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Report on activities under the UNEP mercury programme

**Draft guidance document on developing a national strategic plan
for artisanal and small-scale gold mining**

Note by the secretariat

1. The Governing Council of the United Nations Environment Programme (UNEP), by its decision 24/3 IV on chemicals management, requested the Executive Director, working in consultation with Governments and other stakeholders, to strengthen the UNEP mercury programme partnerships by taking a number of steps, including enhancing the artisanal and small-scale gold mining partnership.
2. In that regard, UNEP has initiated a regional project in South-East Asia under the Quick Start Programme of the Strategic Approach to International Chemicals Management in cooperation with a number of interested partners, focusing on Cambodia and the Philippines. The project will contribute to existing capacity-building efforts to tackle this challenging issue. Project objectives include securing government commitment to address artisanal and small-scale gold mining; developing multi-stakeholder strategic plans for mercury release reduction in artisanal and small-scale gold mining, building on existing initiatives; and enhancing regional collaboration and coordination. A similar Strategic Approach project in South America has been approved. UNEP would encourage the initiation of other projects that build on this model.
3. Annexed to the present note is a draft guidance document that is part of the commitment of UNEP to the Quick Start project. It is intended as guidance for Governments in the development of a national strategic plan relating to improving practices and working conditions in artisanal and small-scale gold mining and reducing its impact on the global environment. It aims to assist in uniting various levels of Government, miners, civil society and the public in a common mission to improve the quality of life in artisanal and small-scale gold mining communities.
4. The document has been drafted by the Chemicals Branch of the UNEP Division of Technology, Industry and Economics in consultation with a number of partners. It is a first draft and will be updated in the light of experience gained in its use. The document has been reproduced without formal editing.

* UNEP(DTIE)/Hg/OEWG.2/1.

Guidance Document:

**Developing a National Strategic Plan for
Artisanal and Small Scale Gold Mining**



Draft: 1 October 2008

Table of Contents:**OVERVIEW****SECTION 1. Background and Rationale****SECTION 2. Developing the National ASGM Strategic Plan****ANNEX I. Suggested Table of Contents for the National ASGM Strategic Plan****ANNEX II. List of NGO and IGO web-sites.****Notes:**

- (1) This guidance document was drafted by UNEP Chemicals in consultation with a number of partners as part of UNEP's commitment in the Artisanal and Small-Scale Gold Mining Regional Partnership Project in Asia under the SAICM Quick Start Programme. It is a first draft and will be updated in light of experiences in using it.**
- (2) Any part of this text can be used when developing the plan.**

OVERVIEW

This document is intended as draft guidance for governments in the development of a ‘National Artisanal and Small Scale Gold Mining Strategic Plan’ relating to improving practices and working conditions in artisanal and small scale gold mining (ASGM) and reducing the impact of ASGM on the environment. The guidance aims to assist in uniting different levels of government, miners, civil society, and the public in a common mission to improve the quality of life in ASGM communities.

It has been developed with the intention of addressing the ASGM in a holistic manner, including a review of legal, educational, economic, regulatory and enforcement framework as well as a budget and workplan identifying potential funding sources and partners in moving forward. Nevertheless, there is some focus on mercury reductions within this document as mercury is often considered a good first stage entry point into building relationships and tracking progress in ASGM.

The guidance is one element of the United Nations Environment Programme’s (UNEP) response to UNEP Governing Council Decision 24/3 paragraph 27.c related to mercury ‘enhancing the artisanal and small scale gold mining partnership...’. The ASGM partnership area is one of six partnership areas that form the UNEP Global Mercury Partnership. The objective of the ASGM partnership area is continued minimization and elimination of mercury uses and releases in ASGM.

Purpose and Objective

The national strategic plan is an opportunity to provide a clear basis and direction for the implementation of activities aimed at addressing ASGM. This type of planning tool is particularly useful to build on existing activities, leverage resources, unite stakeholders that are not necessarily accustomed to working together, and represent divergent interests and perspectives.

This document has two sections and two annexes.

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| SECTION 1. | The first section is intended as background and rationale for a comprehensive national strategic plan for the ASGM sector. |
| SECTION 2. | The second section details a six step plan on how to develop the National ASGM Strategic Plan. |
| ANNEX I. | Suggested Table of Contents for the National Strategic Plan. Governments that develop a national strategic plan are encouraged to use the table of contents as a basis for the plan. |
| ANNEX II | A list of NGO and IGO web-sites that may provide helpful information in drafting a national strategic plan. |

SECTION 1: Background and Rationale ¹

What is artisanal and small-scale gold mining?

Artisanal and small-scale gold mining (ASGM) is the extraction of gold by miners working in small or medium sized operations using a variety of techniques. Simple practices with little economic investment are often used; however, techniques can range from individual panners to organized ASGM community miners using more expensive capital equipment and sophisticated processing (such as activated carbon).

Why and how is UNEP working on artisanal and small-scale gold mining?

UNEP has been given a mandate to enhance activities related to ASGM, working through networks in the UNEP Global Mercury Partnership. The overall goal of the UNEP Global Mercury Partnership is to protect human health and the global environment from the release of mercury and its compounds by minimizing and, where feasible, ultimately eliminating global, anthropogenic mercury releases to air, water and land. Mercury is often considered a good first stage entry point into building relationships and tracking progress in ASGM; nevertheless, this guidance document has been developed with the intention of building opportunities to better link the ASGM issue into national development agendas.

What is the issue with artisanal and small-scale gold mining?

ASGM is a significant global development issue. An estimated ten million people in more than 70 countries depend on ASGM for income, producing about 12 % of the world's gold supply (Telmer K. and Veiga M., 2008). The number of gold miners is expected to increase as gold mining becomes increasingly lucrative: the price of gold has nearly quadrupled in the past seven years, rising to over US\$900/oz in July 2008, from \$260/oz in March 2001.

ASGM activities can have widespread environmental and human health impacts, leaving extremely polluted sites that can persist for centuries. Common mercury amalgamation practices, for example, create environmental and health hazards that are felt at the local level and beyond. Mercury is a highly toxic element that is commonly used to separate the metal from the ore because it is considered effective, easy to use, abundantly available, and cheap.

There are serious long-term environmental health hazards in populations living in, near or downstream/wind of mining operations. At one of the United Nations Industrial Development Organization (UNIDO's) Global Mercury Project sites, almost 50 % of miners showed unintentional tremors. The World Health Organization (WHO) has estimated that the incidence rate for mild mental retardation is as high as 17.4 per 1000 infants born amongst subsistence fishing population near gold mining activities in the Amazon (WHO, 2008).

Long-range atmospheric transport of mercury also leads to contamination of international air and water resources. ASGM's contribution to global mercury pollution is significant. ASGM is considered the largest user of mercury globally, recently surpassing the chlorine industry. Worldwide estimates show that ASGM releases at least 1000 tonnes of mercury per year, including 400 tonnes directly to the atmosphere (Telmer K. and Veiga M., 2008).

ASGM is often a significant governance challenge, particularly in areas where it is informal and/or illegal. Also, there is currently limited opportunity for coordination within the multi-stakeholder

¹ This section is intended to provide a general overview of the issue. More detailed information is available at the following web-site: <http://www.artisanalmining.org/index.cfm>.

community involved in artisanal and small scale gold mining. This is why working with organised ASGM is crucial, and supporting training for organisational development is a key component of any strategy to mitigate the use of mercury.

SECTION 2: Forming the National ASGM Strategic Plan

The National ASGM Strategic Plan is an opportunity to develop a clear basis to develop and implement sustainable activities to address ASGM at the national level. The plan should aim to coordinate and leverage national capacity for pollution prevention, risk reduction and risk elimination associated with ASGM.

There are many potential benefits in implementing a National ASGM Strategic Plan:

- improved health and the environment of the ASGM communities, including the reduction of global mercury releases
- stronger linkages with the overall development, human rights and environment agendas
- improved access to required resources
- increased cooperation and collaboration
- long term sustainability of the ASGM sector.

Annex 1 provides a suggested outline of a Table of Contents for a National ASGM Strategic Plan. The suggested structure includes seven areas:

1. Executive Summary
2. Introduction and Background
3. National Overview
4. Priority Goal and Objectives
5. Implementation Strategy (10-20 pages)
6. Evaluation Mechanism
7. Annexes

It is important that the plan be based on current scientific understanding, including health and environmental effects, and appropriate social and economic analysis, uniting different levels of government, miners, civil society and the public in a common mission.

The National ASGM Strategic Plan will require identifying and mobilizing the institutional and regulatory tools for implementation of the plan, and the creation of an enabling legal environment for responsible ASGM sector to develop is a clear starting point of the strategy.

This section outlines a suggested six step process for national governments to use in the development of a National ASGM Strategic Plan. Annex II contains a step by step diagram to help develop the plan.

STEP 1: Establishing a coordinating mechanism

STEP 2: Gathering baseline information and developing the National Overview

STEP 3: Setting a Goal and Objectives

STEP 4: Formulating the Implementation Strategy

STEP 5: Evaluation Mechanism

STEP 6: Endorsing the National Strategic Plan

Much of this draft guidance focuses on mercury; however, the strategic plan should of course incorporate economic, social, environmental and legal considerations, linking into existing national development processes and their products, such as poverty reduction strategies and Millenium Development Goal- based National Development Plans.

2.i: STEP 1: Establishing a coordinating mechanism

Establishing a working group

Developing a plan can be viewed as an exciting opportunity to gain new experiences, develop new skills and knowledge, and make a positive contribution to the ASGM sector. Part of the plan development will rely on the formation of a working group.

The working group would guide the project through all of its phases and ensure that there is proper project planning and management throughout the process. While not all stakeholders can be part of the working group, it is important to include a representative balance of interests to contribute to the process.

The working group should meet regularly. They should meet early on in the plan process and develop (and approve at upper level management) a set of terms of reference, workplan, and budget. Developing a terms of reference, workplan and budget will help to ensure that each member of the working group is in agreement concerning important administrative and organisational details relevant to developing an action plan.

The working group should include a minimum of three members (including an identified project lead). Members would include national and/or regional officials responsible for various related aspects, such as:

- Environment: giving important input on environmental issues, laws and regulations
- Finance: securing the required financial commitments to development and implementation of the national strategy and to take into account potential impacts on the economy
- Mining: statistics and data on the ASGM and mining sector activities and outputs
- Public health: monitoring mercury levels in and around ASGM communities
- Education: educating ASGM communities on the dangers of mercury, in tandem with the health sector

The project lead should be able guide the working group and have the capacity to reach out working group members and stakeholders.

Given that the intention is to have the national government endorse the National ASGM Strategic Plan, the working group is likely to be made up of mainly government officials. To ensure that the plan will be relevant, government officials should ensure that miners' views are represented in all stages of the development of the plan. The working group may wish to establish mechanisms to consult with miners regularly, such as having regular consultation meetings with them and/or consider including miners directly in the working group.

Establishing a stakeholder advisory group

The working group should organize a stakeholder group to help inform the working group in its decision making process (building on existing networks that may already exist). Stakeholder groups provide invaluable information and advice while the national strategic plan is formulated, executed and analyzed. The working group should therefore work to involve the following stakeholders at regular intervals during all phases of the national strategic plan:

- Organized ASGM (cooperatives, associations and confederations)
- Miners (particularly when ASGM is informal with no local organization, such as above)
- Community leaders (to ensure that decision makers within a community are willing to implement the plan)
- Environmental organizations (having a vested interest in mercury reduction and other ASGM related environmental issues)
- Academic and research institutions (can provide valuable information and do research)
- Legal (can inform the process in terms of the legality of the mining, the worker status and the use of mercury)
- Representatives from industry and commerce (trade associations and professional bodies may provide additional information, data and/or funding)
- Public Health and safety groups (many public health and safety groups will be willing to work to achieve a reduction, or elimination, of mercury)
- Agricultural groups (potentially may assist in finding potential alternatives to mining, aids in reforestation, land restoration)
- Trade representatives (for issues related to import/export information and issues related to potential restrictions on trade)
- Gender groups (gender issues related to division of labour and social relations can provide valuable insight into addressing the issue)
- Large scale mining and other industry (may contribute to finding innovative solutions and often have insights into local ASGM activities)
- Police and enforcement officers (often have insight into the community life and needs).

Stakeholders should be consulted throughout the plan development, such as through teleconferences, direct discussions, e-mail and face to face meetings.

2. ii) STEP 2: Gathering baseline information and developing the National Overview

Before the plan is developed, baseline information should be gathered to form the basis for a “National Overview.” The National Overview is a snapshot of the scope and scale of national ASGM situation and activities, and should therefore include information on:

- Legal, including a review of legal and regulatory status of ASGM.
- Geographic considerations and pertinent statistics.
- Economics, such as earnings per capita, mercury supply, use and demand, information on gold trade and export.
- Mining, including information on ore bodies, processed used, the number of people directly/indirectly involved in ASGM (including gender and age considerations).
- Environment, detailing known information such as environmental destruction, contaminated sites, mercury releases in soil, air and water.
- Health information on health and developmental impacts, mercury exposure through various media.
- Leadership and organization of ASGM at national and local levels.
- Innovative experiences in addressing AGSM.

Gathering accurate and targeted baseline information is critical because it forms the foundation on which the problem can be defined and the objectives formulated.

Strategies on how to gather the information will depend on the country; however, conducting surveys, distributing questionnaires, using consultants, consulting databases, involving the organized miners themselves, reviewing/analyzing past projects and contacting community leaders are some of the best ways to gather baseline data.

The information can be compiled in a number of ways, and the working group will need to establish a process to undertake this work most effectively. In order to ensure a comprehensive national overview, it is suggested that it is developed in close collaboration with all stakeholders through e-mail, teleconferences and face to face discussions and meetings.

Once the information has been collected and analyzed, there is a basis to define the objectives of the strategy.

Acknowledging the areas in which there is little or no information is also important. Such “information gaps” should be noted and, when feasible, studied and/or researched further.

2. iii) STEP 3: Setting a Goal and Objectives

Establishing the problem statement:

When embarking upon the development of the plan, it is useful to begin by establishing a problem statement. A problem statement is a brief description of the specific problem that the plan will address. It should include enough contextual detail to establish why it is important. A problem statement outlines the *need* for the strategy which is an essential fact for decision makers.

An example of a problem statement might be:

Artisanal and small scale gold mining is an important source of income to XX people in XX country. These activities have serious long-term environmental and health impacts for populations living in, near or downstream/wind of such operations. There is a need to promote sustainable actions in this area to protect human health and the environment.

Establishing the goal:

Building on the problem statement, it should be possible to establish a goal for the plan. The goal is a concise statement that describes the plan's purpose. Goals must be realistic and based on a particular country situation. In some cases, establishing an overall goal related to mercury may be a practical approach that could be considered a good first entry point.

In such a case, an examples of a goal might be:

Protect human health and the environment from ASGM practices through continued minimization and elimination of mercury use and release in ASGM.

Establishing the objectives:

Objectives state, at a finer level of detail than the goal, the specific outcomes that the action plan expects to accomplish – answering the question “What needs to be achieved to get from where we are now to where we want to be?”.

Setting objectives in this area is complex given its interlinkage with poverty, health, education, market access, and environmental impacts, but the objectives can be set-up separately to cover such governance, environmental and social aspects. Issues related to mercury exposure can act as an initial entry point to environmental issues.

Some example related objectives might include:

- *ASGM is formalized nationally by XX date.*
- *Mercury use is reduced by 70% by XX date through elimination of major inefficient and unsafe practices of mercury use.*
- *XX miners are trained by XX date to reduce occupational exposures to mercury (thereby reducing atmospheric emissions), and to protect residents and residential areas from mercury hazards (such as training on proper storage and disposal of mercury).*
- *ASGM primary license holders or mine managers develop and begin to implement Environmental Action Plans by XX date to institute reasonable safety measures to protect employees and residential areas. AND / OR National policies are developed that promote safety measures to protect employees and residential areas.*
- *Develop and implement an innovative pilot project by XX date to promote cleaner production; such as using economic instruments, creating opportunities to locally*

manufacture affordable ore concentrating equipment or supporting local capacity to meet fair trade of gold standards and market it.

Consulting UNEP's Guide for Reducing Major Uses and Releases of Mercury and Mercury Awareness publications, various United Nations Industrial Development Organization (UNIDO) publications and others may prove useful in outlining other important objectives. The UNEP publications can be found online at: <http://www.chem.unep.ch/MERCURY/default.htm>.

Every objective formulated by the working group should pass relevant criteria. For example, using the "SMART" objectives, the working group can better evaluate whether or not the proposed objectives are:

- Specific
- Measurable
- Assignable
- Realistic
- Time-dependent.

If the objective fails to meet a criterion, it may be better to reevaluate the objective now rather than to realize later that the objective was not achievable. For example, setting an objective that seeks a 100 % reduction in mercury demand within the next two years, though potential possible, may prove difficult for several reasons. Although the objective is specific, measurable and assignable (meeting the first three criteria), it may not be realistic to achieve such a dramatic reduction in mercury demand in such a short time period. Because the objective does not meet all of the criteria, the working group should therefore develop a more realistic objective that operates within the two year time horizon.

Stakeholders must be engaged from the outset in this area. The plan's objectives can only be set and met successfully if the objectives receive the support of stakeholders.

2.iv) STEP 4: Formulating the Implementation Strategy

The implementation strategy is a major part of the National ASGM Strategic Plan. It will lay down the foundation for the follow-up work and clarify the responsibilities of national agencies and other partners and stakeholders. The plan, although written at a national level, should be tailored to match the local needs and circumstances, and should therefore be developed in consultation with all potential stakeholders and partners at the national, regional and local levels.

The strategy should include the following elements:

- a. Workplan in support of the National ASGM Strategic Plan objectives
- b. Outreach plan
- c. Timeline
- d. Overall budget

a. Workplan in support of the National ASGM Strategic Plan objectives

The workplan in support of the plan objectives should list the planned activities associated with each objective and how the activities will be implemented (activity, purpose, timeline, estimated budget, activity lead, expected results).

The activities should support, complement and supplement effective existing programmes in ways to focus on activities that will lead to globally significant mercury reductions.

It is strategic to develop linkages to Millenium Development Goals (and other high level national development initiatives). Linking the activities into existing national development processes and their products, such as poverty reduction strategies and Millenium Development Goal- based National Development Plans, can play role in raising the profile and priority of the activities at the national level and in leveraging resources. A useful general overview of how the sound management of chemicals relates to the Millenium Development Goals was developed jointly by the United Nations Development Programme and UNEP and is available on the UNDP web-site².

The working group should assign the tasks to a lead department or organization best positioned to implement the activity. For example:

- Tracking mercury use may be assigned to the relevant government department as lead, working closely with mining organizations and customs officials.
- Formulating policies and actions may also be assigned to the relevant government department, working closely with stakeholders.
- Educating nurses and health care workers on the dangers of mercury and reaching out to miners and their family could be assigned to a health department or organization, working closely with other health promotion actors.

² At the following link:

www.energyandenvironment.undp.org/undp/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=2429

b. Outreach Plan

Given the particular challenges in this area, a dedicated outreach plan for awareness raising is suggested. The reason for the outreach plan is to analyze and plan for the effective dissemination of factual information to the people who are either affected by mercury or who are in some way responsible for caring for people who may be affected by mercury to inform them about hazards associated with mercury.

In developing a community outreach plan, care should be taken to review and consider broader environmental and health protection outreach initiatives within a country, so that the national strategic plan and its components are not undertaken in isolation or in a fragmented way.

As the outreach plan is being developed, some questions that should be considered include:

- Which communities use the most mercury or have the highest concentrations of mercury in air, water and land samples? Who needs the information the most?
- What are the current mining practices and are there ways to reduce or eliminate mercury?
- What are the most successful protection initiatives that have been implemented to date?
- Are there existing networks in place to deliver the message to miners and their families?
- Do miners know how to safely handle and store mercury?
- Are miners aware of the risks of mercury-cyanide interactions?
- Are retorts used? Are retorts easily available and affordable?
- How can mercury free technologies be successfully introduced? What is the cost of introducing mercury free technologies?
- Do miners obtain fair market prices for their gold?
- What is the role of women and children in ASGM? Due to their sensitivities to mercury exposure, are special protection measures in place and/or required? What are they?
- Are resource materials (local and international) available and relevant? What other outreach materials are required?

With the above in mind, the outreach plan should identify the target audience(s) and include a list of the planned outreach activities for each target audience (including a timeline, responsible organization, budget, outreach potential of the activity).

The use of existing social networks may be one of the least expensive and most effective ways to get across information about mercury, including: speakers can visit schools, and materials can be developed for students that they can then take home to their parents; healthcare providers and religious leaders are also often very important sources of information for a community, since their advice is generally respected; there are also many community-based organizations whose charter includes the dissemination of public health information and/or community economic development. Community-based organizations often communicate regularly with other groups with similar goals.

The message can be delivered in a number of ways, for example:

- Public meetings and workshops are useful to deliver messages to small groups and can be effective in covering topics in-depth.
- Printed material such as leaflets, posters and/or stickers draw attention to the issue and can be made appropriate for most audiences.
- Large-scale publicity such as signs, radio or television advertisements or public service announcements can also be effective in drawing attention to an issue. Media campaigns can be

expensive if they involve advertising. Some newspapers, radio and television stations, however, may set aside space/time for free public service announcements.

- On-site training is appropriate when detailed information is required to make a difference. It is often best received from local people and most effective with repeated follow-up.

c) Timeline

The working group should define when the national plan begins and ends, thereby creating a timeline. The timeline should contain project “milestones” that correspond to the objectives set forth by the working group. Because project milestones are reference points that clearly mark distinguishable events in the national plan, the project milestone can be used as a tool to monitor progress as the national plan is being implemented.

d) Budget

The working group should ensure that the necessary funds and in-kind resources are accounted for in a budget in a detailed and comprehensive way.

A successful national plan does not necessarily require a large budget, but rather a budget that is well managed and enables the national plan to be implemented successfully at minimal cost. Costs are especially minimized when the working group is composed of a wide range of members, as the resources of each member’s organization or interest can be pooled together. Enough funds should be allocated to ensure miners participation at each step of the decision-making process.

2.v) STEP 5: Evaluation Mechanism

Specific criteria should be developed as a means to evaluate the overall success in implementing the National ASGM Strategic Plan. In doing so, the plan will be inherently designed to measure and track progress and successes.

The working group should work together to create criteria with which to evaluate each objective that the national plan hopes to achieve. At various set stages of the project, the degree of success in achieving the objectives of the national strategic plan should be evaluated. If the objectives are not being fully met, the national plan should be reviewed and adjusted accordingly.

During the implementation of the national plan:

Information and data should be collected during the implementation of the activities. Data can be collected through an ongoing evaluation of individual projects, as well as through questionnaires distributed to the miners, government officials, civil society and others.

Accurate and detailed information and data should be collected as the national plan is implemented for two reasons. First, should there be unforeseen difficulties in implementing the national plan, the information and data can be used to recalibrate the national plan to ensure a more successful outcome. Second, the data and information collected during the national plan's implementation should be used to evaluate the national plan's success upon its conclusion.

Ultimately, analyzing the feedback from the questionnaires and the data and information from the questionnaires that can be used to weigh the activity outcomes against the criteria set forth in the national plan that will determine whether or not the objectives were successfully met. Using evaluation criteria may also be useful; sample criteria are outlined below:

- Efficiency and effectiveness of measures;
- Affordability;
- Cost-effectiveness based on benefit-costs analysis;
- Practicability including socio-economic considerations;
- Timing aspects, including the sequence of projects;
- Resource allocation;
- Urgent health and/or environmental needs.

The data, information and analysis will form the basis for future planning.

2.vi) STEP 6: Endorsing the National Strategic Plan

To ensure institutional support, commitment from national decision makers needs to be obtained at various stages of the plan development process: at the beginning, at critical points identified during the process, and at the end when the plan has been finalised. There are different forms of commitment, such as formal agreements and ministerial directives. Raising awareness about the plan from the outset is a good way to gather support.

An important component of obtaining high level commitment involves assessing potential obstacles or bottlenecks. Such obstacles or bottlenecks could include: competing priorities that might threaten support for the plan; a lack of awareness about the topic or issue; and contradictory or duplicative mandates (or lack of a mandate) related to the plan. Such obstacles may have already been identified in the plan itself and addressed. In other cases, these will require further attention.

An essential activity is to distribute some form of the plan in a timely and appropriate manner, in pre-approved form, to those who have an influence over its approval. It is also important to modify the materials to target different audiences linking activities to broader government wide priorities.

Commitment from external decision makers may also need to be obtained outside of the national approval process. For example, some obligations may be placed on nongovernmental sectors, such as industry, to remove some burden from the government regarding action plan implementation.

References

Telmer K. and Veiga M. (2008). World Emissions of Mercury From Artisanal And Small Scale Gold Mining. In: Mercury Fate and Transport in the Global Atmosphere: Measurements, models and policy implications, eds. Nicola Pirrone and Robert Mason; Interim Report of the UNEP Global Mercury Partnership on Mercury Air Transport and Fate Research. Available at – [http://www.chem.unep.ch/mercury/Sector-Specific-Information/Fate%20and%20Transport\(1\).htm](http://www.chem.unep.ch/mercury/Sector-Specific-Information/Fate%20and%20Transport(1).htm)

United Nations Institute for Training and Research (UNITAR) (2005). Guidance on Action Plan Development for Sound Chemicals Management. Available at – www.unitar.org/cwm/publications/cw/ap/UNITAR_action_plan_gd_26_apr_05.pdf (much action planning material was used from this document)

World Health Organization (WHO) (2008). WHO global burden of disease estimation for mercury. Available at - http://whqlibdoc.who.int/publications/2008/9789241596572_eng.pdf

ANNEX I: Suggested Table of Contents for a National Strategic Plan

1. Executive Summary

- Summary of the National Strategic Plan
- Provides an overview for decision makers

2. Introduction and Background

- Rationale and context
- Overview of the preparation process (1 page maximum)

3. National Overview

- Summary of the detailed national baseline analysis (maximum 5 pages)
 - Legal, including a review of legal and regulatory status of ASGM.
 - Geographic considerations and pertinent statistics.
 - Economics, such as earnings per capita, mercury supply, use and demand, information on gold trade and export.
 - Mining, including information on ore bodies, processed used, the number of people directly/indirectly involved in ASGM (including gender and age considerations).
 - Environment, detailing known information such as environmental destruction, contaminated sites, mercury releases in soil, air and water.
 - Health information on health and developmental impacts, mercury exposure through various media.
 - Leadership and organization of ASGM at national and local levels.
 - Innovative experiences in addressing AGSM.

4. Priority Goal and Objectives

- List of the problem statement, goal and objectives of the plan (maximum 1 page)

5. Implementation Strategy (10-20 pages)

- a. Workplan in support of the National ASGM Strategic Plan objectives
- b. Outreach plan
- c. Timeline
- d. Overall budget

6. Evaluation Mechanism

- Brief description of how the national plan's strategy will be evaluated and tracked (maximum 1-2 pages)

7. Annexes

- i) Terms of reference of the working group (including names and contact addresses of members)

- ii) Detailed national baseline analysis (20 pages maximum)
- iii) Overall, detailed budget

ANNEX II: List of Relevant Resources

UNEP Global Mercury Partnership

The UNEP Global Mercury Partnership is a voluntary and collaborative relationship amongst various parties, governmental, non-governmental, public and private, in which all participants agree to work together in a systematic way to achieve the goal of the UNEP Global Mercury Partnership.

The overall goal of the UNEP Global Mercury Partnership is to protect human health and the global environment from the release of mercury and its compounds by minimizing and, where feasible, ultimately eliminating global, anthropogenic mercury releases to air, water and land.

ASGM is one of the partnership areas identified within the UNEP Global Mercury Partnership. For more information, please go to the following web-site:

www.chem.unep.ch/MERCURY/default.htm

United Nations Industrial Development Organization (UNIDO)

UNIDO has been involved in the ASGM sector for more than 15 years. The recently completed Global Mercury Project executed by UNIDO in 6 countries assisted ASGM in increasing their output while reducing mercury emissions. The project has shown that only a multisectorial and coordinated approach can have some success in alleviating the multiple problems faced by these communities. Learning from this pilot phase, UNIDO developed a more elaborate plan to address the sector. The phase II of the Global Mercury Project is now under implementation. For more information, please go to <http://www.globalmercuryproject.org/> where a large database of publication is available.

The Alliance for Responsible Mining (ARM)

The Alliance for Responsible Mining (ARM) is an international NGO created by multiple supply chain players and operating from the South. It is developing and testing with miners, a certification scheme called Standard Zero for Fairtrade Gold, for gold that is produced by organized ASGM that respect a set of social, economic, labor and environmental standards. The scheme includes an environmental section aimed at the reduction of the use of mercury over time and the responsible use of cyanide. If miners use NO mercury or cyanide and instead use the gravity separation method, the miners will receive an environmental premium on top of the fair trade premium. ARM aims to use market access incentives to improve the social and environmental performance of ASGM, and improve the quality of life in ASGM communities. <http://www.communitymining.org>

Green Gold / Oro Verde

Oro Verde (Green Gold) is a trademark. Under this trademark, the Oro Verde program trades gold and platinum produced in the Chocó bioregion of Colombia with no mercury or cyanide and strict ecological restoration practices. The communities of Oro Verde initially developed the concept of certifying precious metals produced by artisanal miners. They are co-founders of ARM and are currently seeking to become certified under the Fair Trade - Environmental Premium scheme being developed by ARM.

<http://www.greengold-oroverde.org>

Communities and Small-Scale Mining

Communities and Small-Scale Mining (CASM) provides a coordinated network of shared information, a set of complete resources for use at the local level and a clearinghouse to distribute information to regional clean production centers. CASM also awards small grants to community leaders, organizers, miners' groups, NGOs and others. For more information, please go to <http://www.artisanalmining.org/>.

Harmonization System for responsible artisanal and small scale metals production

The Madison Dialogue Metals Working Group is working to develop an information-sharing and harmonization system for responsible artisanal and small-scale metals production. This group is building on existing activities and initiatives and is being facilitated by EARTHWORKS.

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