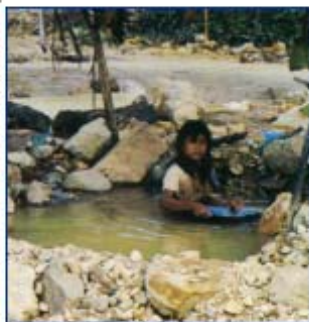


THE MILLENNIUM DEVELOPMENT GOALS AND SMALL-SCALE MINING



A CONFERENCE FOR FORGING PARTNERSHIPS FOR ACTION

Workshop Report



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Objectives and Organization of Communities and Small-Scale Mining (CASM)

Approximately 20 million people worldwide from over 50 countries engage in artisanal and small-scale mining, with another 80 million to 100 million people depending on this sector for their livelihood. Having limited rights, artisanal and small-scale miners are exposed to harsh working and living conditions in high-risk contexts that endanger their health and cause serious environmental degradation in the areas in which they operate, which in turn often has significant negative impacts on the surrounding communities. Most previous efforts to address the problems confronting this sector have focused on the technical rather than the socio-cultural and poverty aspects of the situation.

Following a series of international meetings that identified the need for an integrated approach to address problems in this sub-sector and to improve coordination among the various institutions working within it, Communities and Small-Scale Mining (CASM) was launched in March 2001 as a multi-donor networking and coordination facility that would engage with practicing miners, their associations and communities, governments and non-government organizations, and development assistance agencies.

A major aim of CASM is to collect and share the accumulated wisdom and experience of the last decade — what works and doesn't work in different contexts. Given the limited resources available internationally to assist artisanal and small-scale miners and mining communities, CASM tries through its networking and knowledge-sharing activities to ensure that mistakes are not repeated, that proven technological advances and ideas are not re-invented and studies not re-done, and that the lessons learned in one context are made freely available to people struggling with similar challenges and issues in other contexts.

CASM supports and promotes the development by individuals, communities and institutions of policies, plans, programs, and projects that will directly or indirectly contribute to the reduction of poverty and the creation of more viable livelihoods in rural areas where small-scale mining is a significant activity.

Website address: www.casmsite.org



Foundation for Environmental Security and Sustainability (FESS)

This report was produced by the Foundation for Environmental Security and Sustainability (FESS) as a key element of support provided to the June 2005 Communities and Small-Scale Mining (CASM) conference on the Millennium Development Goals and Small-Scale Mining.

FESS is a non-profit, policy and research foundation that seeks to understand the linkages between environmental stresses and regional stability and security. FESS efforts assist policymakers and support governments and international institutions in identifying regional environmental threats and developing strategies to mitigate environmental problems before they become significant contributors to conflict situations. At the request of the United States Agency for International Development (USAID), FESS is playing a principal role in strengthening regional security by identifying those factors in mining and mineral extraction that can contribute to positive, sustainable economic and social development. FESS efforts are capitalizing on public-private partnership opportunities that will enable mining to function as a driver of economic diversification, sustainable development, and effective community participation. FESS's interdisciplinary approach to extractive industries issues integrates the value of natural resources within the broader socio-economic context of the country.

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ACRONYMS

AMREF	African Medical and Research Foundation
ASM	Artisanal and Small-Scale Mining
CASM	Communities and Small-Scale Mining
CBO	Community-Based Organizations
CDD	Community Driven Development
CFA	Commission for Africa
CSCD	Centre for Sustainable Community Development
CSIR	Council for Scientific and Industrial Research
DFID	Department for International Development, United Kingdom
DOL	Department of Labor, United States
EIR	Extractive Industries Review
EITI	Extractive Industries Transparency Initiative
FESS	Foundation for Environmental Security and Sustainability
FRFW	Food and Recreational Facility Worker
G-8	Group of Eight Countries (Canada, France, Germany, Italy, Japan, Russia, United Kingdom, United States)
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
ICEM	International Federation of Chemical, Energy, Mine and General Workers' Unions
ICMM	International Council on Mining and Minerals
IFC	International Finance Corporation
IFPRI	International Food Policy Research Institute

IISS	International Institute for Strategic Studies
ILO	International Labor Organization
ISMM	Instituto Superior Minero Metalúrgico de Moa
MDG	Millennium Development Goals
MMSD	Mining, Minerals and Sustainable Development
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PAES	Partnership for Environmental Security
PHE	Peer Health Educator
PRS	Poverty Reduction Strategy
SADC	Southern African Development Community
SDC	Swiss Agency for Development and Cooperation (SDC)
SMAG	Strategic Management and Advisory Group (of CASM)
SME	Small- and Medium-Sized Enterprise
STD	Sexually Transmitted Disease
TB	Tuberculosis
UNCSD	United Nations Commission for Sustainable Development
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
USAID	United States Agency for International Development
WB	The World Bank

WSSD World Summit on Sustainable Development (2002)

WWF World Wildlife Fund for Nature

I. INTRODUCTION

“The Millennium Development Goals and Small-Scale Mining: A Conference for Forging Partnerships for Action” was convened June 16-17, 2005 at The World Bank in Washington, D.C. by Communities for Artisanal and Small-Scale Mining (CASM), a multi-donor program focused on the artisanal and small-scale mining (ASM) sector.

The purpose of the conference was to discuss how to raise awareness of the relevance of the artisanal and small-scale mining sector to development processes and to generate interest in the sector’s potential to contribute to the achievement of a wide array of development goals. The program focused on ways to integrate more effectively ASM issues into the wider development agenda, both through raising the profile of the sector and through mutually beneficial alignment of ASM issues with other donor priorities, including the Millennium Development Goals (MDGs), capacity building for fragile states, and conflict mitigation. The conference also focused on the overall institutional capacity of Communities and Small-Scale Mining (CASM) and on defining the appropriate role for such an organization in developing and promoting ASM-related activities.

The conference was successful in drawing together a diverse set of interested parties, including development planners, policymakers, donors, members of the business community, and research scholars. Over the course of the conference, more than 80 attendees participated in formal presentations, break-out sessions, and informal conversations designed to promote detailed discussion of issues and strategies related to investment in ASM. These productive discussions led to the identification of a number of key themes that will be critical to furthering progress in the ASM sector. The overall consensus was that, while lack of awareness of the ASM sector is surprisingly pervasive, even within organizations that would be expected to know the sector, artisanal and small-scale mining is an important sector and a promising conduit for addressing a range of development issues.

With regard to the role of CASM itself, the strong consensus was that development strategies within and for the ASM sector require coordination from a central, overarching entity and that if CASM did not already exist, there would be a definite need to create just such an organization.

The intent of this report is to provide a discussion of the key themes identified during the conference that were deemed essential for designing future development strategies for the ASM sector, and to present brief summaries of individual conference presentations.

II. BACKGROUND AND THEMES

Artisanal and small-scale mining is a significant sector that provides a livelihood for millions of people around the world and produces a sizeable proportion of the world's extractive commodities, but it is also associated with serious negative social, environmental, and security consequences. Even as ASM has potential to contribute positively to social and economic development and can provide much-needed income in fragile rural economies, the sector is closely linked to poverty. Further, the mining of some minerals has been widely identified as a source of finance for violent conflicts that have victimized millions of people and caused severe social and economic disruptions. While conflict associated with extractives has brought attention, mostly negative, to the mining sector as a whole, artisanal and small-scale mining remains largely unknown to, and misunderstood by, even would-be stakeholders. A consequence is that the sector as a whole and the individuals engaged in it are politically and socially marginalized and, therefore, are often of low priority for policymakers and the development community.

ASM can play a critical role in sustainable development in a number of key regions around the world and is an important sector that the international community can ill afford to discount or overlook. Not only are the social consequences for disregarding ASM high, but the sector has the potential to provide substantial benefits to efforts focused on reducing poverty and stimulating economic growth which, in turn, could contribute significantly to political and economic stability. ASM encompasses almost the entire spectrum of economic, social, environmental, and security issues from most basic individual human security to issues at the highest order of national security, regional stability, and global security challenges including organized crime and terrorism. Few other sectors have so many diverse points of entry - income generation, health, governance, corruption and transparency, institution building, natural resources management, displacement and migration, and conflict mitigation - into the policy spectrum and, therefore, ASM should be attractive to an unusually broad constituency of donor and development specialists.

Given ASM's significance, there is an urgent need to generate broader support by building better-informed perceptions of ASM in order to stimulate donor and policymaker engagement in the sector. Two promising avenues for mainstreaming ASM into the development and donor flow, discussed at length throughout the conference, are: 1) linking ASM with initiatives that contribute to progress toward the Millennium Development Goals (MDGs) and related poverty reduction strategies and 2) linking ASM with development strategies that focus on institution-building and fragile states. While a number of conference attendees expressed frustration at the lack of progress to date in engaging the donor community, there was clear consensus that appropriate investment in ASM can help reduce poverty, as well as address a number of other social and environmental concerns that are directly relevant to the MDGs and other poverty reduction and sustainable development initiatives. Past shortcomings in generating interest within the donor community likely stem from having focused on the ASM sector in a somewhat myopic fashion without taking into account the broader social and economic influence the sector can have within communities and nations that became

apparent during the conference. A well-defined, concerted public awareness effort that takes into account those broader risks/benefits of the sector and integrates ASM into MDG/poverty reduction or institution-building/fragile state strategies could improve substantially the perception of ASM within the policy and donor communities.

CASM organized this conference to engage a wide range of experts to analyze the current situation, develop strategies for moving the ASM agenda forward, and consider CASM's future role. The conference made important headway on all of these objectives, and the exchange of information and experiences with regard to ASM engendered vigorous discussion that centered on the following themes.

Theme 1: ASM is relatively unknown and misunderstood.

A striking observation that emerged at the outset of the conference was that ASM is relatively unknown or misunderstood even among development experts and, where it has generated attention, tends to have a negative image. Many of the conference experts presenting perspectives on specific Millennium Development Goals were essentially unaware of the ASM sector or its broad impact on the social and economic well-being of the individuals, communities, nations, and regions where ASM is practiced. Even presenters speaking on topics with direct linkages to ASM often acknowledged having been unaware of ASM's relevance to their work prior to developing their presentations. Several even remarked that until they attended other presentations at the conference, they remained uncertain as to why or how their area of responsibility had a role in or was affected by ASM. However, once the issues associated with ASM, both positive and negative, were brought to light, virtually every attendee recognized that ASM can and often does play a significant role in the economic and social conditions of communities where ASM is practiced.

In general, among the conference presentations was a noticeable dearth of examples where ASM has benefited local communities and individuals. While some positive programs were highlighted, such as CooperAcción's efforts in Peru, as well as the work of Projekt Consult in Peru and Bolivia, and Allerton Cushman and Co. in Madagascar, there were significantly more anecdotal references to the negative influences of ASM on given communities and regions when observed from perspectives of health, economic, or social issues.

The question was raised as to why there is a collective and persistently low level of awareness of ASM and, more importantly, how this problem may be rectified. Conference participants acknowledged that ASM is complex partly because it tends to be disorganized and inherently vulnerable to a number of risks with social, economic, environmental, and security consequences that contribute to the pervasive negative perceptions of the sector. However, opportunities to mitigate the risks of ASM and reap positive social and economic benefits do exist, but they are not being recognized adequately by either development experts or the donor community. Participants concluded, therefore, that this relative lack of awareness and detrimental image can and

must be reversed if ASM is to attract the necessary donor participation to help move ASM in a positive direction.

The consensus among attendees was that it is crucial to combat the tendency of the international community to disregard ASM and that strategies must be developed to dispel the misinformation that gives the sector a poor image. Without progress in these areas, the ASM sector will continue to be marginalized and under-managed. Enhanced attention to ASM will optimize opportunities to realize the potential for positive social and economic outcomes that are inherently feasible within the sector and will position governments and communities to address the threats and vulnerabilities of the ASM sector in a responsible, coordinated manner.

Theme 2: Although beset by a troubled history, ASM has tremendous beneficial potential.

Artisanal and small-scale mining is a worldwide activity of major significance with tremendous potential for both positive and negative impacts at the community, national, regional, and global levels. Despite its relatively low visibility, the sector produces substantial percentages of the world's supply of valuable extractives, generates export earnings and revenue for national governments, and provides employment for millions of people around the world. Up to 31 percent of industrial minerals, 20 percent of coal, 12 percent of metallic minerals, 10 percent of diamonds, and 75 percent of non-diamond gemstones come from ASM. Reliable estimates of employment levels in ASM indicate that the sector provides direct employment for between 13 million and 20 million people in at least 55 countries worldwide, and that an estimated 100 million people depend on ASM directly or indirectly for their livelihoods. While individual ASM activities in any particular country may involve only a relatively small percentage of the population, collectively these numbers are of great significance, far outstripping the numbers attributed to the more capital-intensive, large-scale operations that typically come to mind in the context of mineral and gemstone mining.

ASM offers a livelihood choice for many people in fragile, rural economies (where other employment options are limited) because the barriers to entry are low, requiring relatively limited financial, educational, and technological investment. Where ASM functions well, mining can yield much-needed capital to develop and support other positive economic and social activities, including farming, trading, education, and health care. Although the sector varies from country to country, it has significant (often untapped) potential to contribute on the national level to employment, income generation, gross domestic product, export earnings, and tax revenues. On the individual level, ASM offers possibilities to improve the productivity and well-being of people who live at the margins of society with limited alternative opportunities due to age, gender, or ethnic biases. In a number of countries, women and children comprise a substantial percentage of artisanal and small-scale workers. In Africa, for example, an average 60 percent of ASM workers are women and children.

Despite these positives, when ASM is not properly managed or assimilated into a nation's or region's formal economic structure, the sector can engender considerable negative effects on individuals and communities, and the broader national and international ramifications can be substantial. ASM can, and often does, exacerbate poverty, conflict, and other social ills that are endemic in fragile economies. Some of the most prevalent negative issues associated with ASM include corruption, perpetuation of warlords, money laundering to support organized crime and terrorist activities, child labor, increased exposure to and transmission of HIV/AIDS and malaria, and sexual exploitation of women and children. When ASM is densely concentrated over a relatively small area, its harmful environmental and social impacts generally exceed those of large-scale mining enterprises and contribute to negative images of the mining industry, potentially eroding the positive corporate responsibility efforts undertaken by some of the large-scale enterprises in recent years. This troubled history often creates difficulties for integrating mining, and ASM in particular, into the mainstream economy of a nation, unnecessarily diminishing the benefits that can accrue to individuals, communities, and national governments from a region's mineral wealth.

The future development trajectory of the ASM sector is of urgent concern. ASM can play a significant role in a nation's/region's economic, social, environmental, and security status that extends well beyond the ASM mining communities themselves. Threats that ASM populations face constitute a significant destabilizing force, and the sector's impact in a particular region clearly has direct implications for national, regional and international stability and security. On the one hand, if ASM develops in a positive direction, it can contribute to social and economic growth and stability. Conversely, if ASM develops in a negative direction, it can perpetuate cycles of poverty, conflict, corruption, and capital flight. Much discussion during the conference focused on how to facilitate the transformation of the ASM sector to ensure that it will improve the quality of life for individuals and communities and help produce stable, sustainable livelihoods.

Theme 3: The vulnerability of ASM workers has significant implications for social, economic, and political stability.

People dependent on ASM for their livelihood are highly vulnerable. Life is difficult for the vast majority of people engaged in the artisanal and small-scale mining sector, where extreme poverty is a common condition. Not only does mining involve high-risk activities, but miners and their families also are exposed routinely to collateral health and safety risks including HIV/AIDS, malaria, tuberculosis, and other communicable diseases; crime; sexual abuse; and regular exposure to harmful chemicals. While ASM offers employment opportunities for growing populations of youths who have limited alternatives in developing countries, there are an estimated one million children under the age of 18 who do hazardous work in mines. Further, in many countries, artisanal and small-scale mining languishes in the informal sector, where legal protections are few and people must protect themselves. Even where ASM appears in the formal sector, legal protections may be minimal for individual ASM miners, who are vulnerable to expulsion, intimidation, and human rights violations. Individuals generally lack secure titles and access to financing and suffer frequent exploitation by middlemen. ASM populations

often are vulnerable to conflicts over land and mineral rights, revenues, and market access.

Despite these challenges, the lure of potentially “hitting the jackpot” is great, enticing an increasing number of people to enter the ASM sector. This, in turn, only serves to put greater pressure on limited resources and further underscores the urgent need for programs and funding designed to foster responsible management of the sector. In Africa alone, over five million people currently are engaged directly in ASM activities, and that figure is expected to triple in the next decade, as low economic growth persists in many African countries. Environmental degradation, exacerbated by increased population pressures, likely will lead to additional and irreversible resource losses that can only serve to further stress already vulnerable mining communities.

On the international level, ASM communities often are located in “fragile states,” regions where there exists a relatively high degree of political and economic instability. Here, mining populations face not only the internal security risks discussed earlier, but also exploitation from outside sources that can result in regional, national, and international security risks, such as financing of conflicts, trafficking in weapons, and money laundering.

ASM exists in many diverse settings and forms and, as such, is a complex sector marked by a shifting set of problems for which a one-size-fits-all approach is clearly not the answer. Whereas in one country a well-organized program of training and institution-building might be constructed, in another, a sudden migration of tens of thousands of people in a mineral rush might instead call for giving priority to immediate health and security concerns. A common understanding of the myriad problems inherent in the ASM sector, in concert with a coordinated strategy to address issues as they arise is a necessary first step toward improving social, economic, and political conditions in ASM communities and reducing threats to this highly vulnerable population.

Theme 4: ASM can be a conduit to address a broad range of development concerns.

Although ASM directly employs upwards of 20 million people worldwide and is the source of livelihood for many millions more, it is one of the most under-funded and least understood of all economic/social sectors, and it is in dire need of better management. The challenge is to build a profile for ASM that will place it squarely in the development discourse and on the agendas of planners and policymakers. ASM encompasses issues across perhaps one of the broadest ranges of the policy spectrum of any economic sector, so there is great potential for ASM issues to become better recognized.

Participants stressed that international donors typically fund projects that are consonant with their own foreign assistance agendas and priorities. It is essential to find the big “lever” issues that align with donor objectives, and to use those issues to attract and facilitate capital investments. Donors and development professionals interested in addressing any of the MDGs will find that typical ASM communities offer direct access to some of the very populations whose standards of living the MDGs are designed to

improve. Poverty reduction (MDG 1), in particular, was cited as a compelling goal upon which to integrate ASM into the existing international development framework. Participants suggested that, to enhance donor interest in ASM, it was critical for the ASM sector to be formally recognized as an element of emerging poverty reduction initiatives, such as in the national Poverty Reduction Strategy (PRS). Further, through linkages with other MDGs, multiplier effects across a wide range of development interests, such as health, education, gender equality, and child labor, could potentially attract an even wider array of donors, helping to galvanize further investment in the sector.

Throughout the conference, participants identified several relevant “lever” issues, a number of which intersect closely with the eight elements of the Millennium Development Goals:

- Extreme poverty is rampant in ASM communities;
- HIV/AIDS, malaria, and other diseases are endemic in ASM communities;
- Primary education is not reaching many children of ASM miners;
- Maternal health is compromised by exposure to HIV/AIDS, malaria, and other diseases, as well as hazardous chemicals used for mineral extraction;
- Degradation of natural resources (siltation, deforestation, habitat destruction, pits and trenches, mercury and cyanide pollution, and permanent destruction of agricultural land) is a major threat to environmental sustainability; and
- Gender equality is of concern where women work in lower productivity activities for fewer returns than men, and without access to credit, collateral, or licenses.

Partnerships are essential at all levels and at all points in the process. This can be especially challenging in countries where ASM is illegal or “outside” the formal economy and, therefore, governments cannot list them as a priority vis-à-vis development agencies. Again, participants stressed that international donors will not address issues for which there is no strong statement of interest on the part of the national/local recipient. Thus, in countries where the ASM sector cannot be formally acknowledged and does not feature in poverty reduction or other development strategies, there often is no statement of country interest even though there may be great need to address ASM-related issues. Through more focused outreach to organizations, government ministries, and communities in regions where there is an active ASM sector, it may be feasible to forge alliances aimed at addressing collateral development challenges — e.g., HIV/AIDS education or environmental management — associated with ASM.

Other strategies suggested by conference participants to focus the attention of development planners and policymakers on ASM issues, even in countries where the sector is not formally acknowledged, include to:

- Identify points of entry through a non-ASM focus, for example, through programs that link natural resource use with poverty, market access, governance, and conflict;
- Identify points within institutional frameworks where ASM local priorities connect with national priorities;

- Develop potential cross-cutting issues that offer effective mechanisms for connecting to local priorities such as mining codes, land tenure and rights of possession, migration, and regional regulatory frameworks;
- Identify and cultivate local champions, who will seize specific issues of interest, assimilate them into their portfolios, and move proposals forward;
- Build community-based, participatory strategies that recognize the significance of indigenous knowledge and the capacity of local populations to make informed decisions;
- Adopt programs focused on the need for the poor to participate in their own development through making sound decisions about harnessing their own resources to meet their own development needs;
- Educate donors and development officials about the sector through in-country workshops; and
- Focus on both vertical (e.g., gems to jewelry and mines to markets) and horizontal (e.g., poverty reduction and rural development plans) development approaches.

Theme 5: To attract outside support and investment, ASM must build a compelling profile within the mainstream context of international development frameworks and specific country agendas.

To attract the support of the development communities, it is essential that the ASM sector develop “champions” across the international, national, and local levels, and that sector improvement goals and objectives be integrated into multilateral, bilateral, and internal country-specific development strategies. An effective initial first step in attracting this outside investment would be to “map” key ASM issues into established international development objectives, such as the Millennium Development Goals (MDGs).

To achieve this, it is necessary to identify appropriate interest groups and to increase the awareness and knowledge base of the development communities (and the public in general) on the demographic, economic, social, and policy issues relevant to and affected by the ASM sector. Because ASM issues of concern are fundamentally congruent with many existing development concerns, support to the ASM sector can provide a significant multiplier effect for other development goals, and there is a potential for high rates of return on investment within both the ASM community and society as a whole; hence, an ASM profile focused within the context of larger development challenges should be relatively straightforward and of strong interest to the donor and development communities.

An ASM profile that will be effective in attracting the support of the development community leading to sustainable outcomes should be developed and delivered through a coordinated action strategy that:

- Establishes high priorities for the sector;
- Sets out clear objectives with realistic, achievable goals;
- Presents strong proposals with specific intents;
- Makes clear linkages with donor objectives;

- Demonstrates functional partnerships; and
- Includes a communication and advocacy strategy.

Partnerships across all levels of planning and decision-making are necessary to address the multi-sectoral issues that are present in the complex ASM sector. Once appropriate “lever” issues specific to ASM are identified, a successful marketing strategy must “scale up” to show the linkages to macro development and sustainability issues that are multi-sectoral, and which can be adapted to specific country development strategies. For example, HIV/AIDS is clearly a compelling “lever” issue for the ASM sector, which can be linked to broader national programs focused on rural health and education. Relevant cross-cutting issues identified in the conference include poverty reduction, health, education, conflict mitigation and peace-building, governance, and alternative livelihoods.

Any successful profile-building process *must* include a strategy for effectively communicating issues beyond those directly engaged in the ASM sector. In particular, an effective communication strategy must emphasize the positive aspects of the sector by documenting clear, verifiable success stories, such as those presented in the conference by representatives of CooperAcción, Projekt Consult, and Allerton Cushman and Co. It is imperative that constructive, coordinated proposals which are addressed to donor and development communities focus on what can *really* be changed by better management of the sector. Multiple uncoordinated requests for assistance, or unrealistic proposals designed for low-benefit efforts or nebulous high-risk endeavors, can only serve to diminish the credibility of the sector in the eyes of donors and development strategists.

Theme 6: ASM needs an overarching policy and advocacy entity.

“If CASM did not exist, we would have to create one.” There was resounding agreement among conference participants that CASM, or an entity like it, is essential to ensure successful advocacy for the ASM sector in the international arena. ASM’s problems and solutions are as multifaceted and as varied as the sector’s footprint is geographically extensive. CASM provides a credible international forum where ideas and initiatives across *all* ASM issues can be debated and coordinated. As an independent entity, CASM can build visibility for the sector, convene strategic allies, and collectively advocate on the international level much more effectively than can individual groups or dissimilar nations and regions. Without a CASM, it is unlikely that the ASM sector could generate enough international attention to attract the large donors and public advocacy necessary to improve the plight of the sector and those who rely on it for their livelihoods.

Basically in universal agreement that CASM, or a similar organization, is essential for the ASM sector, conference participants discussed the proper role for CASM and how to ensure its effectiveness. They identified a number of current and proposed functions that CASM should fulfill:

- Serve as a coordinating entity for advocacy activities;
- Facilitate partnerships;

- Serve as a clearinghouse for information relevant to the sector;
- Compile and disseminate information on targeted donors (e.g., planning and funding cycles and donor calendars of events);
- Promote ASM at the annual meetings of high-profile multilaterals;
- Produce marketing materials (press kit, white papers, performance evaluations, strategic communication plans);
- Produce creative and informative publications;
- Engage media outlets to generate interest in ASM;
- Support initiatives to assist governments in facilitating ASM's transformation from an informal to a formal sector.

Regarding how to ensure CASM's effectiveness, conference participants recommended that the CASM Strategic Management and Advisory Group (SMAG) develop a set of clearly defined strategic goals, both short and long term, and a formalized plan of action to achieve those goals. A number of participants emphasized that regular periodic reviews and evaluations are essential to ensure that the goals and action plan, as well as active initiatives, are kept on track, current, and relevant.

Finally, conference participants welcomed the recent formation and participation of CASM Africa. They emphasized that regional-based CASM offices are important elements of the CASM structure and strongly encouraged their further development. Such offices will present a 'local' perspective, which is often important and, in some cases, essential for developing on-ground programs and ensuring success at the implementation level. This, and the potential for focusing regional-level energies to foster regional cooperative strategies, especially with regard to coordination functions, was cited as strong rationale for maintaining the regional CASM offices as important subordinate organizations under the broader umbrella of CASM headquarters.

III. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Given the magnitude of artisanal and small-scale mining (ASM) on the global scale — geographically, economically, and socially — the sector needs, and deserves, the greater attention of the development and donor communities. The lack of awareness and negative perception of ASM can and must be reversed if the sector is to attract the donor participation necessary to move it in a positive direction. This conference was an urgent call to CASM constituents and others to take collective action to build a positive profile for ASM and to mainstream it into development planning and policy agendas at all levels. Although it was disappointing that not more members of the donor community could attend, the conference was successful in bringing together a diverse group of experts and interested parties to focus on the challenges the sector faces. The conference itself thus served to increase the awareness and involvement of individuals and organizations who participate in the sector.

As ASM champions encourage development agencies to pay greater attention to ASM, it is critical to conduct efforts through and in partnership with the relevant national/regional governments. The donor agencies should involve the respective governments if the ASM community is to have durable, positive impacts.

The conference presentations and discussions, as reviewed in the following pages, provides a solid base to better understand the ASM sector and the challenges it faces in engaging responsible, effective donor and development assistance. In summary, the conference addressed the following:

Although complex and problematic, ASM is an important sector with significant untapped potential for addressing a range of development issues. Unfortunately, the sector is largely unknown to those not directly associated with it, and among would-be stakeholders, it is surprisingly misunderstood. Even many development and humanitarian specialists working directly with the sector do not *fully* understand the complex interrelationships between ASM and many social and economic factors; hence, support programs often tend to focus on issues that are incapable of addressing the fundamental development challenges facing the sector and in ASM communities.

Life is difficult for the vast majority of people engaged in ASM. Extreme poverty is a common condition. Because barriers to entry are low and the lure of “hitting it rich” is high, some people in fragile, rural economies find ASM an attractive alternative. Others engage in ASM not because they want to “hit it rich,” but because this is their only source of income or a fall-back source during periods of inactivity in other sectors, such as agriculture. The number of people relying on the sector is expected to continue to grow at a significant rate, particularly in regions already experiencing high levels of social and economic stress. As individuals engaged in ASM are often politically and socially marginalized and, therefore, of low priority to policymakers and the development

community, this can only serve to exacerbate the problems associated with the ASM sector and the challenges of attracting donor assistance.

With the perception in place that ASM contributes to poverty, conflict, and other social ills, the future for the sector is understandably perceived as uncertain, but, in fact, there is much opportunity for optimism. ASM offers remarkable potential to contribute positively to social and economic development, particularly in fragile states, and few other economic sectors offer such diverse points of entry - income generation, health, governance, corruption and transparency, institution building, natural resources management, and conflict mitigation - into mainstream development and policy agendas. Hence, ASM should be of inherent interest to the international development and donor communities. Unfortunately, the troubled history of ASM (and mining in general) often makes it difficult for many nations to integrate ASM into mainstream development strategies, further discouraging development and donor assistance.

The challenge lies in identifying and clearly articulating appropriate issues and programs in the context of local and national development strategies and donor interests, and to develop relevant, practical proposals that address those interests. Promising avenues for achieving this include integrating ASM into the Millennium Development Goals (MDGs) and other poverty reduction strategies and/or incorporating ASM development programs into national and international development strategies focused on institution-building and development in fragile states. A well-defined, concerted public awareness effort that takes into account the broader risks/benefits of the sector and integrates ASM into MDG/poverty reduction or institution-building/fragile state strategies could improve substantially the perception of ASM within the policy and donor communities. There are to date, however, a limited number of solid examples that can be used to demonstrate ASM's potential to benefit local communities and individuals.

To enhance donor interest in ASM, it is crucial for the ASM sector to be formally recognized as an element of already-established poverty reduction initiatives, such as the national Poverty Reduction Strategy (PRS). Linkages with MDGs and related social development programs across a wide range of development interests, such as health, education, gender equality, and child labor, could also potentially attract an even wider array of donors, further helping to galvanize investment in the sector.

With regard to the role of CASM, the overwhelming consensus was that CASM, or a similar organization, is essential to improving the status of the ASM sector. Without an overarching, international entity to coordinate efforts directed at this multi-faceted sector, it is unlikely that diverse advocates for ASM can attain the coordinated focus necessary to attract the interest of the multilateral and other large donor organizations that will be required to achieve significant results. Regional CASM offices are also important elements of the ASM advocacy strategy, as they provide a key local platform for establishing critical in-country/community partnerships and assisting with on-the-ground implementation.

Recommendations

Conference participants recommended that a focused working group convene to take into consideration the conclusions and recommendations of the conference and develop an appropriate future course of action. Participants specifically proposed that the working group, *inter alia*, should consider taking action to:

- Identify appropriate interest groups to increase the awareness and knowledge base of ASM among the donor community, development and assistance communities, and the public in general;
- Identify and catalog the planning and funding cycles of target governments and donors;
- Establish a Calendar of Events of conference/workshop opportunities to facilitate advocacy for ASM outside the immediate ASM sector;
- Identify and develop short informational briefs on “lever” issues (e.g., poverty reduction, health, and gender issues) that align with donor objectives to attract and facilitate donors/capital investments;
- Identify, based on appropriate “lever” issues, points within institutional frameworks where ASM local and national priorities link to donor agendas;
- Investigate and catalog other development issues that have been successful “mainstreaming” into the development agenda (e.g., illegal logging), which could serve as possible models for developing a public awareness strategy;
- Identify and document appropriate “success stories” from already-established programs directed at the ASM sector;
- Develop an ASM profile effective in attracting capital investments that includes a strong communication and advocacy strategy;
- Identify and cultivate target “champions” within donor organizations, governments, and local authorities to forge strategic alliances; and
- Promote mechanisms directed at transitioning ASM from the informal sector to the formal sector wherever necessary.

Conference attendees overwhelmingly agreed that, without a CASM, it is unlikely that the recommendations above can be achieved. Specific functions that attendees recommended CASM fulfill include to:

- Convene the working group cited above;
- Serve as a coordinating entity for advocacy activities;
- Facilitate partnerships;
- Serve as a clearinghouse for information relevant to the sector;
- Compile and disseminate information on targeted donors;
- Promote ASM at the annual meetings of high-profile multilaterals;
- Produce marketing materials (press kit, white papers, performance evaluations, strategic communication plans);
- Produce creative and informative publications;
- Engage media outlets to generate interest in ASM;

- Support initiatives to assist governments in facilitating ASM's transformation from an informal to a formal sector; and
- Develop, based on the recommendations of the working group above, a set of clearly defined strategic goals and a formalized plan of action to achieve them, and conduct regular periodic reviews and evaluations of those actions. These tasks should be under the purview of the CASM Strategic Management Group.

IV. CONFERENCE PRESENTATION SUMMARIES

Thursday, June 16, 2005

Conference Opening and Welcome

*Jon Hobbs, Chairman, CASM; UK Department for International Development
Katherine Sierra, Vice-President and Head of Network for Infrastructure,
Office of the Vice President, World Bank*

Jon Hobbs and Katherine Sierra opened the conference by thanking the CASM Secretariat for organizing the event, welcoming participants, and presenting the purposes and expected outcomes of the event.

Jon Hobbs

The purpose of the conference is to bring the artisanal and small-scale mining (ASM) community closer to the international development agenda since, with a few exceptions (ILO, UNIDO) it presently receives minimal attention in the (official) development world. In addition, the workshop seeks to discuss how ASM can reduce poverty, be a major contributor to the Millennium Development Goals (MDGs), and promote sustainable development.

In the past five years, considerable attention has been paid to the extractives sector, in large measure as a response to concerns over conflict and corruption, main elements of the so-called “resource curse.” However, there is, in fact, no intrinsic curse associated with natural resources. There is no denying that the countries that have been the focus of attention suffer from high-level corruption, environmental degradation, and poverty, but this is not inevitable. Nevertheless, the minerals sector has certainly been affected by negative perceptions.

ASM has also drawn attention in the past five years, but it, too, has a fairly negative image, and not much has been achieved in terms of concrete initiatives. The Mining, Minerals, and Sustainable Development (MMSD) Report found that ASM is important to a country’s development, but it is for governments to determine its place within national priorities. The Toronto Declaration of the International Council on Mining and Metals (ICMM) noted that ASM issues are “important and complex,” but then stated that “they are beyond the capacity of ICMM to resolve.” With ASM issues beyond the capacity of the private sector to resolve, they have been left to national public sectors and international development agencies.

At the World Summit on Sustainable Development (WSSD) in Johannesburg in 2002, not much more than passing references were made to ASM in spite of the extractives sector generally having a high profile. In 2004, the World Bank’s Extractive Industries Review did make some substantive suggestions on how to address the contributions to the ASM sector, bringing forth its contributions to poverty reduction and helping governments recognize it as a distinctive sector requiring targeted policies. But despite this and a plethora of other initiatives, such as the Durban and Kimberley Process, the sector

remains seriously under-managed. ASM has not achieved a higher profile in the development agenda, partly as a failure of our advocacy, as reflected in the absence of ASM in the Report of the Commission for Africa and consequently the G-8 agenda at Gleneagles and similar venues where the Commission's report is influencing the agenda.

Looking forward to our discussions at this conference, we face three big questions: 1) Is it, in fact, correct to say that ASM remains a poorly known sector with a negative image? 2) If so, why is it the case? 3) Presuming this is the case, what can we do to get ASM on the priority list of the development agenda?

To achieve our goals for ASM, the process should be broken down into cycles that set target dates and track the progress toward integrating ASM into the broader agenda for sustainable development. One possible target to keep in mind is the 2010 agenda of the UN Commission for Sustainable Development. We can ask ourselves what we would like to achieve for ASM by that time and how it should be reflected on that occasion when the development world will be focusing on the extractives sector. Setting clear goals of this type will help us build momentum for ASM as we work through CASM and other respective organizations.

Katherine Sierra

The ASM sector has become an important area of focus within the work program of the World Bank. Previously, the World Bank's treatment of extractives was limited to large-scale operations, but CASM is helping to broaden the portfolio to small-scale activities, particularly as it is mostly poor people who are engaged in the sector. Moreover, the Millennium Development Goals on poverty include environmental considerations, which can encompass mining at all levels. To achieve those goals, ASM workers operating in hazardous circumstances must be targeted. The World Bank has learned the hard way that these issues must be tackled, as they are connected to other problems, including child labor, corruption, and conflict.

The best course of action is to look at best practices, replicate them, and mobilize resources to attack the problem. Building on well-conceived approaches and successful work in post-conflict countries can provide role models. The UK Department for International Development (DFID) partnership with CASM is highly regarded within the Bank, and CASM is playing a key role in knowledge sharing, advocacy, and promotion of the initiative at the global level. Thinking broadly in terms of linkages is essential, so we may be sure that ASM is not a sidebar on the development agenda. These linkages may be economic in nature (jewelry manufacturing, labor issues) or cross-sectoral (access to transportation, health, education), and ASM should be linked to other international initiatives. Linking growth and development to ASM will lead to more attention to the ASM agenda and to success at fighting poverty and other development challenges.

Potential targets for ASM to be considered throughout the course of the conference could include attending the next G-8 meeting and promoting three or four effective small-scale mining sites that show positive links to achievement of the Millennium Development Goals. Demonstrating its commitment to the ASM sector and highlighting its importance

and links to development, the World Bank has invested about \$50 million in the ASM sector and has placed another \$50 million in the pipeline. With sustained commitments at this level, the future for communities and people involved in ASM looks positive.

Achieve the Millennium Development Goals: the Contribution of ASM to Economic Development

Antonio Pedro, United Nations Economic Commission for Africa

Antonio Pedro

Most of the major international organizations use the Millennium Development Goals (MDGs) as a benchmark for their strategic vision. These common standards help to promote the harmonization of development objectives. The Poverty Reduction Strategy (PRS) is also used to address poverty, but without long-term development or growth strategies and targets. MDG 1 (Eradicate extreme poverty and hunger) is the linchpin in the process because, once it is achieved, the other MDGs will fall in place. The nature of poverty and the various factors that determine it must be understood. Given the significance of mineral resources and their cross-boundary nature in Africa, sustainable mineral resource management is a key element to poverty alleviation and the achievement of MDGs.

In order to understand ASM and the sector's needs, profiling the miners on the basis of behavior is a useful step. Characteristic profiles used to describe miners are as follows:

- Permanent: Year-round mining may offer higher income than other activities
- Seasonal: Often a life-long source of income. Savings from mining can be an important source of income for other businesses
- Poverty-driven: Trapped in the low-revenue earning cycle
- Rush gangs: Lured by promises that seldom materialize. Because of a lack of a long-term perspective, only few succeed
- Complex group: Title owners, mine owners, laborers, financiers, equipment owners, and other service providers

On the positive side, ASM provides 13 million jobs worldwide with 3.7 million of these in Africa. Moreover, ASM reduces rural to urban migration. Furthermore, ASM creates social capital, thus boosting small and medium enterprise (SME) development. For example, in Tanzania income from mining is invested in shops, taxis, bars, guesthouses, and farming.

The negatives of ASM, however, are perceived to outweigh the positives. ASM impacts the environment and is practiced within an inadequate legal and regulatory framework. In addition, ASM acts as a magnet to other ills such as substance abuse, prostitution, child labor, HIV/AIDS, and gender inequality. Further negative aspects of ASM are the lack of facilities available to miners and the weak diffusion of technology. Moreover, access to markets is inadequate, making miners vulnerable to exploitation by middlemen. Furthermore, the marginalization of the sector prevents its integration into rural

development. However, the most significant problem within ASM is the poverty trap, since ASM ends to exist in marginal and remote rural regions, where alternative livelihoods are few or non-existent. With more people seeking a livelihood in ASM, there is increasing pressure on limited resources.

Past interventions in ASM have been top-down, of short duration, and lacking in continuity. The focus has been mainly on gold and gemstones and less on industrial minerals, which makes the sector less sustainable because these resources are not linked to other sectors of the economy. The fact that the finite and poverty-driven nature of ASM has not been properly recognized contributed to the negative societal dimensions of ASM. An overall fatigue thus has enveloped the sector.

The progress of MDGs has been slow in most cases. Extreme poverty has increased from 217 million people in 1990 to 290 million people in 2000. Overall, only 20 countries are on track to meet one or more of the targets. The slowest progress has been registered in Africa, with the exception of Botswana, Mauritius, and some of the North African countries. The conclusion is grim: the majority of countries will not meet the targets without drastic change. The slow progress is due to a number of factors, including sluggish economic growth, income volatility, geographic poverty traps linked to adverse agro-climatic conditions, lack of diversification of economies, poor track record on governance (despite some recent progress), the HIV/AIDS pandemic, gender inequality, conflict, and weak institutions.

The conventional wisdom is to design poverty reduction strategies that are country-specific. Another way to achieve better progress in terms of the MDGs is to improve infrastructure and scale-up service delivery. However, ASM is largely absent from the PRS. Evidence such as employment figures in Tanzania, Burkina Faso, Mali, Guinea (where income from mining play a crucial role in the education and health expenditures of many rural communities) demonstrates that ASM has been acutely ignored. If ASM were to be properly incorporated within the respective governments' PRSs, then achievement of MDGs would be enhanced.

Profiling the miners would help develop more effective strategies for addressing ASM problems, as this would build greater understanding of the behavior and motivations of miners. Also, facilitating transitions within the ASM sector could help to break the cycle of poverty. Important transitions to consider include:

- From artisanal to small-scale mining
- From gold and gemstones to industrial minerals
- From mining to farming and other businesses
- Break the cycle: "Don't make your son/daughter also a miner, save and invest in his/her education, health and knowledge!"

Another challenge for miners in ASM is the lack of technology. A more sustainable approach to enabling access to technology would benefit miners in the long run.

Promoting associations and cooperatives to acquire technology is another concept to consider.

Technology is not a panacea, and economics is not the only driver. Socio-cultural variables are also important to address. Improving the legal and regulatory framework would integrate ASM within the larger economies. In addition to seeking sustainability of ASM in the long run, it is crucial to empower miners to seek alternative livelihoods. Appropriately framed, ASM could be a major boost for rural economies which, in turn, could be strong engines for overall economic growth. For sustained growth and achievement of MDGs, the following recommendations should be given serious consideration:

- The conceptual and analytical framework of ASM needs to be changed;
- The spatial/geographical scope needs to be reviewed; and
- Operational approaches need to be finely tuned.

MDG 8: Develop a Global Partnership for Development

*Jacomina de Regt, Africa Technical Families Social Development, World Bank
Community Driven Development Coordinator, Africa Region*

Jacomina de Regt

Community Driven Development (CDD) has been one successful approach to poverty reduction in Africa. CDD directly supports Millennium Development Goal 8, which encompasses the following sub-goals:

- Develop an open trading and financial system with a commitment to good governance, development, and poverty reduction, both nationally and internationally;
- Reduce debt;
- Develop decent and productive work for youth;
- Provide access to affordable essential drugs; and
- Make available, in cooperation with the private sector, the benefits of new technologies, information, and communication technologies.

The multi-layered approach of the Community Driven Development (CDD) has five primary objectives:

1. Empower communities (provide for participatory diagnosis and decision making, resources, and the authority to implement programs);
2. Empower local governments (implement fiscal and administrative decentralization, and provide block grants);
3. Re-align central agencies to ensure service delivery at the local level;
4. Ensure transparency and accountability at all levels; and
5. Facilitate a learning-by-doing process and build capacity and partnerships along the way.

To accomplish the objectives above, Community Driven Development emphasizes the participation of the people it targets: those living in and/or directly affected by poverty. However, CDD recognizes that “cookie cutter” approaches do not work; that each affected community has its own very specific set of conditions that must be addressed. (In this respect, application of CDD to artisanal and small-scale mining communities will need to address the unique challenges of ASM as well as the sometimes vast differences between particular ASM communities.)

Another key element in achieving the CDD objectives is installing accountability between local service providers and central government. Decentralization is the preferred approach in order to provide “adequate local resources and capacity, thus furthering the empowerment of Community-Based Organizations (CBOs) in partnership with local service providers.” Decentralization allows for increased flexibility and agility to respond to specific needs and “on-the-ground” realities. Poor communities must be given the resources and capacity to succeed, while at the same time being monitored and held accountable for results.

Specific partnerships are required to facilitate Community Driven Development success, including:

- Within the community and with NGOs and the private sector;
- Between the community and local government;
- Between sectors and local government;
- At the national level in policy formulation; and
- At the global discussion and support level.

The community-level approach is based on the premise that people really do know their own needs and can make informed decisions. The CDD insists on providing voice to those who do not have it. This is often the case for, and has been applied to, migrant herders and could certainly be applied to artisanal and small-scale miners. The partnership promoted by the CDD places emphasis on transparency over the “rules of the game.” Furthermore, community level partnership building will enable a multi-sector approach that will profile the needs and aspirations of the miners.

At the national level, there are clear themes in the nationally produced Poverty Reduction Strategy (PRS) as well as in a country’s dealings with donors. However, those themes do not necessarily connect the vision and enable the communities and local governments at the same time. The multi-sector approach helps link pieces that might otherwise slip by.

Specific examples of productive partnerships include African continental institutions paying attention to local governance; country-level harmonization with donors, private sector, national and transnational links to the CDD approach; and transnational networks and coalitions within global civil society.

The World Bank's lending for Community Driven Development represents about ten percent of its lending volume. In Africa, for example, \$2.5 billion funds a portfolio of nearly 150 operations.

Suggestions for the role of CASM members and the ASM community in forging new partnerships include adapting CDD to the country context, mainstreaming ASM, and scaling up to broader agendas, including the private sector — large and middle-scale mining companies that have (or should have) vested interests in the success of these programs.

MDG 2: Achieve Universal Primary Education

Eileen Muirragui, U.S. Department of Labor

Norman Jennings, International Labor Office

This session focused on the impacts of ASM on children and on approaches to alleviating illiteracy and child labor.

Eileen Muirragui

The U.S. Department of Labor (DOL) seeks to overcome the global scourge of child labor through a number of efforts. While DOL programs may be relatively small, they are not insignificant and they complement the work of other international agencies.

The reality of development is that there are many children at the margins of global education initiatives. Indicators used to evaluate the success of MDG 2 include the net enrollment ratio in primary education and the proportion of pupils starting grade 1 who reach grade 5. UNESCO Statistics Division data show progress being made in these indicators, but sub-Saharan Africa and South Asia still lag behind and need more help. The children at the margins throughout the world are most likely to fall within the following categories:

- Children of families in extreme poverty,
- Rural children and those in isolated communities,
- Girls, particularly in sub-Saharan Africa,
- Child laborers, particularly in the worst forms,
- Children affected by HIV/AIDS, and
- Children with learning disabilities.

Global statistics indicate that a slightly higher percentage of boys (52 percent) than girls are forced to work. However, girls' work — often domestic — may be less visible and thus more difficult to measure.

Higher rates of child labor are often correlated with lower school enrollment throughout the world. In terms of children working in the mining sector, mercury exposure may have some impact on children's ability to learn.

The prevalence of HIV/AIDS is having a negative impact on education opportunities for children. Orphans tend to have lower school enrollment and higher drop-out figures. Even before children are orphaned, they are taking on increasing levels of household responsibilities or must earn money to support the family. Many children care for their sick parent(s) and families have less money for school expenses. If children are enrolled in school, they frequently miss classes and the high stress they face with a dying parent can negatively affect performance when they do attend.

In addition to HIV/AIDS, a number of significant barriers contribute to low school enrollment figures. The obstacles can be categorized in four areas:

1. **Access problems:** physical distance, discrimination (e.g., gender, race, ethnicity, religion, caste and class, learning disability, working status), and unsafe routes due to violence and conflict;
2. **Costs:** direct costs (e.g., fees, uniforms, books, and transportation) and opportunity costs (e.g., loss of child's wages or need for agriculture and household labor);
3. **Poor Quality:** lack of buildings, materials, and teachers, poor teaching conditions (e.g., low pay and heavy workload), insensitivity of education authorities to the needs of children at risk; and
4. **Relevance:** curriculum may not correspond with local needs, and curriculum may not prepare students for employment.

To address these challenges, donors, governments, and development experts need to think “out of the box” to reach children and youth at the margins. As access is expanded, the quality of education should not suffer. Traditional primary school may not be the only answer to achieve objectives of primary school learning. Innovative and accelerated primary education equivalency programs for illiterates and dropouts should be supported by donors. Finally, national policies and donor support should be comprehensive and integrated.

Norman Jennings

The reality of the role of child labor in ASM around the world is stark. Of the approximately 13 million people involved in ASM, about one million are under age 18, evenly split between boys and girls. ASM as a sector is generating about \$2 billion in gold and gems in Africa, \$200 million worth of gold in more than six countries around the world, and nearly 15 percent of all diamonds. As far as the public is concerned, “mining is mining” and they do not discriminate among industries with better or worse practices. Child labor is a problem in the informal ASM sector, as the formal sector has eradicated the use of children. However, the formal sector cannot be indifferent, and the entire sector must join to end the practice of child labor in ASM.

Young people are disproportionately affected by the hazards and risks of mining, including exposure to chemicals, the risk of over-exertion, a lack of ventilation, and harassment. Their work falls under the International Labor Organization's (ILO) C182

Worst Forms of Child Labor Convention passed in 1999. Even peripheral tasks can expose children to severe risks.

There are many safeguards and features to put in place to bring an end to child labor in ASM, but without cash benefits, there is no incentive. Necessary efforts include: providing technical and administrative support; recognizing the interests of the ASM sector; ensuring technology is applicable where used; demonstrating economic benefits in eliminating child labor; involving all stakeholders and ensuring their ownership and coordination; and making ASM a sustainable activity. The bottom line for the ILO is that ASM should be a profitable, productive, safe, and healthy source of livelihood, not an activity of last resort.

The International Programme on the Elimination of Child Labor seeks to end child labor in small-scale mines and quarries in India, Mongolia, Nepal, Pakistan, The Philippines, Bolivia, Brazil, Colombia, Ecuador, Peru, Kenya, Ghana, Madagascar, Niger, Tanzania, and Zambia. It is funded by partner governments and is conducted in collaboration with CASM.

To replicate this program, and to ensure the end of child labor, will not be easy and will take time. The will and sustained funds for education, training, demonstration, surveillance, and follow-up are necessary. Appealing to the self-interest of governments and others to demonstrate that ASM can be more profitable without child labor is critical. For communities, the issue of sustainable livelihoods must be addressed. By ending child labor, the mining industry will profit from an improved reputation, communities will benefit as sustainable small businesses are established, governments will lose less revenue, and children will no longer be harmed by the negative aspects of their participation in the sector.

A tripartite “call to action” to eliminate child labour from small-scale mines by 2015 was launched by the ILO to mark the World Day Against Child Labour on 8 June 2005. Fifteen countries pledged tripartite support, together with representatives of the mining industry (ICMM) and mining trade unions (ICEM), and CASM. The ILO and its partners will develop a series of programs and seek donors to enable this goal to be achieved.

MDG 3: Promote Gender Equality and Empower Women

Mayra Buvinic, Sector Director, Gender & Development, World Bank

Karyn Keenan, CooperAcción

Mayra Buvinic

Women constitute a significant portion of the ASM community: approximately thirty percent of the total labor force in the sector. Unfortunately, scant literature or research exists on gender issues within the mining sector. However, assessing the position of women in the agricultural sector provides useful parallels and lessons learned. The growth in the agricultural sector has failed to bring prosperity to most female agricultural laborers and women in the agricultural sector are routine targets of various forms of

discrimination. Many of them receive wages lower than those of men and, due to a lack of collateral, cannot access credit and open bank accounts. However, because female agricultural laborers are essential to agricultural production (around 10 percent of women in Asia and around 20 percent in Latin America), these producers and processors cannot be left behind.

The following measures are necessary to increase women's productivity and the returns on their labor for both the ASM and agricultural sectors:

- Improve technologies, make them more affordable, accessible, and user-friendly for women,
- Develop programs for women's skill enhancement,
- Ensure that women have access to credits and micro-financing programs, and
- Ensure gender equality in land rights; granting women land rights will help improve productivity of women in these sectors.

Given the role women play in all sectors of formal and informal economies, MDG 3 (the gender equality goal) is closely linked to MDG 1 (eradication of poverty). Since studies reveal that the single greatest determinant of poverty is being born into a poor family, women as a group represent a key linkage in the transmission of poverty across generations. (The need to empower women to break not only the generational transmission of poverty, but as well the spread of HIV/AIDS and malnutrition, is both evident and critical.)

Legalizing ASM is a crucial element for empowering women. Health and safety standards can only be enforced in a formal sector. While it is important to pay attention to health standards for all members of the ASM community, women (and the children they rear) are the most vulnerable group and require special attention.

Finally, programs for women need careful design to avoid unintended consequences. When women produce at home and have little time available, even well-intentioned programs to teach them additional skills (sewing, crafts) may become burdensome and, in the long run, do more harm than good.

Karyn Keenan

CooperAcción is an NGO working with coastal and artisanal communities in Santa Filomena of South Peru. There are six ASM communities in Santa Filomena, totaling approximately 2,000 people.

The emergence of political terrorism in Peru in the 1980s, primarily by Sendero Luminoso - the Shining Path — coupled with dire economic conditions, drove many rural people to urban areas. However, very few of them found employment in the cities, and the great bulk of the migrants returned to the rural areas, with many establishing ASM communities.

Today, ASM communities in Peru face numerous challenges, including lack of access to financing, heavy reliance on manual labor (often by children) and little or no access to potable water, sanitation, education, and health services. Incomes are abysmal due to small yields, and persistent poverty is further exacerbated by the presence of middlemen who buy only at undervalued prices.

CooperAcción devised a program to help secure land concessions, introduce technical improvements, establish basic services, and eradicate child labor. The NGO conducted a health survey in the communities at the beginning of the project, finding that children and women were exposed to the harmful effects of mercury to a much greater extent than men, as women sort the remaining rocks for minor gold deposits after the initial chemical processing. Furthermore, their profits were lower than those of men, usually around \$7 for two weeks of hard work.

CooperAcción undertook a strategic planning process with the women of the ASM communities, with the objective being to give them a greater voice and the ability to increase family income in order to end child labor. The women themselves established a lending facility to provide loans to other women. Women involved in the project gained a greater sense of confidence (a very positive collateral benefit was the ability of some of them to leave abusive relationships). Women also advocated for issues previously ignored by men, such as access to education, community health services, and access to secure sources of water.

This success story demonstrates how the empowerment of women in mining communities can contribute to the achievement of other MDGs, such as reducing child mortality, improving health conditions, and ensuring environmental sustainability.

MDG 7: Ensure Environmental Sustainability

Felix Hruschka, Projekt Consult

Felix Hruschka

On behalf of the Swiss Agency for Development and Cooperation (SDC), Projekt Consult, a German consulting firm, has been active in ASM issues since the early 1990s and is responsible for the implementation of three separate SDC projects in Ecuador, Bolivia, and Peru, as well as the planning of a new project in Mongolia. Over the course of these projects, Projekt Consult's views on dealing with ASM sustainability issues have evolved, and they have developed different techniques and approaches for helping miners achieve an improved quality of life under more sustainable conditions.

The first project (PMSC) was established in Ecuador, operating from 1993 to 1999. Originally, Projekt Consult focused mainly on the use of mercury in Ecuadorian gold mining. The unsafe use of mercury is a major hazard both to the environment and to the miners themselves, and Projekt Consult felt that by reducing its use, they would do much to improve the health and well-being of the miners and their families. However, as the project progressed and working relationships were established, Projekt Consult learned

that the miners had a number of concerns far beyond mercury. It was this feedback from the miners that led to a more holistic understanding of the miners' diverse needs and priorities, helping Projekt Consult identify and target other major health and environmental concerns well beyond the original scope of the project. To assist with sustainability, the Ecuador project was conducted in cooperation with a local NGO. Furthermore, the "sustainability of technical know-how" has been achieved, by having members of the former project team remain active in providing technical assistance to the miners on a private basis.

The second project (MEDMIN) was launched in Bolivia in 1994. This project, also concerned initially with environmental issues, evolved into a foundation that works to provide the miners with technical knowledge and guidance on sustainable development, as well as to address community concerns such as the eradication of child labor and other issues. This created a permanent organization that serves as a platform for other ASM related projects and positively influences the lives of the miners by aiding them in solving community-identified problems and ensuring that project knowledge is locally retained.

The final project (GAMA), implemented in Peru since 1999, completed the evolution of the Projekt Consult approach. Recognizing that for technical solutions to achieve environmental sustainability, the entire community needs to be engaged in a broad program that addresses social, legal, and cultural concerns. This project focused on developing local programs and organizing the miners to achieve legitimacy as a legal community recognized by the local governor. It was determined that implementation required an integral, community-oriented approach, focusing all relevant social, cultural, organizational, health-related, economic and legal issues. The main result of the project was the creation of a legal framework for ASM that provides incentives for the integration of ASM into the formal economy and allows for compliance with environmental requirements, such as reduction of mercury emissions. By enabling these artisanal miners to attain legal status and receive a political voice, Projekt Consult has contributed to a sustainable process of transforming communities from illegal settlements into networks capable of long-term growth and development with an incentive to engage in environmentally sound planning.

Projekt Consult has reached the conclusion that the development of *sustainable* ASM communities depends on the economic, social, and political empowerment of artisanal miners' organizations. SDC's "empowerment approach" is considered fully compatible with the "sustainable livelihoods approach" of other donors and focuses on: increasing and protecting assets by economic empowerment, reducing vulnerabilities by social empowerment, and creating sustainable processes by political empowerment.

MDG 6: Combat HIV/AIDS, Malaria and Other Diseases

Joan MacNeil, Senior HIV/AIDS Specialist, World Bank

Dr. Fatma Mohammed, AMREF Tanzania

Dr. Daraus Bukenya, AMREF Kenya

Joan MacNeil

We should not lose hope in the prospect of successful achievement of the MDGs. While the United Nations 2005 progress report may not be encouraging, there is no reason for frustration. When assessing progress, it is crucial to look forward to the next 10 years and focus on what needs to be done. It is also important to include the ASM community in the MDGs. Little progress can be made if the sector continues to be neglected.

Artisanal and small-scale mining communities are particularly vulnerable to HIV/AIDS, malaria, and tuberculosis (TB). The communities are often found in sub-Saharan countries with high HIV prevalence and endemic malaria. Moreover, they mainly consist of transient, migrant workers who have limited access to services and information, which makes them a group at high risk for HIV/AIDS and other diseases.

As of the end of 2004, there were 39.4 million people in the world living with HIV. In 2004, 3.1 million deaths were attributed to AIDS. The African countries are affected the most — 75 percent of the HIV infections. In sub-Saharan Africa alone, around 25.4 million adults and children are estimated to be living with the disease. While the growth of HIV prevalence in the sub-Saharan region has leveled off recently, the annual number of AIDS deaths is steadily rising.

HIV/AIDS takes the heaviest toll on the most vulnerable groups of the population: women and children. The second wave of the HIV/AIDS epidemic includes an increasing number of women and girls. Another trend in the development of HIV/AIDS is the spread of the disease among younger people between the ages of 15 and 24.

HIV/AIDS takes a particularly harsh toll on education in sub-Saharan Africa. In 1999, nearly one million children lost their teachers to AIDS. In addition, children often stop attending school when one or both of their parents die. The cumulative effect of these deaths is that an increasing number of children in various communities, including ASM communities, do not go to school. The trend is especially alarming, since education is the single most effective way to prevent the spread of HIV/AIDS.

Prevention, along with treatment and care, is the key to combating HIV/AIDS. On a positive note, commitments of political will and financial resources are on the rise by many governments. However, considerable amount of work remains to be done. While the treatment of HIV/AIDS is expanding, it reaches only 12 percent of those who need it. While prevention programs target more people now, millions of youth remain uninformed.

Malaria and TB continue to be serious problems around the world. Annually, one million people, mostly children, die of malaria, while TB kills 1.7 million people. Malaria is not

only a health problem; the disease is estimated to have slowed economic growth in Africa by 1.3 percent a year. While some progress is made and more patients are being treated successfully, there is room for improvement. Specifically, the identification of cases and expansion of treatment must improve in Asia and Africa.

Fatma Mohammed and Daraus Bukenya

African Medical and Research Foundation (AMREF) is one of the oldest NGOs in eastern Africa and the only NGO that works throughout Tanzania. While AMREF primarily concentrates on health issues, it also develops programs concerning water and sanitation. In Tanzania, about 80 percent of the Foundation's work is related to combating HIV/AIDS.

As in many other African countries, there has been a tremendous increase in the prevalence of HIV/AIDS from 1983, when the first cases were reported, to the 157,173 reported cases in 2002. The estimated prevalence in Tanzania is 10 percent, but this number varies across the country, with the urban prevalence rate (13-15 percent) being higher than the rural rate (4-6 percent).

Once studies began to demonstrate the high prevalence of HIV/AIDS and Sexually Transmitted Diseases (STDs) in ASM communities, AMREF established a program to address the health problems of miners. AMREF's Mine Health Program focuses on promoting healthy behavior in the mine workforce, facilitating community participation in the prevention of HIV/STDs/malaria, implementing interventions that target female food and recreational facility workers (FRFWs), promoting access and utilization for quality vaccination services, strengthening district health systems, and documenting and sharing lessons learned for future replication. The program focuses on a wide range of health issues not limited to HIV/AIDS, including the spread of malaria, TB, and STDs.

AMREF faces seven important challenges:

1. Deeply rooted, high-risk sexual behavior in many parts of the target community;
2. The integration of ASM miners into large-scale mining company HIV/AIDS programs;
3. Low acceptance of male and female condoms;
4. Fatalism, exacerbated by an individual's unknown HIV/AIDS status;
5. Stigma attached to HIV/AIDS, which prevents people coming forward for testing;
6. Tight work schedule on mine sites, which makes it difficult for workers to attend health education sessions; and
7. Poor health referral systems.

Because health programs are often funded by large-scale mining companies, programs are limited to specific activities and locations. However, AMREF is planning to incorporate ASM miners and communities into a comprehensive program geared to the needs of the ASM sector. According to Mohammed, other future plans for AMREF include moving beyond awareness raising, focusing on individual and collective behavior change and conducting evaluation surveys to ensure high quality service delivery.

Questions and Answers

The first question addressed the success of Santa Filomena, Peru success story. Recognizing the inspiring work of CooperAcción in southern Peru and the project's potential for replication, more details were requested, including costs and numbers of people affected by the project. The community is growing from an original 1,200 to 1,500 people to nearly 2,000. Thirty to forty women were directly involved in the program, and around 150 children were involved indirectly. Another participant added that while it is hard to make a cost-benefit analysis of such programs, it can be argued that the benefits are enormous over the long-term. Having a child receive an education provides a positive return of 10 to 20 times more than the initial investment. Programs like the one in Santa Filomena can play an important role in achieving MDGs, especially poverty eradication. However, as one of the participants noted, communities in southern Peru still have very rudimentary facilities, suggesting the need for better standards overall, not just poverty-specific ones.

Secondly, participants discussed the problem of migration in ASM communities. A participant noted that most of the success stories are linked to permanent mining communities. It was pointed out that the communities CooperAcción worked with in southern coastal areas were indeed permanent. There is, however, migration taking place. The usual pattern is for boom towns created by the inflow of migrants to a new discovery site to last for about four to five months. At that point most of the people in a settlement return to their homes, while those remaining form a relatively stable community. As a result, even communities with high initial migration levels can develop a reasonable level of sustainability. All participants agreed, however, that migrating communities represent a significant challenge. Economics drives migration. Accordingly, development of income generating activities that can provide attractive alternatives to ASM is required. Organizational strengthening is one key to solving this problem. However, in places where the incomes from ASM are ten times higher than from farming (an example from Tanzania was cited), communities need training and assistance in reinvesting this income.

Health and environmental sustainability risks associated with ASM was a theme of interest during the discussion. While it is important to pay attention to the health impact of mercury, it is crucial to focus on other mining-related problems, including siltation and deforestation. The community itself should focus on taking responsibility for the restoration of the surrounding environment.

The distinction between artisanal and small-scale mining was raised at the conclusion of the session. The nature of the technology between the two is different, and it is hard to delineate where itinerant mining ends and small-scale mining begins. One participant suggested looking at the behaviors of miners instead of characterizing mining on the basis of size. Classification on the basis of behavior will help respond to the questions of community permanence and the related questions of the focus and nature of development assistance programs.

Conflict and Development

Melissa Powell, UN Global Compact

Ian Smillie, Partnership Africa Canada

Melissa Powell

The United Nations Global Compact is a corporate responsibility initiative begun by the UN Secretary General in 2000. It is a voluntary, multi-stakeholder program that includes 45 country networks that are mostly in non-OECD (Organisation for Economic Co-operation and Development) member countries. The Compact exists to promote ten universal principals endorsed by member governments in the areas of labor, human rights, and anti-corruption and to facilitate business engagement in support of UN goals. To this end, the Global Compact has promoted a multi-stakeholder dialogue and conducted international and country-level workshops for the past four years. One tangible result of the effort is a tool in the form of a policy paper series and a recent publication entitled, "Enabling Economies of Peace: Public Policy For Conflict-Sensitive Business."

In today's world, large multinational businesses are increasingly involved in issues of peace and security, which has traditionally been an area of concern for states. As globalization makes markets more widespread, businesses become a powerful actor in the developing world. Developing nations need investment to spur growth, but this must be done carefully so that investment will prevent, rather than exacerbate, conflict.

Furthermore, the nature of conflict is changing, with more and more conflict occurring at the sub-state level. This conflict is destructive to the country involved and to businesses investing in the country's communities and economy. However, conflict can be minimized through an integrated approach that involves the participation of non-state actors. Peace and economic development are considered to be mutually reinforcing, but high dependence on natural resource extraction and primary commodity export is viewed as decreasing security. While investment is positively correlated with reduced conflict risk, economic growth, and raised living standards, the way in which businesses interact with authoritarian regimes and exploit natural resources has the potential to worsen local conflict. Through their partnership with the Global Compact, companies learn how to create programs that will improve the economic potential of regions by decreasing the potential for conflict. However, the voluntary participation of these companies is not enough. There must also be an effort on the part of governments to support this type of initiative.

Priorities for government and donors to promote good governance and security through positive cooperation with the private sector include the following:

1. Assist states to govern their domestic economies effectively, especially natural resource endowments;
2. Strengthen efforts between states to govern their cross-border economic transactions;

3. Further integrate international development efforts and conflict prevention and peace-building activities; and
4. Develop policies and practices to support private sector efforts to reduce their negative impact and strengthen their positive impact.

There are a number of recommendations for the public policy community to consider:

1. Build upon existing conflict-sensitive business initiatives to extend them throughout company supply chains. This includes broadening the coverage and promoting the implementation of the Extractive Industries Transparency Initiative (EITI), Voluntary Principles, and the Kimberley Process, and attending to needs of local SMEs, suppliers, subcontractors, and state-owned enterprises.
2. Expand public-private partnerships in post-conflict reconstruction programs to enhance the ability of states to address demobilization and reintegration of former combatants. This can be done by undertaking comprehensive assessments of specific demobilization and reintegration needs, and the potential contributions of relevant public and private sector actors.
3. Strengthen and coordinate assistance to weakly governed states for the management of their natural resources. Efforts are needed to support government initiatives to promote comprehensive transparency in resource revenue income and budget expenditures and to strengthen the capacity of civil society to monitor and track resources.
4. Consider the negotiation of a regulatory framework to address trade in conflict commodities. Donors can also provide technical and financial support for the creation of certification systems for commodities that have been used to finance war.
5. Implement programs to fight corruption and enhance transparency. This should include adopting and ratifying relevant international conventions regarding corruption, criminality, and money laundering as well as supporting private sector initiatives and promoting the adoption and implementation of EITI.
6. Clarify the responsibilities of the private sector under accepted international human rights standards. Mechanisms to hold companies accountable where they are knowingly involved with human rights abuses in conflict-prone countries should be developed.

Ian Smillie

African alluvial diamond fields have offered an excellent funding opportunity for various rebel groups. As “conflict diamonds” began to fuel violence, representatives of different businesses, nongovernmental organizations, and governments met in Kimberley, South Africa to discuss the means of preventing rebel groups from profiting from diamond extraction and sales. After a dozen formal and informal meetings, a plan was developed

that would allow diamond merchants to voluntarily apply for and receive government certification that their merchandise was obtained legally and did not include conflict diamonds. Despite the voluntary nature of the application, it is impossible to export diamonds without the certification, as recipient countries only import certified products. While smuggling has allowed for some evasion, the process has been effective in preventing conflict diamonds from entering the market.

Despite its successes in large-scale mining, the Kimberley Process has little impact in the ASM sector, because spaces exist for illegal diamonds to slip through the process. The root problems of alluvial diamond mining have been the same for 50 years. The vast majority of ASM miners are extremely poor, earning on average around one dollar a day. That a few do succeed in becoming wealthy only serves to draw more people into a business that has few prospects for success. Most ASM occurs outside the formal sector, and the miners are not monitored or registered in any way. They are extremely vulnerable to exploitation by various local factions and can easily be turned into slave labor. The Kimberley Process can take out the worst dangers in the system, but it does not solve the ASM-related problems.

As a result of Global Witness's "Rich Man, Poor Man Development Diamonds And Poverty Diamonds" paper, a group of organizations involved in the diamond industry and its related issues met in January 2005 to discuss artisanal mining and its links to conflict diamonds. By fall 2005, a larger meeting will take place to work through a comprehensive approach. This approach needs to address a variety of issues, including money (banking, parallel economy, money laundering, micro-finance), policy (regulatory framework, rent seeking environment), capacity building for miners (education, organizing, micro credit, access to information), safety (health, protection, community involvement), and security.

This initiative has tremendous potential to have a positive development impact, specifically for those areas related to MDG targets. Forging new links and alliances will advance both the ASM sector and those broader development goals.

Donor Discussion

Jeffrey Davidson, CASM Secretariat

Ian Wright, World Bank Trust Funds

Jaidev 'Jay' Singh, USAID

Jon Hobbs, DFID, UK

Jeffrey Davidson, of the CASM Secretariat, introduced this session by sharing its purpose and relationship to the goals of the conference. CASM is in the process of assessing how ASM issues fit into the global development agenda and how they can be packaged effectively to stimulate donor participation. The organization has hit roadblocks in its efforts, and this conference was organized to bring potential stakeholders together to generate interest in ASM and to identify potential donors. The discussion session was designed to increase CASM's knowledge base regarding funding,

including how donors think, how donor decisions are made, how funds are distributed, and what are the current donor priorities.

CASM's challenge of effectively packaging ASM is evidenced by the low level of donor representation at the conference. Nevertheless, the three discussants for this session represented organizations working to make a substantive difference in the realization of MDGs. The discussants drew upon their experiences to share thoughts with the conference participants on the subject of how to engage other resource partners.

Ian Wright, of the World Bank Trust Funds, drew on his experience in working with donor partners on behalf of the World Bank's trust fund and resource mobilization department to present some of the lessons he has learned. Working with donors, like mining, is about "finding, mining, grinding, and polishing." While securing a financial contribution from donors may be the immediate, concrete goal, creating new partnerships with the potential for longer term engagement is an ongoing process. Whether the objective is short or long term, a dialogue will still need to be established that is supported by careful preparation, internal coordination, effective presentation, and client follow-up.

The first challenge in attracting more donors to ASM is getting the issue on the table by crafting the right message and making a compelling development case. The importance of this step is well captured with the slogan "dialogue before dollars." Seeking donor support needs to be embedded in a process. With respect to ASM, part of the preparation work needs to recognize that ASM is not a top priority of donors, partly because mining in general suffers from a poor and out-dated image. This underscores the importance of ongoing education and advocacy work to focus on the positive potential of ASM to reduce poverty and to address other issues that are consistent with donor priorities.

To engage potential partners also requires that the dialogue be based on a well-founded knowledge of their respective priorities and mandates. One thing to remember is that the presentation must be compelling, and preparation and processing can be a very time-consuming process, especially for multi-year contributions.

In terms of bilateral donors, most of them have endorsed MDGs, and most also have increased their official development assistance (ODA) and are cooperating with the World Bank. In terms of potential partners other than bilateral donors for ASM, CASM should also consider contacting line ministries (such as ministries responsible for mining, industry, and natural resources) in donor governments who may also have international development mandates and modest funding resources.

Future funding for ASM, if approved, is likely to come from within existing budgets, not newly allocated money. Since there is intense competition for unallocated development funds, ASM champions and stakeholders need to make a compelling case for ASM. ASM can obtain funding if donors perceive funding for the sector as contributing to high priority development challenges. It is also extremely helpful to have ASM champions and advocates in technical and decision-making positions. Furthermore, ASM is about

more than mining, and potential donors may be more receptive to supporting ASM if they understand better the links to poverty reduction, social development, environment, and security issues. For example, some donors with agriculture, health, or education programs may be ready to look at new approaches and work in areas of overlap with ASM.

The World Bank Trust Funds are a partnership and legal mechanism to bring together funds from bilateral donors and foundations. The Bank's role is to administer funds on behalf of the collaborating donors in order to achieve a common set of results. ASM can be integrated into the Bank's country assistance strategies where mining is important. Governments and ministries of developing countries, however, need to put these proposals to the WB and regional banks to have the necessary programs generated. Advocacy work in developing countries, both in government and civil society, needs to continue, as pressure from the latter on the former can help raise the priority of ASM and increase the possibility that it will be part of government-level dialogue with external funding partners.

In summary, attracting donor attention will require a lot of front-end homework, a compelling case, quality proposals, regular contact, and considerable follow-up. There is hope for ASM, despite its low profile. In fact, some funding may be having more of an impact on ASM than is evident at first glance through projects that support environmental sustainability, trade and development, and child labor initiatives.

Jay Singh, of USAID, noted that there is huge interest in mining, and the issues are taken seriously at USAID, as evidenced by the toolkit prepared by USAID on minerals and conflict. Jeffrey Davidson of the CASM Secretariat and Ray Simmons of FESS helped USAID to measure the impact of the money that USAID spends. ASM provides a good platform for dealing with related issues of transparency and democratization. But the bottom line is that there are a lot of competing interests for USAID money.

USAID generally identifies countries as those that are stable and evolving out of poverty and those that are fragile states. USAID is interested in funding proposals that deal with how to prevent and dismantle conflicts and how to promote peace. When looking at proposals, USAID considers the analysis, since a number of issues feed into conflicts. For instance, informal economies, corruption, and territorial control are enmeshed, so the question is can the analysis help us deal with how these factors interrelate. USAID is interested in analyses that further the understanding of how to transform informal economies. With respect to minerals, USAID is particularly interested in alluvial minerals (diamonds, gold, and coltan) which can be concealed in a pocket or otherwise be easily transported.

USAID is also interested in learning how to prevent and dismantle conflicts through holistic approaches. For example, how can USAID build local demand for accountability and increase transparency? Building the capacity of countries to tackle conflicts, potential and existing, is a major task. Over time, in the Democratic Republic of Congo, Burundi, and Rwanda, USAID has helped the respective governments build oversight and

capacity. Other issues include the challenge of attracting combatants to join the formal economy. USAID is looking for models that help communities build resiliency to conflicts — these include laws and policies, engagement of civil society, and democratization. With respect to ASM, what can be done to help build local capacity in its governance of natural resources? There might be potential for micro credit as well as specific governance-related policies that deal with mining.

Lastly, USAID has an emphasis on measuring impacts, which do not refer simply to economic improvements but, more importantly, the ability to build associations (for example, to voice preferences without risking being killed) and solidarity within the community to increase resiliency. Stories of such capacity-building would be highly interesting to USAID.

Jon Hobbs, of CASM and DFID, noted that the superstructure over the way aid is delivered is changing. International bilateral aid is very fashion conscious and it changes frequently depending on the flavor of the day or month.

Currently, the trend is to move from supporting a plethora of small, dispersed projects in the form of technical assistance to giving direct budgetary support to governments and setting up direct lending. The change is an effort to make aid more effective and delivered in a more coherent (or harmonized) fashion between agencies.

The old system was very inefficient, resulting in bilateral agencies sometimes competing with one another over pet projects. This system served the interests of donor agencies (and their consultants) more than those of the host countries. The result was that many projects did not survive past the departure of the expatriates and/or donor agencies.

The recent Paris Declaration on Aid Effectiveness resulted in agreements with developing countries on the condition that aid would be based on their own Poverty Reduction Strategy (PRS). In turn, developing countries, with the assistance of donors, agreed to reform national systems wherever necessary, to improve their capacity to manage development resources. The direct country support approach has been pumping in a lot of money and has already encountered difficulties, especially in the environmental field, where strategic planning and long-term planning are even more necessary. A greater harmonization of donor efforts is necessary. In addition, there is need for some type of agreed-upon superstructure and set of goals (e.g., the MDGs).

To make ASM a priority, demand needs to come from the national level, as donor organizations need to work behind the priorities of the countries or the countries' development strategies. ASM needs this kind of language to be able to better interest the donor community. In other words, to get donor agencies on board, ASM needs to work with developing countries and ensure that ASM is in their list of development priorities. Another approach is to be aware that each donor agency has its own country strategy and programs and ASM should feature in these where relevant.

Aid packages are now delivered in significantly larger tranches. This has important implications because issues such as good governance become critical. Aid delivery also needs to be framed in the context of mutually agreed upon frameworks and focused on the priorities identified by participative processes at the country level. This change in aid delivery mechanisms has required a change of tactics by those working in development assistance. For example, new tools are now required to ensure that environmental considerations are taken into account, beyond the tried and tested project-based tools (such as Environmental Impact Assessment) previously used. A similar need to change tactics is required by those working on ASM issues. Requirements in aid delivery mechanisms include greater accountability and transparency. This is why the Extractive Industry Transparency Initiative (EITI) is so important. The EITI aims to increase the transparency of revenues between large-scale extractive companies and governments and thus improves the prospects for citizens to hold those governments to account for the use of the revenues for development purposes. It further encourages the capacity of governments to manage the resources better. There is a link with ASM here, because if the collection of revenues from the ASM sector (by no means a common feature) is to be encouraged, there is also a need to demonstrate that resources are being used to the benefit of the sector and their communities.

Generally, in the international donor community there is recognition of the need for more aid, but also an emerging consensus that aid must be channeled through a new framework that improves the transparency of African governments. Consistent with this approach is the emphasis placed in all recent World Development Reports on institution-building that tracks funds and provides training to individuals to improve capacity.

Along the same line, there is a new program in the International Finance Corporation (IFC) that seeks to capture the spirit of working with the private sector at all levels, by including investment climate, corruption assessments, and collaboration with other bilaterals on legal and judicial reforms.

Avenues for Meeting Common Goals through the ASM Sector and CASM Secretariat

Anwar Ravat, Infrastructure Network Core Services, World Bank

Anwar Ravat presented the steps necessary to be taken for artisanal and small-scale mining (ASM) to gain recognition at a broad level. First, the sector needs to scale up and find thematic “levers” that will make a difference in presenting a coherent strategy that persuades partners and policymakers. However, the strategy should be focused on key priorities rather than an abundance of issues that may obscure the primary objectives. For instance, the country’s settings need to be within the heart of the strategy, thus allowing for a tailored approach to ASM in that given country. The strategy must be practical and ensure key issues are addressed.

Once the utility and effectiveness of the strategy is proved, advocates of ASM have to ensure that the chosen strategy is not functioning in isolation. ASM should make use of

existing mechanisms, the country's assistance strategy and NGO contribution to obtain more benefit. If the strategy is not linked into these areas, this would be a missed opportunity for ASM.

Furthermore, the strategy needs to focus on making ASM a viable and formal sector. Such a process would include bringing in different partners such as NGOs, local and state governments, bilateral donors and development banks, and private companies. Gathering the participants around the goal of making ASM more visible is not enough. For instance in the business case, the strategy must present a clear reason to companies for them to join. The strategy should be clear enough that it persuades private companies that their financial interest and reputation are at stake and linked to ASM.

A good strategy will ultimately have solid measures that allow a fair appraisal of progress based on results. Tremendous opportunity exists, not only in developing the strategy, but also in terms of accountability in implementing it. Only if the strategy provides concrete measures to track success will its results be tangible. One potential measure of success is the number of new partners the ASM sector gains in the next few years.

Stakeholders' Priorities and Reflections on the Donor Agenda

Rani Parker, BC Synergies

Rickford Vieira, WWF Guianas

Jeanette McGill, CSIR Miningtek

Ben Aryee, African Mining Partnership

Toni Aubynn, Goldfields

Five participants with expertise in the field of ASM shared their work in the sector as well as the challenges faced by the sector.

Rani Parker, of BC Synergies, has spent 18 years working for various international NGOs and five years with large mining companies. Parker emphasized community engagement in ASM efforts. Widespread problems, such as gender issues, provide a common ground for work in many communities and will attract the interest of many international groups to ASM projects. It is important to ASM work to find the needs within the community that will interest the miners so that they will become engaged in the work themselves. Too often, outside groups come in with pre-formed ideas of the needs a community faces and the best methods to address them, but these expert opinions often do not capture the true picture on the ground. By concentrating on the problems that the miners consider most important to them, NGOs can give the miners greater incentives to become involved.

Rickford Vieira, of WWF Guianas, discussed the engagement approach that WWF has adopted in dealing with mining communities, which contrasts the posture of avoidance taken by many conservation organizations with respect to mining. The goal is to improve mining communities' quality of life through environmental improvement. Priority areas are set through extended stakeholder consultations. The focus on quality of life

improvement helps WWF attract the interest of potential donors and community groups alike. The successful strategies WWF has pursued in improving mining environment include legislation harmonization and information dissemination through the educating of communities. Constant environmental impact monitoring is important. CASM's role, instead of actually executing projects, can be to bring various stakeholders to the table in order to help them reach a clear understanding of their needs and then to bring these needs to the attention of appropriate donors.

Jeanette McGill, of the Council for Science and Industrial Research in South Africa (CSIR), which is the largest research institute in Southern Africa, spoke on the importance of local knowledge and the skills that miners themselves have acquired in learning the pitfalls of their trade. Often these communities have well-developed, decentralized means of communication that have arisen in response to need. For example, in one community, there are 10,000 people involved in small-scale gold mining and they all are aware within a week of changes in the gold market. These communication channels can be utilized and local, site-specific knowledge disseminated regionally, so that critical learning from case studies and baseline studies can be translated into general policies applicable to larger areas, even other sectors.

Ben Aryee, of the African Mining Partnership, addressed legal issues with the recognition of ASM in the formal sector. In actuality, ASM is formal in a number of countries where ASM already exists. But the need to reduce risk in every step of ASM production still applies. Some of the challenges that formal recognition can help with are the exploration and evaluation of suitable mining areas and allocation of resources. The limited capacity to identify good potential for small-scale mining is still a challenge. Other issues of importance include ensuring that development occurs as mining progresses, thus preventing communities from disappearing after mines are depleted. Alternative livelihoods must be developed. In the meantime, donor aid to marketing projects should be increased.

Toni Aubynn, of Goldfields, spoke about the role of mining corporations in ASM. Because the mining corporations have the goal of responsibly mining resources with the cooperation of the local stakeholders, these corporations benefit from building stable local communities. Mining proceeds can be used for community development, which is important since governments and NGOs often do not become involved in projects in areas dominated by large corporations. The line between ASM communities and the ASM sector should be explored, and ASM activities should be brought into the mainstream and formal sector. Gold produced through artisanal means could be linked to value-addition areas, and ASM overtime can be seen as commercially viable. Greater collaboration among government, donor, private sector, and small-scale operators would be of great help.

Breakout Sessions

Breakout Session One: Convergent Priorities as Opportunities for the ASM Sector

Eric Dannenmaier, Plenary Facilitator

The small breakout sessions were designed to deepen the discussion of how priorities of the ASM community might interface with those of donors, keeping in mind the relevance of ASM linkages with the MDGs, the need to bring ASM more fully into the development agenda, and the imperative to communicate the ASM story in terms of these two goals. While conference participants may not be artisanal and small-scale miners, they can serve as good proxies for purposes of discussion and as advocates for the ASM community. Advocates must speak the language of the funding sources, or ASM will continue to remain in the margins.

Guideposts for the breakout session were to consider goals over the short and long terms and to set priorities realistically. The following questions were provided as guides for discussion:

1. What are the common priorities among members of the ASM community?
2. What are the common priorities between the ASM community and donors?
3. What are the specific projects and/or programs that already exist and that provide opportunities for engaging donors (e.g., according to regional or thematic foci)?

Four breakout groups were facilitated by the Foundation for Environmental Security and Sustainability (FESS)¹ senior staff and consultants, including Jeffrey Stark (Director of Research and Studies), John Sigler, (Director of Policy Programs), Eric Dannenmaier, (FESS Board Member and Director of the Tulane University Institute for Environmental Law and Policy), and Mersie Ejigu, President and Chief Executive Officer of the Partnership for African Environmental Sustainability (PAES).

Group One Breakout Report

John Sigler, FESS

Group One identified several “truths” or known facts relevant to working with donors. First, there is no single approach or silver bullet that will be successful with all donors, since they have many different interests.

Given the long history of the ASM sector, Group One wanted to avoid past mistakes that have caused ASM to hover below the radar screen of donors. For one thing, the appeal to assist ASM has not focused on cross-cutting issues, such as security, instability, child labor, and health. Also, the term “mining” has negative connotations associated with

¹ FESS is a public policy foundation established to advance knowledge and provide practical solutions for key environmental security concerns in the developing world. FESS combines empirical analysis with in-country research to construct policy-relevant analyses and recommendations to address environmental conditions that pose risks to national, regional, and global security and stability.

itinerant labor and violence. A challenge for ASM is that external communities often lack understanding of the sector.

On the demand side, donors respond to what governments think are the important issues in countries. Mining ministries are often ill-placed to ensure that ASM receives particular attention in their countries, since each country has many sectors and priorities to balance in the context of limited resources. Other ministries may be better placed to serve as champions for the ASM sector.

ASM needs a new approach to packaging its issues. Donors tend to think on a big scale, for example, focusing on child labor rather than child labor within ASM. To encourage more effective engagement with donors, the sector needs to help governments think of cross-cutting connections with mining, present examples from communities served by ASM successes, and demonstrate the impacts of ASM on the larger population.

Group Two Breakout Report

Mersie Ejigu, PAES

Group Two identified six priority issues common to ASM communities and then discussed actions to be taken and recommendations for bridging the divide between ASM and donors. The six priority issues identified were:

1. Poverty: It is a common problem regardless of where ASM is practiced.
2. Misperceptions: Governments, donors, and surrounding communities do not understand the sector, and its image is negative.
3. Marginalization: The lack of understanding about the sector leads to social and political marginalization.
4. Vulnerability: Miners and their families are highly vulnerable to a variety of health, economic, and social problems due to the nature of the work. The informality or illegality of the sector adds significant risk factors.
5. Mobility: ASM fields often lie across national boundaries and in- and out-migrations cause problems for communities.
6. Conflict: Given the inability to monitor and provide effective policies that manage these areas, they are conflict prone, especially in border areas.

Almost all of these priorities fit into funding agency priorities and within the MDGs discussed earlier in the conference.

Concrete action steps elicited in Group Two focused on a poverty reduction approach that addressed the identified priority issues, including to:

- Create more job opportunities.
- Raise the collective understanding of the sector and ensuring that decision-making includes actors at all levels.
- Build political and economic policy recognition.

- Provide capacity development training that enables miners to operate in a financially viable manner. Local institutions and national institutions should be incorporated into this effort.
- Market development strategies: businesses and local marketing strategies
- Promote regional cooperation to discuss cross-border security and development issues using ASM as a component to build peace.
- Gain political recognition for individuals within ASM by mainstreaming ASM into the PRS and mining codes of each country.

Group Three Breakout Report

Jeffrey Stark, FESS

Group Three voiced frustration over the lack of attention to the ASM sector despite the multitude of studies and reports. These studies document the multiplier effects that focusing on ASM issues can have, but the knowledge base is still narrow. For some powerful interests, the lack of knowledge about and the disorganization of the sector may be advantageous. Their rewards may diminish with formalization of the ASM sector.

The group sought to diagnose gaps in the strategy for disseminating information. If a country is not interested in the sector, getting on the agenda is still difficult despite the World Bank mandate. Also, the proper ministry having the authority to impact funds that go to the sector must be involved. Frequently, the ministry for mining is engaged, but it is within the ministry of finance where the influence often lies in relation to funding.

ASM needs a strong political base linked to champions in congresses and parliaments. CASM could help facilitate bringing interested politicians to mining sites as well as organizing advocacy efforts by miners themselves. This will bring the voice of miners to the forefront.

The group discussed several points of entry where ASM could gain a prominent position within the development agenda. Regarding the challenge of informality within the sector, the lack of formality could be in itself a hook that interests donors and development experts. The group also determined that working at the country level is most effective, since country support is a sine qua non for funding. While the sector should be promoted through its linkages to broader development goals, it should also be promoted over the long-term on its own terms as a dynamic and important element critical to sustainable development.

Group Four Breakout Report

Eric Dannenmaier, FESS and Tulane University

Group Four discussed the best strategy for setting priorities, suggesting that the strategy should include a focus on the community level, the informality-formality question, and the different levels where ASM has impacts. What ultimately emerged were two basic issues: mainstreaming ASM and the role of CASM. In terms of the legal status, a host of accompanying issues, including land tenure, migration, dispossession, and conflict, all

arise as a result of the sector's vulnerable status. In countries where ASM is illegal, discussion of the issues does not even occur. Therefore, critical priorities are the legal framework in which ASM operates, the tenure of the land, and the legal and regulatory capacities in the countries. Conflict resolution and the prevention of migration in relation to formalizing the sector may be more compelling for some donors. A recurring theme within the group was CASM's value with respect to its ability to facilitate communication, conduct and disseminate research, and access funding sources.

Breakout Session Two: Building a Strategy for Increasing Interest in ASM

Eric Dannenmaier, Plenary Facilitator

To integrate the goals of the conference and the themes raised by the first breakout session, the second breakout session was organized by the following tasks for each of four discussion groups:

Group One: Develop ideas for a short-term (1-2 years) campaign plan for the ASM sector.

Group Two: Develop ideas for a long-term (2-5 years or more) campaign plan for the ASM sector.

Group Three: Propose action steps for CASM, particularly in relation to its role as convener/facilitator for the sector.

Group Four: Develop actions to address the legal status and institutional framework of ASM.

Campaigns should target not just traditional donors, but the private sector and other global partners as well.

Group One Breakout Report: a Short-Term Plan

Jeffrey Stark, FESS

Group One discussed ideas for developing a short-term campaign plan for the ASM sector. Suggestions included setting up a shared calendar of events that members would contribute to in order to inform each other of targets of opportunity for communicating the ASM message. The use of films and videos to illustrate ASM issues would make a significant impact, and an inventory of the current visual resources circulating would be invaluable.

Finding players to champion ASM issues is critical element to any campaign plan. There is a strong need to gain political support and champions from among key decision-makers. This is critical at the domestic level, but also at the international level to reinforce the message.

In terms of the message itself, ASM needs both generic versions that capture central issues and specific versions that give compelling accounts of actual situations. Promotional materials should include factoids and powerful observations. One

recommendation is for CASM to conduct a needs assessment of members to determine what tools would be useful for them in message dissemination. There is a need to integrate the dramatization of ASM issues with careful presentation that does not exaggerate claims.

Success stories should be collected and disseminated. ASM advocates need to assimilate and observe them, and they must be repeated to ensure impact. They must demonstrate the MDG links and multiplier effects, but also be specific and compelling in order to interest potential champions. There needs to be a process for nurturing embryonic success stories, as with the creation of an association in Mongolia.

In advance of the G-8 meeting in the UK, a communiqué could be sent to as many media outlets as possible to take advantage of this opportunity. ASM is a story that many journalists are unaware of, so they may find it new and interesting.

In terms of partnerships, the sector needs country-specific and private sector ones. Private sector actors, and in particular large mining companies, are interested in ASM and receptive. Also, the sector should use organizations such as the International Council on Mining and Minerals (ICMM) to push forward the ASM message, which will advance the cause among their membership.

CASM and its members need to know the planning cycle of each targeted government's PRS in order to become part of the planning process.

Group Two Breakout Report: a Long-Term Plan

Mersie Ejigu, PAES

Group Two discussed options for developing a long-term campaign plan for the sector, recognizing that the short-term plan will connect to and have significant impact on future activities. ASM as a product is unique, but public knowledge and awareness is low. Fortunately, CASM members have sufficient information to push forward the ASM agenda at the global level. As part of the campaign, ASM requires sustainable opportunities and the formalization of its status into legal structures. Another important issue to be addressed within a campaign is technology. Technology changes quickly and the ASM sector needs more access. Additionally, there is need to replicate modest successes and to disseminate them across regions. This must be a continuous process.

To break the sector's vicious cycle and move to a virtuous cycle, an overarching strategic framework is necessary. The sector needs to identify champions at all levels to help move the sector forward. International organizations that could help in this initiative include the Centre for Sustainable Community Development (CSCD), the International Institute for Strategic Studies (IISS), and the Instituto Superior Minero Metalúrgico de Moa (ISMM). Regional opportunities could be harnessed via the South African Development Community (SADC) and the New Partnership for Africa's Development (NEPAD). Alliances and partnerships with governments (national, district, local), NGOs (identifying which one can take on the message is necessary), and entrepreneurial

communities (small and large investment companies) are also important. Given CASM's position within the World Bank, pushing the ASM agenda should be of high priority for the Bank itself.

Group Three Breakout Report: the Role of CASM

John Sigler, FESS

CASM was founded to be a multi-donor networking mechanism for coordination among its members. The organization's effectiveness lies in improving coordination within the ASM sector, collecting and disseminating information, and providing the links between MDGs and the communities CASM serves.

Proceeding under the assumption that CASM is here to stay, the group emphasized that CASM, or something like it, definitely needs to exist. At this stage in its evolution, CASM needs some fine-tuning, expansion, and changes in ways that go beyond its original charter. To mitigate organizational problems that prevent it from continuously delivering useful products to its members, CASM needs to look at the successes that exist within ASM and related sectors. One interesting point raised was the provision of internet access to local groups regarding health care issues, such as HIV/AIDS. This has been successful in remote areas and should be communicated widely.

The way CASM is currently funded makes it difficult to provide continuous delivery of products to accomplish its mission. Continuous funding for at least four years at a time would be beneficial. Having intersections with ASM in some issue areas, industry may be willing to fund ASM if the sector is properly presented, specifically through ICMM or company foundations. To attract funds, CASM needs to improve its mission statement, because it lacks specific objectives about improving the condition of its target audience. The World Bank location seems appropriate now, but should be revisited in the next several years.

After proposing this set of recommendations, the group urged that CASM convene a working group to take these and other suggestions into consideration as it formulates the right message, strategy, and plan for constructive action forward.

Group Four Breakout Report: ASM Legal and Institutional Frameworks

Eric Dannenmaier, FESS and Tulane University

The first critical issue considered by the group was the historically illegal status of ASM that has been a hindrance to CASM and possible sources of assistance. Unlawful ASM activities have driven problems of smuggling, migration, and HIV/AIDS and have worked against the MDGs. It is problematic, however, to develop training and capacity-building for diggers in countries where their work is unlawful. Successes have been few, though there are some. For example, in South Africa and Peru, the efforts to legalize the sector are worth monitoring and potentially replicating in other locations. The illegal position of ASM vis-à-vis the institutional framework is a fundamental problem that calls

for looking at ways to formalize the sector and secure the rights of ASM in some manner. Interim steps include education, advocacy, and monitoring successes.

The second issue discussed was the lack of a framework for socially responsible corporations to invest and operate in ASM mining and to purchase products. The private sector is unable to engage where there is no standard, equitable regulatory system. Problems of transparency are endemic in mining of all types and resources. Companies are forced to stay away, and the sector is left with unsavory actors who drive serious problems. The goal is to establish a functional regulatory framework for pricing and other aspects. Successful examples can be found in Sri Lanka, Sierra Leone, and several other countries.

The third issue was the need for a national and regional institutional structure for training. ASM is most problematic where the work is solely about mining without value-added processes. Training that can focus on broader and more sustainable way of dealing with ASM products is essential, including marketing, environmentally sustainable ways of operating, and efforts to address the MDGs. The long-term goal would be economic empowerment of mining communities. In the short term, efforts should focus on building relationships demonstrated by CASM Africa and ensure that CASM Africa remains cooperative and supportive.

The fourth issue of discussion was the relationship of these frameworks to security. Illegality intersects with poor institutional frameworks to raise significant security problems. The lack of land and mineral rights creates livelihood and security problems. Diggers have no incentive to be stewards of the land if they can be dispossessed at any time. Strong institutions need to be developed to monitor and enforce the rules that do exist. Without them, conflict, corruption, and rule of force breed freely.

Finally, the group stressed that a goal should be to create conflict resolution mechanisms where civic institutions are lacking around ASM and creating security challenges. Conflict diamonds illustrate what can happen without such mechanisms, and the Kimberley Process demonstrates their need. To set up overlapping concessions between large-scale miners and ASM diggers is another alternative worth exploring.

Plenary Session: Building a Strategy for Increasing Interest in the ASM Sector

Eric Dannenmaier, Plenary Facilitator

Building on the ideas and recommendations from the four breakout session groups, the last plenary session worked to formulate a concrete strategy for approaching donors, assessing the available needs and resources, and identifying a targeted role for CASM.

As one staff member of CASM noted, CASM needs to have more concrete engagement with multiple stakeholders so a more sustainable organization can be built. At the community level, CASM should show groups how to communicate success stories. Mining does not have to portray only negative images. It can, for example, showcase

how effective transparency can be. Encouraging communities, the private sector, and government to think strategically and across sectors to water issues, housing, and other development concerns will demonstrate that ASM is distinctive. While CASM cannot force a government to act in a prescribed manner, it can showcase the benefits of joining forces with CASM, EITI, and other initiatives and entities. If one country is seen reaping rewards, other countries will follow the example.

Other participants pointed to the need for CASM and its members to broaden outreach beyond traditional donors and to become more relevant to donors. Producing “best practices” guidance for governments and the private sector is one approach.

Another participant warned of viewing the private sector as a panacea for ASM. There are certain services and responsibilities that governments must fulfill. To expect the private sector to move beyond the day-to-day issues of ASM could be flawed, particularly in areas where ASM and large-scale mining do not intersect. In some cases, the private sector may be part of the problem.

ASM in Madagascar was presented as an example of a success story. The project, funded by the World Bank, addresses many of the issues linked to ASM, including land tenure, value-added training, market access, and gender.

Other resources of importance to the sector are existing networks, particularly at the regional level. Working with these groups is necessary to ensuring that policies and regulations are not counterproductive. For example some governments have legalized ASM, but the regulations may be creating unnecessary barriers.

In terms of CASM’s role, participants had many suggestions. Many noted that CASM should ensure that knowledge is dispersed widely and that the message of mutually beneficial donor and ASM overlap is disseminated. CASM members must also share a commitment to provide the CASM offices with information in a more active manner. A role for CASM could be to target markets and make information accessible to miners. CASM may also want to identify a spokesperson as the focal point for the public.

Finally, attendees were asked to share ideas on what CASM and the sector should do if unlimited resources were available. Proposals included reducing poverty, replicating positive examples of ASM around the world, training community leaders on best practices in mining, and building more grassroots constituencies and regional activities.

Concluding Remarks

Jon Hobbs, Chairman, CASM

Peter van der Veen, Manager, Oil, Gas, and Mining Policy Division, World Bank

Jon Hobbs pointed out that any review process forces participants to be overly critical, but we should not lose sight of the successes CASM has achieved in its first few years of existence. The attendance by many participants and the active dialogue are indications of

the organization's dynamism. Hobbs sought to place expectations in a realistic context based on the significant needs within the ASM sector, by mentioning the various responsibilities placed on CASM, including its roles in information dissemination and advocacy.

The goal of the conference was to discuss how the ASM sector could attain better integration within the wider development agenda. CASM must incorporate, educate, and work with representatives of all sectors — 1) social, economic, environmental; 2) international, national and local; 3) public, private, NGOs, civil society; 4) large and small-scale — as integration into the development agenda includes all of these actors. By design, the discussion centered on ASM and the development agenda. As part of this, ASM stakeholders should keep in mind that donors are interested in more than just technical assistance. They have moved to more strategic approaches and are less focused on technical assistance. So, CASM and ASM stakeholders need to integrate technical expertise with social and economic issues.

In terms of points raised about the lack of ASM miner participation in this conference, most CASM events, especially the annual meeting, includes individual directly involved in ASM work. This year's annual conference will be held in Salvador de Bahia, Brazil in September and will include miners, as did the meetings in 2004 in Sri Lanka, 2003 in Ghana, and 2002 in Peru.

There is much for the ASM sector to learn in terms of integration into the development agenda from other more successful sectors. For example, forestry, with illegal logging challenges is a high profile topic that is included in development concerns. CASM and its members may want to learn how and why that issue gained the attention of the donor community.

At several junctures during the conference, entry points such as the Poverty Reduction Strategy (PRS) were mentioned. CASM must prepare for the challenge that lies ahead. Getting the environmental sector per se included has been no easy task, so ASM will be just as difficult. While CASM has limited financial resources and will never resolve all of the sector's problems, it has a rich network of outstanding expertise and dedicated individuals that is second to none. Like all networks, the whole is greater than the sum of its parts.

CASM is also supported by a developing wealth of active and viable regional affiliations. CASM 'center' will need to rely more on its regional alliances because they are the link between theory and practice. This will free CASM to focus on larger policy and advocacy discussions that will be informed by its regional network's empirical experience.

It is worth remembering the vision of the five "Rs" that seek to achieve a productive, artisanal sector which is profitable and self-sustaining through:

1. **Reinvestment of income to improve performance;**
2. **Rights protection;**
3. **Responsibilities, both social and environmental, that complement those rights;**
4. **Revenue generation within the sector; and**
5. **Regulatory measures to ensure formal ASM structures.**

Peter van der Veen thanked the participants for their positive and encouraging discussions. The conference significantly broadened the participation of individuals and organizations involved in and aware of the ASM sector, which helps the sector improve and extend beyond its current development links. While the Extractive Industries Transparency Initiative (EITI) has made use of champions, it is worth remarking that CASM has never had high-level attention on the order of, for example, Prime Minister Tony Blair. If CASM is going to be meaningful, it must do more to increase its profile. This requires getting on the agenda of higher profile champions. As a result of participant feedback, CASM knows the importance of this and other important new challenges it must undertake to further the organization's mission. As a member of the CASM Secretariat, van der Veen assured participants these issues will move ahead within the agenda.

The CASM staff offered a final note of thanks to the conference presenters, facilitators, and participants for their active engagement in the conference and the conference was adjourned.

APPENDIX A: WORKSHOP AGENDA



UK-DFID/World Bank Program on Communities and Small-Scale Mining
World Bank · 2121 Pennsylvania Avenue NW, Washington DC 20433 · USA



Final Summary Agenda

THE MILLENNIUM DEVELOPMENT GOALS AND SMALL-SCALE MINING: A CONFERENCE FOR FORGING PARTNERSHIPS FOR ACTION

Washington, DC
June 16-17, 2005
Room 8P-100

Thursday, June 16, 2005

SESSION ONE: DEVELOPMENT PRIORITIES

Chair: Jon Hobbs, UK Department for International Development

8:00 – 8:45

Breakfast

8:45– 9:15

Welcome to the Workshop – CASM

Jon Hobbs, Chairman, CASM

Welcome to the Workshop – World Bank

*Katherine Sierra, Vice President and Head of Network for Infrastructure,
Office of the Vice President, World Bank*

9:15 – 9:45

Achieve the Millennium Development Goals: the Contribution of ASM to Economic Development

Antonio Pedro, United Nations Economic Commission for Africa

9:45 – 10:00

MDG 8: Develop a Global Partnership for Development

*Jacomina de Regt, Africa Technical Families Social Development, World Bank
Community Driven Development Coordinator, Africa Region*

10:00 – 10:30

MDG 2: Achieve Universal Primary Education

*Eileen Muirragui, U.S. Department of Labor
Norman Jennings, International Labor Organisation*

10:30 – 1:00

MDG 3: Promote Gender Equality and Empower Women

*Mayra Buvinic, Sector Director, Gender and Development, World Bank
Karyn Keenan, CooperAcción*

11:00 – 11:30

Coffee Break

11:30 – 11:45

MDG 7: Ensure Environmental Sustainability

Felix Hruschka, Projekt Consult

11:45 – 12:15

MDG 6: Combat HIV/AIDS, Malaria and Other Diseases

Joan MacNeil, Senior HIV/AIDS Specialist, World Bank

Dr. Fatma Mohammed, AMREF Tanzania & Dr. Daraus Bukenya, AMREF Kenya

12:15 – 13:15

Questions and Answers

13:15 – 14:15

Lunch

SESSION TWO: ASM DEVELOPMENT PRIORITIES

CHAIR: Jeffrey Davidson, Communities and Small-scale Mining Secretariat

FACILITATOR: Eric Dannenmaier, Foundation for Environmental Security and Sustainability

14:15 – 14:45

Conflict and Development

Melissa Powell, UN Global Compact

Ian Smillie, Partnership Africa Canada

14:45 – 15:30

Donor Discussion

Jeffrey Davidson, CASM Secretariat

Ian Wright, World Bank Trust Funds

Jaidev 'Jay' Singh, USAID

Jon Hobbs, DFID

15:30 – 16:00

Coffee Break

16:00 – 16:15

Avenues for Meeting Common Goals through the ASM Sector and the CASM Secretariat

Anwar Ravat, Chief Administrative Officer, Infrastructure Network Core Services, World Bank

16:15 – 17:30

Stakeholders' Priorities and Reflections on the Donor Agenda

Panel: 2-5 minutes each and open floor discussion:

Rani Parker, BC Synergies

- International NGOs

Rickford Vieira, WWF Guianas

- National / Local NGOs

Jeanette McGill, CSIR

- Research / Technical Agencies

Ben Aryee, African Mining Partnership

- Beneficiary Governments

Toni Aubynn, Goldfields

- Private Sector Actors

Questions to consider include:

- What are the priorities of your organization or the communities you represent or work with?
- Do your priorities match the global agenda?
- What have the challenges been in executing your priorities?
- What have your institutions learned from your engagement with donors?

17:30 – 19:30

Reception

APPENDIX B: PARTICIPANT LIST

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