sensitize (stimulate) the mineral industries of many African countries to utilize some of the outcomes of this deliberation.
- 6.9 I hope the studies will not be shelved documents as usual!! The UN agencies and others have to follow the implementations of the knowledge and experience obtained. This may be through creating a network, helping and reminding respective governments and ministries to adopt the SL approach to mining areas, helping sectoral departments (in particular mines) in capacity building.
- 6.10 Follow-up should be the completion of the addendum study. All other countries should be assessed with regard to the status of Small-scale and Artisanal mining practices. The way we can at the next seminar try to select best mining practices to be emulated.
- 6.11 More work to be done on the Compendium.

- 6.12 More resources given to R&D work on technology.
- 6.13 Resources to be allocated for detailed write-up and dissemination (publication) of “Best Practices”.
- 6.14 Time management is important.
- 6.15 Little disruption by providing service – lunch at one place to stimulate interaction.
- 6.16 Summary and recapping exercise.
- 6.17 Providing all participants with all documentation in relevant languages.
- 6.18 Reviewing process should be done at the end.
- 6.19 Provision of accommodation and better transportation arrangements.
- 6.20 The Seminar was very good. Recommendations and “Best practices” should have been also in French.
- 6.21 To train small-scale miners on the quality of products, techniques of exploitation and to organize a study tours to countries where these activities are well developed.
- 6.22 We are looking forward for the follow-up, which is indispensable.
- 6.23 The Seminar was a meeting between the one that gave and one that received. I will work in my country for my department against poverty and towards the wealth of mining community in Guinea.
- 6.24 The Seminar in Yaoundé was a big success. The themes are current ones and we are engaged now into fighting against poverty. All my congratulations to Ms. Béatrice Labonne.
- 6.25 We would like all the documents be translated into French.