



Workshop Outcomes and Evaluation¹

Strategic Environmental Assessment - Training for Mineral Policy Development

A practice oriented Workshop for participants of the 7th
Communities and Small-scale Mining (CASM) Annual Meeting

Ulaanbaatar, Mongolia

September 7th, 2007

With a shortened repetition on September 9th, 2007

gtz | Rioplus
Environmental Policy and Promotion of
Strategies for Sustainable Development

commissioned by



**Federal Ministry
for Economic Cooperation
and Development**

¹ Prepared by Michel A. Bouchard (Consultant) on behalf of BMZ/GTZ



The overall training is based on the **OECD Development Assistance Committee (DAC) Guidance: *Applying Strategic Environmental Assessment. Good Practice Guidance for Development Co-operation***, Paris 2006. Download: <http://www.seataskteam.net>. The training has been developed by a consultant team consisting of Jiri Dusik, Alfred Eberhardt and Felipe Perez supported by Harald Lossack, Axel Olearius and Jan-Peter Schemmel.

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Context and background

The importance of Strategic Environmental Assessment in the context of development cooperation has been stressed by international conferences and agreements such as the *Paris Declaration on Aid Effectiveness* (2005), which commits donors and their partner countries to “develop and apply common approaches for Strategic Environmental Assessment”. Taking this into account, the OECD Development Assistance Committee (DAC) has established a *Task Team on Strategic Environmental Assessment*. This was established in 2004 as a response to the demand for guidance on the most efficient and effective way to apply SEA in the context of development cooperation. The product was the OECD publication “*Applying Strategic Environmental Assessment. Good Practice Guidance for Development Cooperation*”.

Based both on this Guidance and the practical perennial experiences with impact assessment tools in development cooperation, the Deutsche Gesellschaft für technische Zusammenarbeit (GTZ, German Technical Cooperation) and Capacity Building International (InWEnt) have developed the GTZ/InWEnt SEA Training Manual on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ). The objective of the course is to reinforce and to develop capacities in the partner countries in which there are both need for integration of environmental and social considerations into policies, plans and programmes and a high demand for the Instrument SEA due to legal requirements and international obligations.

The Communities and Small Scale Mining (CASM) initiative was launched in 2001 in response to international recognition of the need to address the challenges presented by Artisanal miners and the communities in which they operate. CASM held its 7th Annual meeting in Ulaanbaatar, Mongolia, and has set amongst its objectives to address the need to more fully integrate Artisanal and Small scale Mining (ASM) into environmental, social and economic development processes at local, national and international levels.

Mongolia has had a recent surge of development of ASM, which emerged about a decade ago. Today, it is estimated that there are 65,000 individuals mining various types of commodities within the country. Furthermore, mining is considered a vital developmental sector in Mongolia and, in view of the environmental, health and social problems associated with ASM, the country is about to launch a sub-program of “Small Scale Mining up to 2015”.

Strategic Environmental Assessment applied to the development of mining policy can provide a tool to foster processes of integrating environmental and social considerations. The World Bank and the Chair of the SEA Task Team of the OECD DAC Environet have requested GTZ to deliver the GTZ/InWEnt as the Training represents an important contribution to applying the OECD SEA Guidance and because conference participants would benefit of discussing and experiencing the tool “SEA”. The Training was delivered as a pre-conference one-day workshop on “Training for minerals policy development - the SEA tool”, delivered on September the 7th.

Objectives

The objective of the collaboration between GTZ (on behalf of the Federal Ministry for Economic Cooperation and Development) and CASM is

1. to illustrate the methodology and concept of SEA and its potential benefits of SEA with focus on the mining sector (Awareness Raising)
2. to illustrate the differences between EIA and SEA and the responsibilities and advantages of SEA for the authorities
3. to familiarize participants with the GTZ/InWEnt SEA Training Manual
4. to gather the discussions and recommendations of participants regarding the linkages between SEA and Artisanal & Small-scale Mining

Approach, methods and program

In line with the casework methodology of the Harvard Business School, the GTZ/InWEnt SEA training focuses on practical approaches to SEA. This methodology allows discussions on locally appropriate SEA approaches (based on insights put forward by the participants). Furthermore, conclusions are formulated through joint debate rather than providing 'ready-made' teaching messages.

Handouts provided to the participants were composed of

1. The workshop program (in English)
2. The paper copy of the main slide presentation (in English)
2. The paper copy of the GTZ/InWEnt Training Manual (in English) including the executive summary of the OECD SEA Guidance
3. A document of UNECE on costs and benefits of SEA (in Russian)

The structure and programme of the workshop are detailed in **Annex 1** of this report. The overall structure was tiered in the following way:

- a) **The first part** of the workshop aimed at explaining what SEA is and why it is a recognized effective tool for sustainable development. The purpose of the presentation was to familiarize the participants with the tool and to demystify its usage, occasionally and erroneously believed complex, time consuming and costly; while the presentation was generic, numerous examples and applications to the mining sector were provided.
- b) **The second part** of the workshop aimed at introducing the participants to the details and works of SEA using the Case Study approach, which is the trademark of the GTZ/InWEnt training. The Case Study is that of a fictitious country, namely "Ganama", and

participants are invited to participate into the exercise of drafting a SEA of the “Transport Infrastructure Development Plan” of Ganama. Again, the purpose was to “show how it works” and get a hands on familiarity with SEA as a sequence of logical analytical tasks. Because of time constraints (the one day format of the training), the participants were guided through the full exercise, and were asked to complete fully one analytical task, that of scoping the generic issues.

3) **The third part** of the workshop brought progressively the focus to mining in general and to ASM in particular. Participants are asked, through debate, group works, discussions, and presentations to provide insights into the effective use of SEA as a tool for ASM management through planning or programming.

Participants and expectations

Twenty five (25)² participants attended the workshop. The full list is provided as **Annexe 2**. Participants included representatives from various mining related sectors mainly from Mongolia, but also from Zambia, Mozambique, Tanzania, Ethiopia, the Philippines and Mali.

Mongolian participants ranged from representatives of central administrative authorities, mainly from the Mineral Resources and Petroleum Authority (MRPAM), its SAM (Sustainability for Artisanal Mining) project, and its Geological Surveys or Inspection Services. Other were regional delegates coming from different aimags (regions) of Mongolia or from other central services. One participant was from the private sector of mining in Mongolia.

Participants were asked to express and write down their expectations, after a brief introduction to the subject matter and exposition to the structure of the workshop. These expectations range from general in character (knowing more about SEA, about its differences with EIA, etc) to very operational (how can it be useful for management of ASM negative impacts, etc). Expectations are summarized along with the list of participants as Annex to this report.

The evaluation of the workshop (**Annexe 3**) has shown that the degree at which expectations were met, and the applicability of the workshop material to the participant’s activity, rate as “good” or better at respectively 100% and 96%.

Outcomes

During the course of the workshop, the participants are called upon at several occasions to provide answers or elements of discussion with regards to questions which arise or issues that are raised.

First part of the workshop: What is SEA ?

Most of the material is given as a slide presentation, where the following questions are discussed:

² In fact, up to 35 participants were present at times, as participants were free to visit other ongoing workshops, being delivered at the same time in different rooms on the venue of the Meeting. Twenty five stayed on for the most part of the workshop.

- What is SEA ?
- Why is SEA important ?
- How does it differ from project-level EIA ?
- How does it work?
- Why is it useful?
- How is it implemented?

Following the slide presentation, discussions arose around the following questions:

Do you agree that SEA provide comprehensive, but perhaps less detailed overview of key environmental, economic and social implications of proposed plans or programmes ?

Answers to that question are a unanimous Yes. Many jumped directly to mining issues and pointed out specific issues that are best addressed or managed through SEA for Artisanal and Small Scale Mining. Since most of these issues were discussed again in a different context later on, their listing is deferred to a later part of the report. However, we may point out already a very significant point made by the participants, in that (in ASM context but in general as well),

SEA may provide a way to integrate environmental concerns into a sector of activity when the players or the economic operators cannot afford it, financially or technically.

Do you agree that SEA should involve all stakeholders ?

Answers to that question are again a unanimous Yes. The list of generic stakeholders identified by the participants range from central Government Authorities, line ministries, financiers, project proponents, local administrations and communities, public associations, NGOs and international organization. While this list could be rearranged, it was considered quite exhaustive and clearly indicated that indeed,

SEA is (and must be) a consultative process.

Do you agree that SEA can provide for early and “user-friendly” key inputs into the elaboration of plans or programmes ?

Participants quite unanimously agree that SEA advantages lie precisely in the early inputs of environmental and social issues into planning. Numerous examples were given in relation to ASM in Mongolia. Of the list of issues discussed, it also appeared that participants perceived

SEA as a coherent process where cost and benefits of a given activity can be balanced.

Second part of the workshop: How is SEA done ?

One of the materials provided during the training was the GTZ/InWent SEA Training Manual including the executive summary of the OCDE Guidance, with a short slide presentation, introducing the fictitious country “Ganama” and its Transport Infrastructure Development Program. Its purpose is to demonstrate the practicality of SEA, to describe the various

preparatory, analytical and participatory tasks involved, and show their logic as well the critical issues for their application.³

The GTZ/InWEnt SEA Training consists of eight modules based on: a) individual reading and preparation, b) a short introductory lecture, c) case work in groups, d) wrap-up sessions to formulate conclusions, e) facilitated debate on “how does this relate to our context?” and finally f) peer advice session to support transfer of lessons to day-to-day work of participants.

The various modules at hand include:

1. Linking P/P/P and SEA, design appropriate strategy for SEA
2. Determining the right issues and scope of assessment
3. Analyzing the baseline trends (zero alternative)
4. Assessing the proposed development objectives and elaborate their alternatives
5. Assessing the proposed actions and consider their alternatives
6. Designing and Using effective means of participation
7. Ensuring sufficient management and monitoring in implementation of the P/P/P
8. Managing SEA efficiently within budgetary and time constraints

As the training was delivered in condensed one-day format only one module was actually exercised, namely Module 2. Nevertheless, through the slide presentation, participants were guided through the whole sequence of analytical tasks, and based on the successful result of Module 2, at least the principles of the practicality of SEA, and potential benefits were discussed.

As part of the discussion on How SEA is done, much attention was drawn to the existence of reference documents that can be used for assessing development plans in various sectors or areas. These are normally

- International conventions signed by the country
- Millennium Development Goals Achievement Plan
- Agreed sustainable development indicators, including health and social components
- National norms
- National Environmental Plan of Action
- Poverty Reduction Strategy
- Regional or international norms or good practices
- Sector Guides (such as World Bank Environmental Sourcebook, chapter and update on Mining)
- Bilateral or Transboundary agreements related to environment

Participants are then asked to list which of these documents or additional documents could be used in Mongolia. The discussion highlighted

³ The GTZ/InWEnt SEA Training Manual and numerous Training outcomes and evaluation reports can be found at the OECD SEA Task Team website (www.seataskteam.net).

the need for the development of sustainable development indicators on the one hand, and for sectoral and good practice guides for ASM & mining in general in Mongolia.

Third part of the workshop: SEA and ASM

This part of the workshop was opened with a short slide presentation on **SEA and Mining**. The slide set discussed mostly initiatives, and potential reference documents, for the assessment of the sustainability of large scale mining (LSM) and artisanal and small scale mining (ASM). These documents include:

- 1) reports on ASM produced as part of the MMSD (Mining and Mineral Sustainable Development, and
- 2) World Bank report on Environmental Impacts of Mining in Mongolia.
- 3) Extractive Industry Transparency Initiative (EITI)
- 4) International Council of Mining and Metals (ICMM)
- 5) World Wildlife Fund (WWF) ("To Dig or Not to Dig: Criteria for Determining the Suitability or Acceptability of Mineral Exploration, Extraction and Transport from Ecological and Social Perspectives", WWF 2002)
- 6) International Union for the Conservation of Nature (IUCN) ("Environmental Sustainability Guidelines on Mining and Petroleum Extraction Activities in Arid and Semi-Arid Zones", IUCN, November 2000)

The discussions centered on the following questions:

1) Would it be necessary or useful to use SEA for dealing with ASM in Mongolia?

Answers are unanimously yes. The main arguments are :

Given the numerous negative environmental, social and health impacts, but at the same time, given its importance as a regional development sector, SEA appears an adequate tool to balance out costs and benefits and provide for a useful Framework Environmental Management Plan for the sector.

Given the fact that the operators (Ninja miners, small communities) cannot afford to go into project level environmental assessment, and as the latter would be totally impractical, SEA appears to be the best way to integrate environmental issues while transferring the financial costs and responsibilities to local or central authorities.

SEA can probably help in "greening" ASM, bring it into a relatively safe way of life, and integrate this important activity at the community level into the Sustainable Development of Mongolia, by providing well thought and well planned Framework Environmental Management Plans into the programmes destined to the development of this sub-sector of Mineral Economy.

2) What are the key issues for SEA in ASM in Mongolia?

Answers turned into a long list. Remarkably, in a relatively short time, participants collectively recognized and listed almost all categories and types of impacts inventoried in reports and publications on the topic, including

<i>Nature related Issues such as</i>	<i>Deforestation, soil degradation, siltation, protected areas, wildlife, biodiversity issues</i>
<i>Resource Management Issues such as</i>	<i>Water resources, land use conflicts, water and groundwater contamination, non rehabilitated areas transformed into no man's land</i>
<i>Health Issues (numerous) including</i>	<i>Those related to working condition, pit collapses, use fo mercury and cyanide, accidents, sexually transmitted diseases</i>
<i>Social Issues (numerous) including</i>	<i>Social cohesion, migrant workers, displaced persons, collectivity conflicts, individual conflicts, criminality, Gender issues; economic issues (land rights, mineral rights); child labour or child being away from education services</i>
<i>Value and Cultural Issues including</i>	<i>Destruction of valued sites; indulging an illegal cultural</i>

Global issues, such as climate change or desertification, were mentioned but did not appear in the view of the participants to be major issues at the scale of ASM.

Many other issues however were mentioned such as positive economic impacts, and then, the various mitigation measures that could be emplaced for avoiding, attenuating or alleviating the possible generic impacts discussed above.

It appears that for all listed impacts, there are numerous solutions ranging from recognizing ASM as a formal economic sector, establishing education and awareness campaign, providing technological support, health and social services; enhancing transparency in commodity's exchange and markets, enhancement of worker's status, banking facilities, improving the communication between large-scale mining community and the ASM sector, etc.

The main conclusions emerging from the discussions are :

There are numerous solutions and tools for the management of the Environmental, Health and Social Impacts of ASM.

Those solutions almost all rest on the prerequisite condition that the sector be formalized into mainstream economic activities.

The assessment of the Environmental, Health and Social Impacts of ASM is best carried at the central and regional levels, and their mitigation or attenuations should be planned and managed accordingly under both the regional and central authorities.

From this list of issues and their management, it appears that SEA at the regional and central level is probably the most suitable tool at the most appropriate institutional level for integrating environmental, health and social concerns into plans of actions, and into preparation of adequate framework programmes for supporting ASM.

3) Who would be the stakeholders in ASM to be consulted through an SEA?

Expectedly, the list provided by the participants is quite exhaustive, and ranges through the following (in no particular order):

- Individual miners and local people (non miners)
- Local municipal/provincial authority
- Central government Agency responsible for the Environment
- Geological services
- Mining associations (if any)
- State Inspection Agency
- International Organizations (such as CASM)
- Central and regional government authorities in social and health sectors

Recommendations

Based on the discussion during the workshop, it may be concluded

For the possible contribution of SEA to ASM

- 1) That SEA has the potential to provide for an integrated approach to ASM issues and may help to achieve the goal of potentially developing Artisanal mining into a formal, legal and responsible sub sector of Mineral and Economic Development
- 2) That SEA has the potential to leapfrog Environmental Assessment, which is out of reach of the individual operators, and would in any way be impractical in the case of ASM, to central and regional planning and programming level.

Based on the results of the workshop, it may be recommended

For capacity Building in SEA in Mongolia

- 1) That a subsequent Training Workshop be organized, this time in a full 4-5 days format
- 2) That a similar one-day format Awareness Workshop be organized and that responsible planning authorities or decision makers be invited. Such a Workshop could be streamlined for the proposed Government Sub-Program "Small Scale Mining up to 2015"
- 3) That a Capacity Building Plan for Implementing SEA in Mongolia be proposed to a Donor Agency and be started at once.

Acknowledgements

M. Axel Olearius, from GTZ Rioplus (Bonn) contributed much to the design of the program and its adaptation into a single day workshop format and to the preparation of the main slide set.

The organizers of CASM 7th Annual Meeting arranged for the adequate venue and were supportive and helpful in fully integrating the training workshop into their regular programme. Thanks are due to Mrs Veronika Kohler, and on site, to Mrs Enkhzaya Chuluunbaatar.

Nick Bonvoisin, Environmental Assessment Project Manager at Espoo (EIA) Convention Secretariat, provided important background information including documents in russian language.

On site, Dr Bouchard was assisted fully by GTZ-Mongolia, and in particular by Hans. R. Hoffmann, who in addition to his own participation, provided full logistical and technical support. M. Gansukh, mandated by GTZ, acted as co-animator for the Workshop and was instrumental in providing guidance to the discussions in Mongolian. GTZ-Mongolia also provided for simultaneous translation, expertly carried out by Mrs Bolormaa Purevsuren and Mrs Odgerel Erdenbileg. Mrs Belormaa assisted further in writing up and translating all material written in Mongolian on flip charts and pin boards. M. Tuvshingtugo Dorj acted as projectionist, and M. Gombojav assisted throughout with the logistics.


Annexe 1: PROGRAM

GTZ Workshop on Strategic Environmental Assessment (SEA) – Training for minerals policy development –

During the 7th Annual CASM Conference; Ulaanbaatar, Sept 7h to 12th, 2007

Friday, September 7th, 2007

9.00	Registration CASM Conference	
10.00	Opening of the Training Course	Hans-Rudolf Hoffmann, GTZ
10.10	Introduction of participants Presentation of program	M. Gansukh Co-Facilitator Mongolia
10.30	Introduction to Strategic Environmental Assessment <ul style="list-style-type: none"> • What is SEA? • <i>Regional context:</i> Convention on Environmental Impact Assessment in a Transboundary Context incl. SEA Protocol • <i>International Context:</i> OECD Guidance on SEA • Strategic Environmental Assessment and minerals policy development 	Michel A. Bouchard
11.30	Corner of Ideas Facilitated discussion on the potential benefits of SEA in the mining sector (4 prepared positions)	Michel A. Bouchard
12.00	Lunch (CASM)	Bayangol Hôtel
14.30	The GTZ SEA Training Manual <ul style="list-style-type: none"> • Preparatory, analytical and participatory tasks of SEA (Matrix) • Introduction into GTZ Training Manual as application of the OECD Guidance • Processes in which the training has been delivered 	Michel A. Bouchard
14.45	Example SEA tasks & application of the GTZ Training Manual: Determine right issues and scope of the SEA (Scoping) ⊕ Introduction ("Country Ganama" & setting for the case work)	Michel A. Bouchard M. Gansukh, Co-Facilitator Mongolia



Strategic Environmental Assessment

A practice oriented Workshop during the CASM Annual Meeting

	<ul style="list-style-type: none">⊕ Case Works in groups⊕ Wrap-up & discussion on how this relates to participants' context⊕ SEA Examples from the mining sector	
15.00	Group work around guiding questions on SEA	
16.30	Plenary presentation of group Works	Michel A. Bouchard
16.50	Flash-light Evaluation of training day	M. Gansukh, Co-Facilitator Mongolia
17.00	Closing remarks	Hans-Rudolf Hoffmann, GTZ

Annexe 2: List of participants

Participants' name	Position/Organization	Contact address
1. Mr. Jagvaral D.	Member of CRK of Shinejinst soum of Bayankhongor province, Mongolia.	Shinejinst soum of Bayankhongor province, Mongolia. 976-99691854
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4. Mr. B.C. Wightman	Gemstone Miner in Zambia.	Tel: 260-977-153-885 E-mail: broad@zamtel.zm
5. Mrs. Alicia Reyes	Philippines Department of Energy	areyes@doc.gov.pl
6. Mr. Batsaikhan	Project officer, SDC	
7. Mr. Tsevegmed J.	Lecturer, Faculty of Geology and Mining Engineering. University of Science & Technology, Mongolia.	tsevegmid@must.edu.mn
8. Mr. Javkhlanbold	MRPAM	Javkhlan76@yahoo.com
9. Mr. Davaa	Consultant, GAP, Mining registration and cadastre system project.	Tel: 976-99165467 E-mail: davaa_surveyor@yahoo.com
10. Mrs. N.Oyuntuul	Officer, MNE	
11. Mrs. D.Uranchimeg	Individual Artisanal Small Scale Miner	Bayangol soum of Selenge aimag, Mongolia
12. Mr. Keita Seydou	Mali / Africa	
13. Mr. B.Batzorig	Chairman, Environmental Agency.	Selenge province, Mongolia
14. Mr. D.Bold	MRPAM	
15. Mr. Bayarkhuu	Manager, "Altan Dornod Mongol" Co. ltd	
16. Mr. Batdemberel	Inspector, State Special Inspection Agency	State Special Inspection Agency. Mongolia.
17. Mr. Ts.Sanjid	Speaker of CRK	Nariinteel soum of Uverkhangaï province, Mongolia
18. Mr. B.Tserendorj	ASM Gold miner	Bayangol soum of Selenge province, Mongolia
19. Mr. Lyapa Manza	Kalomo Miners Association, Zambia	lyapam@yahoo.com
20. Mr. Baxter Sichone	Gemstone Miner in Zambia	Baxters@zamtel.zm
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23. Mrs. D.Erdenetungalag	MRPAM	Tungri2003@yahoo.com

24. Mr. Brain M.Chisanga	Gemstone Miner in Zambia	Tel: 260-977-489-908 brainchisanga@yahoo.com
25. Mr. Ts. Janchiv	Mining Rescue Service, Mongolia	minerescue@mongol.net

PARTICIPANTS' EXPECTATIONS

- What is SEA and its role? (4 participants)
 - What is the importance of learning and using of SEA?
 - Want to learn the SEA (2 participants)
 - Main principles of SEA
 - How SEA can facilitate coal mining projects
 - Shear experiences on SEA in mining sector
-
- Information respect with practices of EA for small scale mining
 - Proper learning of assessing the impact to Environment
 - The key issues of environmental impacts
-
- Regarding to the legal and regulatory issues related to worldwide mining sector
 - Best practice in ASM:
 - in addressing Miners issues,
 - environmental problems,
 - in streamlining ASM to national economy
 - Ways to deal with ASM
 - Experiences of nature friendly ASM

Annexe 3: Evaluation of the workshop

Expressed as percentage

		Excellent (6) and Very Good (5)	Good (4)	OK (3)	Bad (2)	Very Bad (1)
Workshop Methods	Percentage	80	20			
Workshop Content		88	12			
Moderation team		80	20			
Group Dynamics		56	40	4		
Applicability to one's sector		64	32	4		
Dégree of expectations met		64	36			
Logistic and venue		80	20			
Time Table		44	32	24		

*number of participants who filled the evaluation form: 13