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Stakeholder Meeting –  
Johannesburg¶  
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Thursday 16 November 2000



**MINING, MINERALS**  
**AND**  
**SUSTAINABLE DEVELOPMENT**

**MULTI-STAKEHOLDER MEETING**

**JOHANNESBURG**

**16-17 NOVEMBER 2000**

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# MEETING AGENDA

Thursday 16 November

Session	Time	Event	
	07:45-08:25	Registration	
	08:30-09:00	<b>Opening address</b> The Hon Phumzile Mlambo-Ngcuka, Minister of Minerals and Energy.	
1	09:00-09:30	<b>MMSD – A global and regional vision.</b> Elisabeth Wood of MMSD explained the Project's objectives and what needs to be done to achieve these objectives over the period of the project. Questions	Deleted: will Deleted: next thirteen months
2	9:30-9:45	<b>Stakeholders and the MMSD.</b> Duma Nkosi explained the importance of all stakeholders to the process, their ownership of the process and the potential benefits of co-operation between stakeholder groups.	Deleted: will
3	9:45-10:30	<b>Stakeholder perspectives on the MMSD</b> Stakeholder groups presented their respective roles in sustainable development in the mining and minerals industry and their relationship with other stakeholder groups.  Organised labour – Mr A. Palane  Industry – Mr M. Spicer  NGOs and CBOs – Mr M. Hlabane	Deleted: will talk about
	10:30 – 10:50	<b>Refreshments</b>	Formatted
	10:50-11:35	Academia – Prof M. Viljoen  Small-Scale Mining – Dr D. Shoko  Government – Mr B. Kumwenda	
4	11:35-12:10	Discussion following stakeholder perspectives	
5	12:10-13:10	1. <b>Small Group Work:</b> Having come to an understanding of the concerns that each stakeholder group has, participants, with an understanding of the point of view of the other stakeholders, brainstormed ways of taking these issues forward. Guidelines for desired outcomes were provided.	Deleted: will Deleted: will Deleted: be
	13:10-14:00	<b>Lunch</b>	Formatted
6	14:00-15:00	2. <b>Small Group Work:</b> report-back and discussion. Suggestions arising from the work groups were discussed, as were the ways in which these influence the process.	
7	15:00-15:40	<b>Sustainable Development and Mining.</b> Peter Willis discussed the broad principles of SD, how it relates to the mining and minerals sector, and SD in Southern Africa against the global perspective. Followed by discussion	Deleted: will
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8	16:00-16:40	<b>Progress to date</b> Cecil Macheke described the process undertaken by the IWG and the results of that process. Followed by discussion.	Deleted: will
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9	16:40	<b>Closing Session</b> Summary of day's proceedings. Preparation for Day 2.	
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Friday 17 November 2000

Session	Time	Event	
1	08:30-08:35	Introduction to the day	
2	08:35-09:20	<b>3. The Project in action.</b> Daniel Limpitlaw discussed the focal points that arose from meetings of the ISC and from the IWG survey. He also described the activities that will address these points, as well as issues raised by the participants. The acceptability of the issues to the participants was established in discussion.	<div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will talk</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: about</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: have arisen</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will</div>
3	09:20-10:00	<b>Plenary: Issues and Areas of Concern</b> Participants raised their own issues and areas of concern regarding the project. These, and those agreed on in the previous session, formed the input for the following small-group discussion.	<div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: be</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will</div>
4	10:00-10:15	<b>Small Group Work</b> Organisation of participants into theme/focus groups.	
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5	10:45-11:45	<b>4. Small Group Workshops</b> Development of issues and key questions for each theme	
6	11:45-12:45	<b>Small Group Work: report back.</b> The groups will present and debate the issues for each theme.	
	12:45-13:45	Lunch	Formatted
7	13:45-14:15	<b>5. Summary and Prioritisation of Agreed Research Topics</b> Peter Willis and Thandi Orleyn listed the areas of research/activity agreed on and the way in which these will be approached.	Deleted: will
8	14:15-14:45	<b>Project Funding</b> The funding of the Project was described by Richard Sandbrook (MMSD Project Co-ordinator) to clarify the need for sponsorship. Participants will make suggestions.	Deleted: ill be
9	14:45-15:30	<b>Plenary</b> – Elisabeth Wood described the role and selection of the Steering Committee and the Working Group and clarify the governance of the project. The future role of workshop participants was also discussed.	<div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will talk about</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: will</div> <div style="border: 1px solid red; border-radius: 5px; padding: 2px; margin-bottom: 2px;">Deleted: be</div>
10	15:30	Final Closure	
	16:10	Tea	
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## THE MINISTER'S ADDRESS

The Honourable Phumzile Mlambo-Ngcuka, Minister of Minerals and Energy, was unable to attend and deputised Thibedi Ramontja to present her speech.

The minister emphasised that MMSD priorities match those of the South African government and that the Government was supportive of the move towards sustainable development.

A major challenge for South Africa was the opening up of the mining industry to new entrants. This would diversify the industry and promote the creation of wealth in the country. For the industry to contribute towards sustainable development, health, safety and environment (HSE) best practice must be encouraged and human resource development and training must become a priority.

The viability of the mining industry in South Africa is dependant on ongoing investment. To encourage this, the government must ensure security of tenure and encourage international investment. The benefit of the industry can be maximised by downstream beneficiation of minerals commodities. This may include the establishment of value-adding activities such as the manufacture of jewellery.

If the industry is to move towards sustainable development, it is essential for the mining industry must be portrayed as a caring industry.

[Editor's note: the full text of the Minister's speech was unavailable at the time of compilation]

## THE OBJECTIVES OF THE WORKSHOP

Elisabeth Wood, MMSD London

For the MMSD to achieve its goal of determining how best the global mining and minerals industry can contribute to the global transition to sustainable development organisational arrangements for proper oversight of the process were made and the scope of the MMSD was defined and limited:

- Global structures of MMSD: the Global Assurance Group provides critical review of the MMSD's progress; the London working group provides global coordination.
- Regions: the major minerals producing and consuming regions are included in the process (Australia, Europe, North America, Russia, South America, South East Asia, Southern Africa). The possibility of extending the MMSD process to other regions is being investigated.
- What minerals: oil and natural gas are excluded.
- How far down line of beneficiation: mining and minerals processing industries are included.
- Role of research: fundamental, historical.

The MMSD arose as a result of increasing pressure on the mining and minerals industry. CEOs of seven global mining companies launched the Global Mining Initiative (GMI) to actively guide the industry. Within the context of the GMI, the MMSD was launched:

- Scoping study – an initial study to determine the likely nature of the MMSD process and completed in 1999.
- Many actors are required to work together if the MMSD goal is to be realised. These actors include industry, labour, NGOs, governments and academia.
- The actors need to move towards a shared vision.
- This requires trust, understanding and agreement.

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Regional processes have been launched to serve as prime forums for continuation of dialogue. These processes;

- Must have concrete agreements for change.
- Must contribute to all four aspects of MMSD (research and analysis, stakeholder engagement, information and communication, planning for outcomes)
- Must maximise the benefits of useful research

Regional work is to be completed by December 2001.

The objectives of this meeting include;

- Increasing awareness of MMSD in the region.
- Providing an update on work to date.
- Sharing stakeholder perspectives
- Discussing what MMSD means to this region.
- Defining priority issues.
- Discussing desired outcomes.
- Identifying funding sources.
- Determining a governance structure.

[Editor's note: the full text of Elisabeth Wood's presentation was unavailable at the time of compilation]

## THE ROLE OF STAKEHOLDERS

Duma Nkosi

Duma Nkosi, the Chair of the Parliamentary Portfolio Committee on Minerals and Energy (South Africa) discussed philosophical issues underpinning sustainable development in the mining and minerals industry within the context of developing economies with widespread poverty and strong development imperatives.

Critical to this debate is careful identification and engagement of stakeholders;

- Ongoing representivity and participation.
- Transparency, respect and understanding.
- An appreciation of the adage: "what you don't mine, you plough"

A key stakeholder group in the Southern African region is the informal "black market", including small scale miners such as Mpumalanga gold diggers. In some countries in the region this sector accounts for as much economic activity as large scale mining and yet is largely marginalized.

[Editor's note: the full text of Duma Nkosi's presentation was unavailable at the time of compilation]

## LABOUR'S INPUT TO THE MMSD CONFERENCE ON SUSTAINABLE DEVELOPMENT

Archie Palane, National Union of Mineworkers

### INTRODUCTION

Sustainable development in the mining industry has always been narrowly defined to the exclusion of uprooting poverty, redressing socio-economic imbalances, improving working

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and living conditions of mineworkers. I introduce our inputs in this workshop under the theme SAVE JOBS! IMPROVE THE QUALITY OF LIFE! AND INVEST IN CREATING NEW JOBS! We cannot afford to talk about a jobless sustainable development in the mining industry. The purpose should be to develop mechanisms aimed at bolstering the above theme.

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## FUNDAMENTALS OF SUSTAINABLE DEVELOPMENT

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Sustainable development in the mining industry should be premised on the understanding that we are living in an economy ravaged by poverty, unemployment and poor working conditions that lead to low productivity. As such we need to identify those vital areas that need to be phased into the whole process of sustainable development in the mining industry so as to ensure that existing initiatives are further diversified and complemented with new ones.

Sustainable development in the context of the mining industry should, as a matter of fact, put as its priority the following:

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- People first and taking care of them;
- Exploiting the mineral resources of the country for the benefit of all the people;
- Taking care of the environment;
- Considering measures to preserve jobs and cushion the effects of downscaling and closure to the workers, their families and mining communities.

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## PREVAILING CIRCUMSTANCES

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The following are some of the key areas currently being considered by stakeholders in the mining industry and require greater levels of assistance from this process:

- Rural development;
- Beneficiation and minerals development;
- Human Resources and employment;
- Managing the impact of cyclical volatility and downscaling;
- Industrial promotion.

Intrinsic to all these areas is the element of a social plan which is supposed to play the role of saving jobs, counselling and skills training (in the event where job losses are unavoidable), revitalization of local economies and development of rural economies and labour-sending areas. Throughout this process external expertise is going to be required particularly in terms of research and project management.

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## ENVISAGED CIRCUMSTANCES

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It is important, as we discuss the issue of sustainable development, to bear in mind that workers always play a crucial role in this regard. However, their contribution throughout the value chain of the mining industry is never appreciated and acknowledged. This is also reflected by the way that industry still perceives them as auxiliary in the production process. The treatment to which workers are subject to is not reflective of the sustainable development we are busy trying to achieve. Therefore the following are issues that need to be seriously taken into account throughout this process:

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- Access to capital and raw materials.
- Access to equipped infrastructure.

## MINERALS DEVELOPMENT

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To redress the skewed access to mineral resources and development by the majority of South African and potential external investors, the question of access to locked mineral rights is pivotal. Sustainable development in the mining industry will never be realised as long as there are still viable minerals that cannot be accessed because they belong to a particular owner who is not prepared to release them to anyone. To realise the full potential and impact of the mineral resources in the socio-economy of our country we need to place

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these rights with an agency that is capable of opening them up for full exploitation. Therefore, the NUM is of the view that such rights must be held by the state.

## HEALTH AND SAFETY

The standard of health and safety in the South African mining industry remains appalling. Mineworkers continue to be killed, injured and get sick as result poor working conditions. The issue of health and safety must be key in all activities moving the mining industry towards sustainable development. This should go as far as ensuring that workers who are injured are fully compensated and continue to receive benefits for sustainable livelihood. This should also apply to families of deceased Mineworkers. In view of this labour has always called for a comprehensive social security system and programme for the rehabilitation of disabled workers to deal with some of these challenges. Lastly, we need to also consider mechanism to deal with conditions of work in the informal sector of the industry.

## INDUSTRY PERSPECTIVE ON THE PROCESS TOWARDS SUSTAINABLE DEVELOPMENT

Michael Spicer, Anglo American

Question : "What role is industry playing in the transition to sustainable development (SD) in the mining and minerals sector, what are its strengths and weaknesses, how can it improve this role, what does it see as the main obstacles, what would industry like to see coming out of the MMSD project in terms of research, deliverables, forums and networks, What can this group do towards achieving this?"

### INTRODUCTION

This gathering shows that we have already started on the path towards SD, if we believe that the basic premise of SD is that no group can make decisions in isolation. Cooperation and constructive debate will underpin the success or otherwise of our efforts. The fact that we're all here shows how far we have progressed, and stirs hope for a successful outcome. Without being self-congratulatory, we need to acknowledge the role that mining has played in developing the region to date. Johannesburg is a living example of the possibilities presented by a successful transition from a minerals-based, consumption economy to a diverse, multi-industry, sustainable society. Although the mining industry in South Africa is no longer the key industry, it is, far from being a sunset industry, a sunrise industry with R80 billion projects in the pipeline and significant downstream value-adding developments. Let us remember one basic and fundamental fact: the outlook is positive because mining in the region presents profitable opportunities for companies, where rewards, in sufficient cases, outweigh risks i.e. the return is acceptable to shareholders. Duma Nkosi's concept of the industry being profitable for the country as a whole is interesting and would provide a fertile area for discussion in a regional study. We do however need to be realistic, SD is not the panacea, and it will not solve all of the world's ills. SD may be an important part of a new world order, but it has its own problems. We will never be able to say, "We have achieved SD." SD is a process, an on-going way of decision-making and of valuing things.

### INDUSTRY'S ROLE IN TRANSITION TO SD

Mining can provide the basis for sustainable development in Southern Africa. It provides the foundation on which a diverse and sustainable economy can be built, given the appropriate policy and legislative framework. We recognise that much of what we already do will contribute to SD if couched within the appropriate frameworks, such that the benefits and opportunities already provided by the mining industry are appropriately exploited. The

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ultimate SD challenge facing us is to increase human potential whilst maintaining high levels of environmental performance.

The mining industry today bears little resemblance to that of even fairly recent history. We believe firmly that good safety, health and environmental performance (including the broader societal components of our environment) underpins any advance towards SD. Thus, any improvement in our SH&E performance represents for us tangible measurement of our progress towards SD.

Environmental management plans and systems, adult-based education and vocational training, tripartite negotiating structures to address safety and economic concerns, hospitals and health clinics for communities, research into more cost-effective and environmentally sound technologies, skills development training – these are examples of industry initiatives which, though not perfect, have fundamentally changed the face of the mining industry in the last ten years. The NGO-Chamber of Mines dialogue that began two years ago is one example of the progress being made. We should be mindful, however that we face new challenges at home and abroad. Overwhelmingly the greatest new challenge for us in the industry and in Southern Africa is AIDS.

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## STRENGTHS

Our greatest strength is doing what we do well, and doing it responsibly! One of the greatest strengths of the mining industry is the conversion of mineral endowment into human and other forms of capital. Minerals in the ground cannot contribute in any way to building society - they must be accessed and processed before their true value and potential to feed other processes of value can be realized. Mining can be viewed as a "nation-builder"; almost no modern appliance, convenience, building, piece of medical equipment, computer - indeed the very fabric on which our society is built - would be here without mining.

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- Skills development: trying to value our greatest resource, people, by adding to their capacity through training.
- Subject always to the ongoing viability and profitability of individual mines, companies and the industry, another strength is the provision of basic infrastructure, which can be used by others (not just industry). Roads can open up new markets and provide easier access to previously impenetrable areas (in a market sense); energy infrastructure, telecommunications - these all are the building blocks of a viable economy, which are often introduced into new areas by mining companies.
- Our contribution to diversified research is a strength (e.g. environmental technology, applications for use in the mining and other industries).

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The contribution of mining to conservation is often unrecognised. Mining leases protect areas, and often areas thus protected become the last remaining example of a natural habitat, the areas outside the boundary being subjected to farming and/or uncontrolled development. It is a reminder that mining affects a fraction of the land affected by agriculture, which is not popularly recognised as being a source of pollution and environmental degradation. The industry's exploration efforts contribute significantly to new scientific knowledge, to the discovery of new species, mapping of previously unexplored areas. We are currently exploring ways of adding to the body of scientific knowledge on natural processes by, for example, working with the Kew Botanical Gardens to assist in botanical research during mineral exploration.

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## WEAKNESSES

Our understanding of the human sciences is poor. We have always viewed ourselves as strongly technical - builders and doers. Dealing with social issues has been unsatisfactory in the past and our approach to consultation has been one of our weakest points. Historically, we've been either unwilling or unable to recognise the roles of others in decision-making or their concerns and we've not necessarily realised our position in the greater societal fabric, or acknowledged the effects that our decisions might have on broader society.

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Sometimes the drive to make a profit under extremely difficult financial, policy and technical conditions has deflected our focus from issues such as safety, environment and community concerns. We are now learning, and international standards of corporate governance (usefully introduced by the globalisation of South African mining companies) are helping us to learn to reconcile profitability and shareholder requirements with SHE and societal requirements.

### HOW CAN WE IMPROVE OUR ROLE?

Invest even more in partnerships, recognizing that some partners may need time and assistance to be able to participate meaningfully in the exchange. Become more transparent where issues of competitiveness and confidentiality are not a threat.

- Exploring what SD means for us - how we are going to have to change the way we do business so that we can contribute most effectively and so that both our business and the society we supply can be sustained.
- Instead of being market "providers" (i.e. divorced from society), become market participators. Work within our customer base (in the broadest sense of the term) to determine what is best for us all, with regard to the products we produce, how we produce them, and understanding the drivers of the decisions made by others external to our immediate operations.
- Assist policy-makers to appreciate the consequences of decisions, policies and legislation, especially if we can see unintended consequences, based on our experience with overseas markets and policies. Relationships forged will be a two-way street for learning.

Our industry has changed and is willing to change more. For the first time however, rather than just doing it ourselves, we're looking for partners to help define the best way to change and still have a sustainable business.

### MAIN OBSTACLES

Effective democracy, good governance, a strict observance of the rule of law and property rights, and the consistent pursuit of credible and sustainable economic policies are not optional nice-to-haves, but essential if long-term investment is to be secured. We need investment, both directly in the mining industry as well as in the country, for infrastructure development and the building of downstream and supporting industries. Countries or regions with a high-risk profile tend to discourage investment. Policy and legislative uncertainties, political instability, macroeconomic instability, and lack of trade liberalization, amongst others, increase the risks and reduce the likelihood of investment or require higher profits and shorter pay back periods.

- Ineffective spending of the substantial tax revenues from mining comes back to bite the industry as well as the country. Duma Nkosi stated that private industry needs to develop economy, but this requires an efficient state as well as efficient and effective industry.
- Lack of trust between all parties hinders progress towards a future that we must define together. History is currently being allowed to rule our future - we tend to dwell in the past instead of learning from it and moving forward. We tend to tar each other with historical brushes, without acknowledging each other's willingness, preparedness, or indeed desire to work together, to negotiate in good faith and to honour resultant agreements.

Another obstacle is that some groups appear to believe that the responsibility to move towards SD lies solely with one or two parties or groups. Responsibilities must be shared. All stakeholders have to be accountable and transparent - and that includes the mining industry itself. The efforts of any one party working in isolation from the others, or in a vacuum, are doomed to fail. The explicit responsibilities of each stakeholder group need to be explored through this process. Mining can provide the start of a cycle of improvement, a cycle of sustainability, but that cycle depends on the right frameworks being in place to exploit the short window of opportunities provided by the industry and turn them into other opportunities,

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other benefits. We cannot do this alone. Time is also not on our side to ensure a successful launch of the process.

### WHAT DO WE SEE COMING OUT OF THE MMSD?

We would like to see an enabling process established which would allow a number of outcomes.

- We want the MMSD process to result in structures and platforms that ensure continuation of the process that it has initiated. We also need to realistically prioritise the issues of concern for the regional process; we are concerned that in an attempt to be over-ambitious, we may achieve less than we could if we rigorously prioritize and project-manage the process. Three or five carefully focussed goals look achievable, thirty or forty guarantee failure.
- We would also like to see greater regional cooperation emerge from this process. As developing countries, we are competing for investment. For our growth potential to be realised, and to ensure that we as a region benefit from the unique advantages that each country has to offer, we need to ensure that regional cooperation is a practical reality at all levels. We need to ensure that, if we cannot achieve absolute alignment of policies, our approaches should at least not be in conflict and thus undermine development potential within the region. This will require changes in patterns of behaviour and the abandoning of narrow national sovereignty attitudes.

We need a process to emerge which will allow us to get on with our collective future, develop stable policy and legislative frameworks, promote better standards of living for all our peoples, encourage investment, and provide incentives for value-added activities relating to mining products.

### CBO'S AND NGO'S PERSPECTIVE ON MMSD

Doctor Mthetwa, GEM

Based on the outcomes of the work within civil society and particularly a workshop: "Community Struggle and the Mining Industry", held in August 2000, the following concerns have emerged and require serious attention.

#### KEY CONCERNS

As members of civil society we would like to register the following concerns with the regard to the mining industry and the role played by government:

- Externalisation of environmental impacts such as water pollution, dust pollution from mine dumps, underground fires and a host of problems that are now supposed to be the burden of government.
- Operations that continue without regard for neighbours, e.g. blasting that affects the value of their property.
- Lack of monitoring and evaluation systems of mining impacts on environment and communities.
- Lack of clear, efficient and effective procedures to enable affected communities to monitor the environmental management of each mining activity.
- No training and awareness campaigns around severe impacts of mining to affected communities, mining companies use technical language to obscure the impacts of mining on the community.
- Government has being perceived as playing a passive role instead of penalizing mining companies that are not complying with legal procedures.
- Government is not doing enough to educate grass roots communities about mining impacts.
- Weak monitoring systems are applied to mining industry activities by government.

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## OUR PERSPECTIVE ON MMSD FOR SUSTAINABILITY WITHIN MINING

We would like to see:

- benchmarking with clear indicators that will be used to measure sustainability at all mines.
- Respect for the principle of the "no-go" option.
- Use of best available technology and other resources to prevent environmental degradation.
- Commitment to environmental research.
- Long-term protection from acid mine drainage.
- Full reclamation of all mined lands.
- Independent audits at all mines.
- Full disclosure and consultation and a policy of corporate transparency.
- Citizen review boards at all mines.
- Publicly support important Environmental Reforms and Treaties.
- Boycotts of industry trade associations that do not advocate sustainable policies.
- Establishment of a fund that will address reclamation of abandoned mines.

## OUR POSITION

As NGO's we welcome the MMSD initiative and we intend to throw our full weight behind it. We know that this partnership is possible as it is currently working between the South African Chamber of Mines and certain NGO's. This partnership has proven that such engagement will ensure a healthy relationship between business and civil society organizations, as it is perceived that these institutions do not see eye-to-eye. This kind of dialogue will open up avenues where issues will be resolved amicably, as many of the conflicts emanate from lack of transparency and misunderstanding

## ACADEMIA

Prof. Morris Viljoen, Department of Geology, University of the Witwatersrand

Academia, encompassing universities and technicians, make a fundamental contribution to mining, minerals and sustainable development in three main areas, namely teaching, research and outreach programmes.

Teaching remains a core activity of academic institutions at undergraduate and postgraduate level and forms the foundation of a successful minerals industry. Subjects of key importance include geology, mining, mineral processing and beneficiation and these are well catered for and of high standard at our academic institutions.

Focussing on the field of geology, although the fundamentals including economic geology are well taught at our universities in a four-year degree programme there is in my opinion not enough emphasis placed on the applied skills now required for the mining and minerals industry. Some subjects of critical importance include exploration geology, geochemistry, geophysics, remote sensing, computerised geodata management and data portrayal, mining geology (including ore body modelling and evaluation), engineering geology (and rock mechanics), environmental geology, geohydrology, mineral resource management and mineral economics. These topics are necessary to add value to a mineral occurrences and turn them into viable mining propositions.

A number of post graduate diploma and MSc courses covering some of the above topics are offered at a few universities and include for example an MSc in exploration geology offered at Rhodes University, an exploration management course at Pretoria University and the GDE courses in mining geology, rock mechanics and mineral economics at Wits University. A recent development is the introduction of a course in mineral resource management at Free

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State University and at Wits. The above are popular courses and ideally suited to the practising professional.

Research is a cornerstone of a university and there is tremendous scope, particularly once again in the applied areas of the earth sciences. The so-called Deep Mine Project on research into the problems of mining gold at great depths in the Witwatersrand basin is an example of a collaborative research initiative involving industry, government and universities.

Outreach programmes involving university geoscience staff working with, and/or on behalf of companies, individuals, rural populations etc. are becoming increasingly important activities at universities. A project undertaken recently by the Centre for Applied Mining and Exploration Geology (CAMEG) at Wits University is outlined as an example. Working with students and research associates, a substantial remaining gold resource has been modelled portrayed and evaluated in the area south of Johannesburg. This is the world's greatest goldfield was discovered in 1886 and where mining of the auriferous conglomerate ceased in the mid seventies. The methodology and details of the programme are outlined and include environmental issues relating to opencast mining in a sensitive area. The study has not only contributed to the practical training of students, but has defined a potentially economic resource worth hundreds of millions of Rands.

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These are many more similar situation ranging from exploration targets to defunct mines and mineral districts where the kind of approach and methodology outlined could be applied to assist in the development of further mining ventures. This is seen as an area where academic institutions can and should be making a major practical contribution in helping to identify, model, portray and evaluate mineral deposits, thereby facilitating mining ventures and contributing to the sustaining of mining into the future.

## **SMALL-SCALE MINING SUBSECTOR IN THE SADC REGION**

Dr Denis Shoko, University of Zimbabwe

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### **BACKGROUND AND INTRODUCTION**

Small-scale mining (SSM) is commonly associated with informal, unregulated, under-capitalised and under-equipped operations, where technical and management skills are lacking. They are also believed to erratically produce limited amounts of minerals from uncertain reserves. While SSM can lead to wastage of non-renewable resources and can be hazardous to human and environmental health, it can also enrich nations and economically empower disadvantaged groups by virtue of its low investment costs and short lead time from discovery to production. It is also important to note that this sub-sector produces minerals from deposits which are not economic at a large-scale mining level.

Small-scale mining is particularly labour intensive and thus provides employment and incomes to large numbers of people who are generally uneducated, poor and live in remote areas where no opportunities exist for formal employment. It is estimated that in the southern African region alone, up to ten million people are employed or benefit directly from small-scale and artisanal mining activities. These involve more than a dozen different types of minerals, dominated by gold and a variety of gemstones. In most of the Southern African Development Community (SADC) countries, mining is the only known alternative economic activity to agriculture and the employment figures within the subsector increases many fold during the recurrent droughts in the region. More than 50% of those actively involved in the subsector are women and, unfortunately, children. Globally, small-scale miners produce thousands of tonnes of gold annually. In countries such as Zimbabwe and Tanzania, small-scale miners contribute up to 25% of the total gold production.

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The significance of the role played by the small-scale mining sector is gaining global recognition. The ILO Tripartite Technical Meeting for Mines in 1990 adopted a unanimous resolution which noted, *inter alia*, that small-scale mining in the informal sector is an important

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phenomenon in many parts of the world and has special needs that need to be addressed. The resolution also pointed to the employment opportunities in small-scale mining but considered that the lack of resources, skills and knowledge meant that many small-scale mining operations suffered from low productivity, inadequate incomes and poor safety and working conditions. The resolution called on member states of the ILO and on employers' and workers' organisations to adopt a range of measures that would enable small-scale mining to work more productively, more safely and with less of an environmental impact.

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## SMALL-SCALE MINING AND SUSTAINABLE DEVELOPMENT

Indeed a number of bold measures have to be taken to ensure that small-scale mining is done in a way that is economically viable, socially acceptable and environmentally/ecologically sustainable. Economic viability within the small-scale mining sector hinges on the availability of seeding of financial and technical resources, coupled with human resource skills training as alluded to by the 1990 ILO resolution. The first critical step is training of the small-scale miners through field workshops, at mining centres and possibly internships within larger mining companies. This requires a strong partnership among respective governments, private sector mining houses, donor communities and the small-scale miners themselves. A number of initiatives have been embarked upon by various stakeholders within the region in the past but may have lacked the critical mass required to transform small-scale mining into an economically viable activity. Examples of the above initiatives and interventions have been in the form of provision of micro-finance, limited training and technology transfer by a number of non-governmental organisations. An NGO-funded regional network called the Southern African Network for Training and Research on the Environment (SANTREN) has been funding the development of training manuals in thematic areas which include small-scale mining and the environment.

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The greatest stumbling blocks to socio-environmental sustainability within the small-scale mining sector are perhaps poverty, population pressure on natural resources as well as a lack of knowledge. "Many parts of the world are caught in a vicious downwards spiral: Poor people are forced to overuse environmental resources to survive from day to day, and their impoverishment of their environment further impoverishes them, making their survival even more difficult and uncertain" wrote the Brundtland Commission. They further noted that those who are poor and hungry will often destroy their environment in order to survive: they will cut down forests; their livestock will overgraze grasslands; they will overuse marginal land and in growing numbers they will crowd into already congested cities. It is obvious that most of the problems within the small-scale mining subsector, which include poor health and safety working conditions, deforestation and river/dam siltation can be directly linked to poverty, technological backwardness and a lack of knowledge.

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Technology transfer preceded by technology needs assessments and environmental technology assessments are absolutely necessary to ensure both economic viability and ecological sustainability within the small-scale mining subsector. The use of mercury within the subsector illustrates the above point. Available data shows that large quantities of mercury are used in the extraction of gold in southern and eastern Africa by small-scale miners. For an example, Tanzania consumes about two tonnes of mercury for every tonne of gold produced, Zimbabwe consumes about 0.2 tonnes of mercury for every tonne of gold produced while South Africa consumes 0.01 tonnes of mercury for every tonne of gold produced.

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With global gold production by small-scale miners now of the order of thousands of tonnes per annum, the design and implementation of appropriate methods for the use of mercury and the monitoring and mitigation of mercury contamination in areas of small-scale alluvial and reef gold mining is urgently required. This would require among other things, environmental technology assessment (EnTA) in order to utilise existing and relatively cheap amalgamation retort technologies. Similar process and technological refinements would be required to stem the escape of cyanide into the environment.

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It is extremely important to note that small-scale mining cannot be wished away and that it will always be an important source of employment and income for some of the world's poorest people in developing countries. Their role has increased in southern Africa as a result of

recurrent droughts, structural adjustment programmes of developing economies as well as declining commodity prices. It is also important to note the complementary role that the small-scale mining subsector plays in relation to its large-scale mining counterparts. The former, due to lower overheads and uncosted labour, are able to work smaller and lower grade mineral deposits considered subeconomic by the latter. In addition to the creation of employment and wealth within rural communities in remote areas, a viable small-scale mining subsector will also stem the common rural-urban drift. In face of all these factors, it would appear that a concerted global effort is required to remove most of the stumbling blocks to the growth of the subsector for sustainable development in both the developing and developed countries. The most urgent requirements for the small-scale mining subsector include training, technology transfer, access to microfinance as well as an enabling legislative and institutional framework.

The appropriate approach for training within the subsector would ideally involve site/field workshop demonstrations in aspects such as map reading, basic geology and exploration techniques, basic mining and beneficiation methods, the legal and policy framework of mining, managerial skills and best practice environmental management. Technology transfer preceded by technology needs assessments and environmental technology assessment would seek to improve mining and mineral extraction efficiency, encouraging value adding technologies and mitigating negative impacts on occupational and public health as well as on the environment. Access to micro-finance is usually determined by the ability to produce bankable project proposals as well as clear land tenure and mineral ownership rights. An enabling legislative and institutional framework is the responsibility of respective governments and include conferment of land tenure and mineral ownership rights, the establishment of economic incentives for both improved mineral production and best practice environmental performance through a system of incentives and penalties. Governments should also put in place a clear system of benefit streams and equitable sharing of rent, based on the distribution of economic, social and environmental costs.

Some of the quick wins within the time-framework of MMSD would include an inventory of small-scale mining in terms of:

- numbers involved and the minerals mined.
- production figures by mineral mining methods.
- beneficiation methods.
- waste disposal.
- scope for ENTA and EIA.
- review of legislative and institutional arrangements.
- review of marketing arrangements.

## Discussion following the stakeholder presentations.

### Nama Kaingu:

Globally, women form a significant proportion of the small-scale mining sector, whether as mine-owners or workers. There is an acute need for training of women, but as many women are not accommodated by mainstream education, both at policy and practical levels, such training must be appropriate to their literacy levels.

Women need to be sensitised to the importance of environmental preservation and to safety aspects on the mines. HIV/AIDS is an important issue. Women are at a particular disadvantage. They are largely helpless to prevent their own infection, are frequently blamed for the spread of the disease and have to accept the role of breadwinner when the male breadwinner succumbs to HIV/AIDS. Training, sensitising, empowerment and counselling are urgently needed.

There is usually no safe place to leave children while the mothers are at work. The results are child labour or children spending the day in an unhealthy and dangerous environment.

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Programmes that aim to address any of the above problems should be taken to the people. It is logistically and financially almost impossible for women to travel to distant venues for training programmes.

**Tina Mwashu:**

Women involved in mining do not have money to pay for professional services. Is it not possible for industry and other professional bodies to donate services such as training in management, business principles, health and safety and sustainable development practices? There is little point in talking about sustainable development to women when there is no food for children. There needs to be a focus on women in the SSM sector with special programmes which aim to break the poverty cycle.

Women in mining need government recognition. This will go a long way to empowering them so that they can form associations which will give them more clout in the industry. Women involved in mining are prepared to commit to total co-operation with MMSD

**John Landela:**

Many small-scale miners work family mines

A good example of what is possible is the co-operation between small scale miners and Samancor in the Postmasburg area.

Funding is absolutely critical. SSM could be incorporated into large projects, and joint venture partnerships could be entered into with big business. This would enable small-scale miners to move away from hand-to-mouth artisanal mining towards being really significant in the mining industry and the national economy.

Small-scale miners need education and training in all aspects of their particular form of mining, and in particular need knowledge of basic geology.

Tax aspects of mining – distribute rents to boost small scale operations

**Antonio Pedro:**

The generation of new data for the industry would make possible a better assessment of the situation and the needs of the SSM sector.

Small-scale miners need to be trained in generally acceptable environmental accounting practice to measure SD. Benchmarks need to be established.

The government needed to take steps towards the redistribution of mineral rights.

**Department of Water Affairs and Forestry Representative:**

Water resource management is critical. Water should be regarded as an economic commodity. Innovative ways of managing water should be researched, and measures such as waste discharge tariffs (polluter pays for waste load) should be introduced.

**Issues raised or reiterated by various speakers from the floor:**

- Funding is critical to the SSM sector
- Labour vs technology
- Government's use of revenues generated by mining
- Sharing of data – especially geological
- Accessibility of information
- Training to improve SSM methods
- Need for self-examination, walk in others' shoes
- Extension of ownership of minerals
- Profit-driven vs socially responsible mining
- Governments should accept their share of the responsibility by policy, legislation and co-operation
- Industry should internalise costs
- Mechanisms should be put in place to ensure quick decision-making by government? – Industry could help by providing the required information for DM.

# WORKGROUP SESSION

SESSION 6, DAY 1.

<p><b>1. Group A (Government) - Paul Kapelus (Group role – small-scale miners)</b></p> <p>Ms N Kaingu Mr B Kumwenda Ms N Lesufi Dr A Mandall Mr H Mngadi Mr B Murangwara MR BA Musingwe Mr T Ramontja Ms B Nokwendla Mr F Chaba</p>	<p><b>2. Group B (Labour) - Daniel Limpitlaw (Group role – academia)</b></p> <p>Mr P Naholo Mr A Palane Mr TE Ruziwe Mr H Tshikalange Mr M Zulu Mr ES Dlangamandla Prof B Williams</p>
<p><b>3. Group C (NGOs) - Peter Willis (Group role – Industry)</b></p> <p>Ms L Hooge Mr M Lephuthing Dr W Lombe Mr A Mugova Ms S Ndawonde Mr A Pedro Ms M Pressend Dr O Svoboda Mr P Willis Mr M Hlabane Mr R Brown Ms M Kidaya Ms D Gilfillan</p>	<p><b>4. Group D (Industry) - Thandi Orleyn (Group role – NGOs)</b></p> <p>Mr J Les Dr P Ashton Mr MG Diliza Dr A Parsons Dr J Stewart Dr A Weaver Mr A Mudhuwiwa Ms J Courtnage Ms C Dixon Mr J du Preez Mr P Gilbert Mr J Munro Mr C Sunter Mr A Van der Bergh Mr HC Van Zyl Mr E Hicks Mr M Spicer</p>
<p><b>5. Group E (Academia) - Libby Wood (Group role – labour)</b></p> <p>Prof J Cooke Mr C Davies Prof S Feresu Dr H Jelsma Dr C Kinabo Mr L Lisenda Prof P Lloyd Prof. D Minnitt Dr J Salkin Dr D Shoko Dr M Silengo Dr T Sinkala Prof R Viljoen</p>	<p><b>6. Group F (small-scale miners) - Tiny Mangke (Group role – government)</b></p> <p>Mr J Landella Mr RR Boshomane Ms T Mwashu Mr M Twala Ms R Meringeri Dr M Mentis Dr P Jourdan Prof M Viljoen</p>

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## WORKGROUP SESSION GUIDELINES.

A group leader was selected to guide the discussion and report back on behalf of the group.

Having listened to the views of other stakeholder groups, the groups were asked to consider issues that are important to other stakeholder groups from the point of view of that other group.

### DESIRED OUTCOMES OF THE WORKGROUP SESSIONS

The report-back was intended to show an awareness of two issues that are of concern to the stakeholder group that has been discussed:

1. Historical issues that have an enduring effect that need to be re-invested and should form part of policy decisions.
2. Urgent issues that are critical and need to be addressed immediately.

There should also be suggestions as to

3. The next step. How these issues be can addressed by a united agenda? What are the best ways of taking them forward?
4. How stakeholder groups can contribute to addressing the issues faced by the other group.

The feed-back should demonstrate an understanding of the diversity of perspectives, show a willingness to explore, not negotiate, to share, not to decide, and to build relations.

## **SMALL GROUP REPORT-BACK** (DAY 1)

### GROUP A: SMALL SCALE MINERS

- The reasons for existence of this sector are primarily economic. As poverty is endemic to the region, small scale mining is with us to stay.
- Small scale miners are constrained by a lack of skills and resources as well as access to markets. Illegal miners do not enjoy the protection of the state and are thus even more vulnerable.
- Solutions: skills transfer, access to information, land and mineral rights, access to markets

### GROUP B: ACADEMIA

- Academia's principal role in the mining and minerals industry is the dissemination of information. They do not always fulfil this role.
- Academia does not do enough to further the mining and minerals industry. They are not 'real world' enough.
- They need to simply the information they provide, which is often couched in inaccessible jargon and technical terms.
- They should ensure that the information they provide reaches the people who need it, and that the formatting of information is targeted at those recipients.
- Academia does not fulfil its obligations in a societal way as its resources come from industry and its outputs and outreach are tailored for industry. Dialogue is undertaken mainly with labour or industry. They do not engage with a wide range of stakeholders.
- They do not define problems properly and tend to focus narrowly on only some aspects. In particular they neglect social problems.

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- Academia must be sensitised to the need for information.
- Because one of the obligations of academia is to publish their information, they tend to protect it.
- Rather than foster institutional co-operation, they rely on person-to-person contact.
- Academia does not take responsibility for the implementation of the results of their research.
- Competition between academic institutions limits their effectiveness in wider-ranging activities.
- Academics don't proactively engage in legislative processes
- No organised academia
- Demistify mining by academic engagement
- Academics in Southern Africa tend to form an elitist group which is separate from other stakeholder groups.
- A forum for engagement between academia and other stakeholder groups is needed.
- There should be a rationalisation of education resources in Centres of Excellence, and collaboration between these centres.

#### Group C: Industry

- There are many problems facing the industry in an increasingly global and competitive environment but these must not hinder the advances required by a more sustainable industry.
- historical issues: the industry has a bad track record and must learn from this in order to avoid repeating past mistakes. This history will make it difficult to engage certain actors.
- In Southern Africa, many governments are formulating policies which will add further pressure to industry
- Expectations of stakeholders must be managed to avoid loss of credibility.

#### Group E: Labour

- historical issues – labour and industry have been polarised
- job creation / protection as a component of sustainable development programmes
- ownership of such programmes by employees and employers
- technology advances may be a threat to jobs and must be carefully considered prior to implementation
- gender issues
- health issues
- social/community issues
- training, skills

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#### Group F: Government

- address barriers to participation in the economy by marginalized sectors
- mineral rights
- streamlining of procedures
- assistance to endeavours
- funding – tax incentives, etc

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#### General Comments arising from this session

- Emphasis must move away from continuing mining as is to an exploration of new initiatives e.g. downstream beneficiation.
- A working definition of sustainable development is essential.
- For SSMs the lack of bankable documentation is problem for financing.
- A central “one-stop shop” for access to all information on mining should be established.
- HIV/AIDS and migrant labour are regional problems which need to be addressed in a concerted regional way.
- 1<sup>st</sup> world countries “dumping” of problems into 3<sup>rd</sup> world – sustainability, rising costs, reducing revenues.
- Global sustainability is important.

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- The NGO stakeholder group consists of a large number of diverse groups – civics, greens, human rights, etc. They do not act in a concerted or disinterested way. They are polarised by their different interests rather than empowered by their shared concerns.

## **Sustainable Development and Mining**

### PLENARY DISCUSSION

#### **Peter Willis – what is SD?**

The shared goal of all human beings is survival. Survival occurs as a societal phenomenon, not an individual one. The ultimate goal is therefore a sustainable society.

The natural cycle has been disrupted by a concentration of both natural and man-made substances which nature is not equipped to deal with. Not only is nature burdened by the addition of these concentrations, but it is also depleted by the over-use and over-harvesting of natural assets.

**Richard Sandbrook:** Sustainability can be discussed in terms of the overlapping circles of economy, society and environment:

- economic viability
- social desirability
- ecological sustainability

It must also make reference to the role of technology, governance and capacity. Sustainable development is scale specific and there is a local, national and global order of solutions. SD is a process not a “thing”, therefore cannot be defined easily.

**Mike Mentis:** case studies should be based on the three pillars of sustainable development instead of on expansive theories.

**John Munro:** MMSD is about engagement – debate is the process

**Bielie van Zyl:** we need to understand the processes and mechanisms that shape our daily lives. Monitoring mechanisms should be developed so that we can recognise and know the benefits from our activities and take the steps required to ensure improvement.

**Olga Svoboda:** We should be considering how to maximise benefit (appropriate benefit) from mining while it is underway, while resources are here.

#### **John Stewart:**

- Time scales are very important when considering ways of ensuring progress towards SD. What is an appropriate time scale for this region?
- Poverty is important. Natural resources should be converted into other forms of capital which are sustainable in this region and which take the process forward.
- Here, within the context of the MMSD, we need to agree on how to proceed.
- The mining community is under threat. There is a serious mismatch between what we believe we are and what we are perceived to be.

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**Dirkie Gilfillan:** resettlement is a problem in SA and the region. The process could effectively look at the rights in the community. This is an important issue.

**Andrew Parsons:** SD is the responsibility of all stakeholder groups, not only industry.

**Nama Kaindu:** Gender should be seen, not as part of social issues, but high on the agenda as a separate issue.

**Julie Courtage:** No representatives of natural resources such as the WWF are present. Their rights and responsibilities are coupled with SD.

**Phillip Lloyd:** What will the outcomes be in 15 years time? See chemical industry. What are appropriate "Measures of Progress"? (q.v. "Responsible care" programme in chemical industry)

**Thomson Sinkala:** process issues, sustainability of MMSD plan itself.

**Peter Willis:** we need to identify ways of involving government in the discussions.

Some discussion took place on ways to influence government. For example, governments in SADC battle with allowing private companies to meet World Bank Guidelines for Resettlement.

**Antonio Pedro:** economic issues are crucial, and one of the ways of addressing them is improved competitiveness of the region.

**Tina Mwashu:** interventions should be developed which promote best practice in SSM, and which are relevant and respect customs and traditions. Training packages relating to mining methods, extraction, HSE and marketing should be identified. Miners, claim owners and managers need training in business management and marketing skills. Assistance and guidelines are needed to establish co-operatives and associations, and awareness of legal procedures should be promoted.

**Patrice Gilbert:** the most difficult step is to reach consensus. It is necessary to put together a structure for engagement with stakeholders.

**Chris Davies:** the MMSD process should be integrated with other sectors of the economy such as manufacturing.

**Rebecca Mirengeri:** gender issues need to be prioritised. Women need property rights, ownership and economic empowerment. Programmes should be identified to help women establish business support services, such as medicare and maternal and child health care, supplies of provisions and business information facilities. Child labour is a practice which needs to be stamped out completely.

**Richard Viljoen:** geological investigations are fundamental approach to SD in mining. Underlying mineral development is the mineral resource. These major deposits are being depleted. Who will find new mines? Small miners are trying to sustain the mining of small deposits. The slack in exploration has been taken up by junior mining companies. We need junior companies – how do we move SSMs into juniors?

**F Chaba –** a common definition of SD is required which could in turn foster a common capacity to support the MMSD project.

**John Cooke:** A definition of SD is a priority. We must also consider how to produce indicators/models of SD which can be used to monitor progress, produce case studies of good practice in key areas, provide critical analysis and hypothetical best case examples. Training and education should not be seen as the right of academia but the focus should be lower; it should be undertaken at general education level. Early training and education make people more adaptable and prevent vulnerability.

**Doctor Mtetwa:** the process must be facilitated by dedicated programmes to bring on board disadvantaged organisations. There should be a clear strategy to include poor people.

**Richard Sandbrook:** a dilemma facing us is that we need a set of common priority issues that will provide adequate output for thirteen months plus consensus to carry them forward.

**Paul Kapelus:** communication: networks must tie in with leadership. We must consider how we operate as a network. What does it mean to partner between culturally diverse sectors?

**Dick Minnitt:** We need to define what we are talking about. Fundamental issues, broad group of stakeholders?

**John Stewart:** possible themes for the MMSD process.

- Common vision of SD in the region and its measurement;
- What is the engagement process going to look like?
- How can mining promote SD in the region?
- The impact of international agreements on mining in developing region;
- HIV/AIDS – how to optimally cope with its impact on the region.

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**Andrew Parsons:** There is a potential overlap with international process

**Elisabeth Wood:** duplication is not problematic

- Regional issues
- Global themes
- Priority special topics

**Richard Sandbrook:** stocktaking:

- What are the selling points of the MMSD process
- SD has to be societal rather than sectoral
- Need system to state assumptions being made about SD
- Short-term timetable – endowment afterwards
- Instruments issues matrix.

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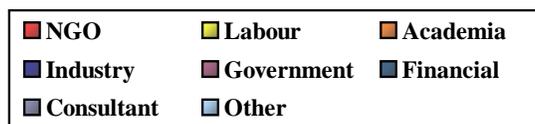
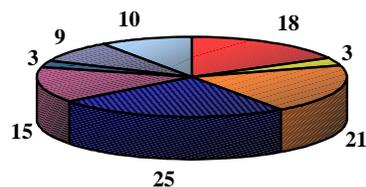
## **Presentation: Progress to date – the process undertaken by the IWG and the results so far**

Cecil Macheke, Interim Working Group (MEPC)

### **Objectives of the Interim Working Group**

- Identify regional stakeholders
- Prioritise issues
- Identify gaps and areas where value can be added
- Identify organisations for regional process
- Organise meeting
- Prepare agenda

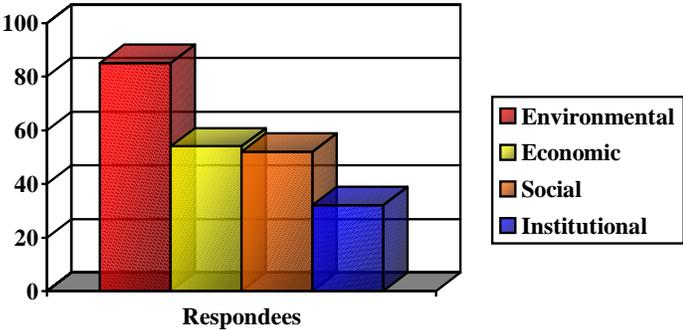
### **Sectoral Breakdown of Responses**

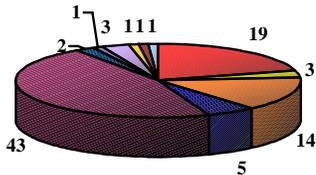


**Analysis of Responses – Stakeholder Engagement Process, IWG**  
**Geographical Distribution of Responses to Date**

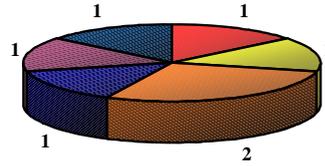


**Category breakdown**



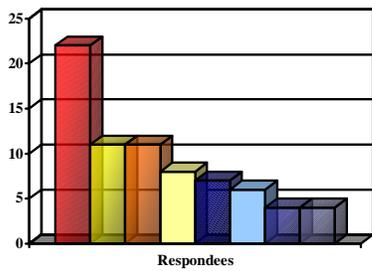
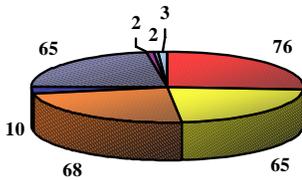


**Social Category**

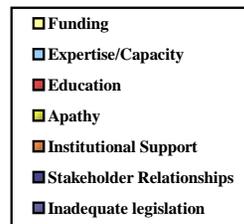
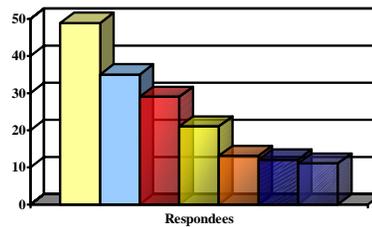


**Economic category**

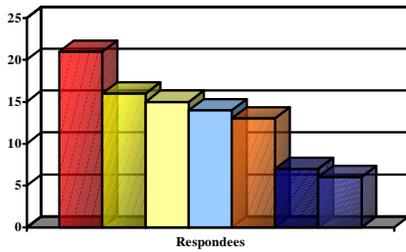
**Involvement of respondees in sustainable development**



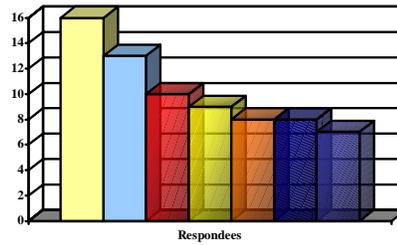
**Respondees Perception of SD Indicators (Top 7)**



**Respondees Perception of Factors the Hinder Sustainable Development (Top 7)**



**Respondees Perception of Factors that Promote SD (Top 7)**



**Respondees Desired Outcomes of Project (Top 7)**

**Presentation: The Project in Action – The Southern African Process**

**Daniel Limpitlaw**



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**An abandoned colliery in the Witbank Coalfield east of Johannesburg. Spontaneous combustion and subsidence can be seen in the photograph.**

The principal issues and concerns that face the mining and minerals industry in Southern Africa have been discussed at several meetings hosted by the MMSD over the past year. At each of these meetings, issues were raised and discussed by participants familiar with a wide variety of aspects of the mining and minerals sector. The deliberations of these meetings have been used to structure the activities of the ongoing regional process (MMSDSA).

#### Milestone Meetings

- A. Strategic Planning Workshop, Heathrow, UK, May 2000
- B. Regional Planning Workshop, Johannesburg - Chamber of Mines, South Africa, August 2000
- C. Interim Steering Committee Meeting, Johannesburg - Witwatersrand University, South Africa, October 2000
- D. Multi-Stakeholder Meeting, Parktonian Hotel, Johannesburg, South Africa November 2000

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#### A. Heathrow Meeting:

##### Issues arising

- Local communities must gain the capacity to say no to a mineral development.
- Industry must be committed to long-term research.
- Industry must become committed to life cycle management
- A provident system must be established to identify mineral products with respect to origin, environmental characteristics.
- Internationally, a common understanding and acceptance of a 'license to operate' must be achieved.
- The minerals industry must strive for sustainable development at a regional level.
- Better distribution of mining rents is a fundamental requirement for investment in sustainable development.
- Companies must make a commitment not to engage in non-sustainable practices.
- Non-technical/non-scientific values and preservation values must be included in mine feasibility planning.

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#### B. Regional Planning Meeting:

##### B.1 Social Issues

- Alleviation of poverty.
- Empowerment of communities in decision-making.
- Rent distribution.
- Secondary industry development & value adding.
- Mineral ownership.
- Retrenchment.
- Post mine closure.
- Globalisation.
- Small-scale mining.
- Job creation - labour intensive practices.
- Resettlement.
- Corporate responsibility.

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##### B.2 Environmental Issues

- Conservation of minerals.
- Rehabilitation of old mines.
- Impacts of mining on water and biodiversity.
- Management of waste deposits.
- Environmental management of small-scale mining.

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##### B.3 Demand Issues

- Impact on producers of falling demand, impact of regulation around end-use.
- Harmonisation of mineral policy.

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- Global warming - impact of conventions on demand and production.

C. Interim Steering Committee Meeting Issues

- Training, including education and access to information.
- Awareness of sustainable development.
- Problems faced by small-scale miners.
- The role of economics in sustainable development including.
- Downstream mineral products.
- Social issues, including gender issues and erosion of culture.
- Communication, contacts and networks.

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D. Multi-Stakeholder Meeting - Some Recurring Themes

- Small-scale mining.
- Dialogue across sectors and geographic boundaries (regional synergy) - sharing information.
- Poverty and jobs.
- Human resource development – training.
- Downstream industrial development.
- Best practice environmental management.
- Monitoring systems and environmental accounting.
- Women in mining.

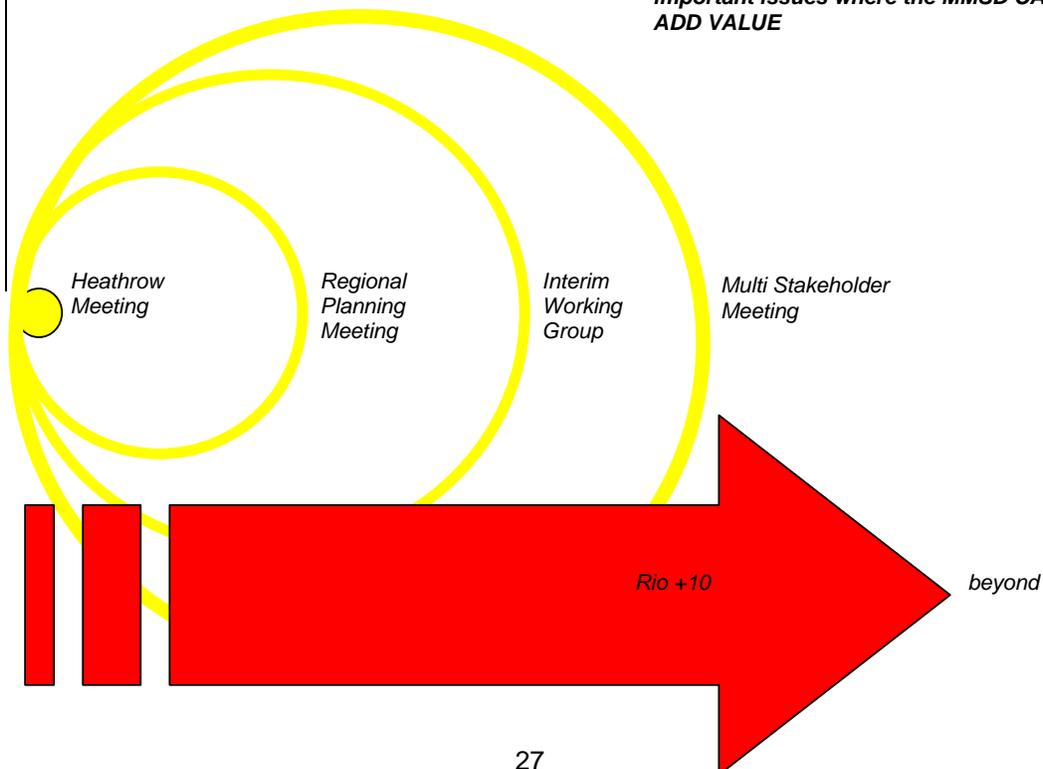
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Potential Outcomes of the Regional Process

- Series of reports.
- Guidelines showing how to move towards sustainable development.
- Try to find consensus on key aspects.
- Right forum and content for taking issues forward.
- Network to build capacity to engage and to deal with the real issues – drive change. Platform built, network, ongoing work and engagement.

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***The regional process must focus only on important issues where the MMSD CAN ADD VALUE***



## **Results of the Workshop Deliberations: The Research and Engagement Focus Areas**

### FOCUS AREA ONE: MINING AND SOCIETY

This group discussed their specific issues under the following headings:

#### **Improving relationships Optimising the positive; minimising the negative**

Problems were identified as:

- The locking up of surface rights;
- The lack of effective legislative enforcement and community consultation on social issues;
- Focus on core business – balance between dependency and social responsibility;
- Migrant labour – with respect to both the receiving and sending areas;
- Downscaling and closure;
- How 'civil' society is defined;
- Communication between society and industry;
- The legacy of historical problems.

By recognising how society impacted on business, shareholder and social value could be increased.

The group also identified the various roles and responsibilities of other stakeholder roles:

- Government's responsibilities were planning and services and to provide access to relevant social policies/legislation;
- Industry needs to look at "dependency" issues and to provide best & worst practice case studies;
- Industry needed to look at the provision of health facilities for occupational diseases and to ensure that these facilities were optimally located;
- Multipartite partnerships;
- Service provision??
- The community needed to commit itself to participate in dialogue and positive consultation with industry. It should also commit itself to representivity, as, for example, in gender equality;
- Labour needed to show willingness to share information.

#### **How could progress be made towards sustainable development in the interaction between industry and society?**

- Case studies of successful practice should be made and used as models.
- Social management should be undertaken with performance criteria which would promote success.
- The situation should be assessed and existing structures which are useful should be consolidated.
- Guidelines should be issued for consultation and asocial management plan.
- Consultation between broader industry and civil society should be embarked on to determine reskilling/broader training needs.
- Available information on the interaction between society and industry should be collated.
- The establishment of a monitoring group should be investigated.
- Social reporting guidelines should be improved.
- Ways of improving the dissemination of information should be investigated.
- Investigate integration/internalisation of social dimensions of business
- Understand regional political transitions.

Participation by decision-makers should be characterised by commitment, flexibility, willingness and receptivity.

## FOCUS AREA TWO: MINING AND THE ENVIRONMENT

This group identified the following processes/activities which needed to take place for progress towards sustainable development in the mining and minerals sector:

- Guidelines/Aide-Memoire/ a Code of environmental conduct across the region needs to be drawn up for industry.
- There is a need to do a gap analysis of current best practice (including policies and guidelines) and genuine sustainable development best practice, the latter term to be defined.
- Critical analysis of how and why environmental laws, etc. are not being enforced, leading to recommendations about improvements.
- The above activities should result in effective environmental legislation, policy and enforcement, as evenly as possible across the region.
- Critical analysis of what encourages/discourages corporate environmental performance (self-regulation).
- Communities affected by mining are empowered to engage actively in monitoring mining activity and influencing decisions.
- Best practice/case studies based on the work of NGOs/CBOs already active in the region should be compiled. Other sectors should also be investigated.
- Analysis should lead to the articulation of principles, and options for engaging affected communities in this should be investigated.

Cognisance must be taken of:

existing vs. new  
large vs. small

Stakeholders:

NGGOs/CBOs already involved

Mining house experts  
Consultants

} on community participation

NB. The NGO (SADC) preparation for Rio+10 will have a mining section.

See also World Bank guidelines.

## FOCUS AREA THREE: MINING AND THE ECONOMY

1. What needs to be done?

Take stock of available research to create:

- Meta database
- Geo-information database
- Policy database
- Case study data base
- Market studies database (including alternative uses) → revenue flows

Research into what should be done to add value to mineral products and who needs to do it?

2. Who should do it?
  - Relevant centres of excellence with a proven track record
  - Regional institutions
  - Research institutes and consultants
  
3. Stakeholder involvement
  - proposal to steering committee
  - mid-term review by stakeholders
  - draft final report to stakeholders

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  - comments

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  - final report with implementable, measurable actions.

#### FOCUS AREA FOUR: HIV/AIDS

This group emphasised that HIV/AIDS is not just a public health problem – it is a development crisis.

Issues that needed to be considered when the question of hiv/aids and the minerals and mining sector are debated:

- Single-sex accommodation/compounds;
- Disruption of family life;
- Mining as A hub of economic activities;
- Transport routes to mining centres;
- 'Idle' time;
- Fatalism.

#### Actions

- Promoting alternative livelihoods around mining communities to fight poverty;
- Demystifying HIV/AIDS;
- Improving living conditions (e.g. family housing);
- Creating awareness (impact of HIV/AIDS on society and the economy);
- New strategies to take HIV/AIDS information to communities;
- Review studies on HIV/AIDS in the mining sector in the SADC region;
- Workshop to share experiences;
- Support to HIV/AIDS patients – counselling/positive living;
- Subsidising AIDS treatment for employees.

#### MMSD should

- Facilitate a review of HIV/AIDS studies in SADC;
- Organize high-profile workshop involving stakeholders;
- Generate a plan of action addressing emerging issues.

#### FOCUS AREA FIVE: SMALL-SCALE MINING

What needs to be done?

- Identify SSM – who are small scale miners, which minerals do they mine and what are their key/constraints/opportunities;
- Develop synergies between large-scale mining companies and small-scale miners;
- Training and capacity building, including Southern African network developed training manuals;
- Explore synergies with labour organisations such as the MDA and with training institutions;

- Funding;
- Development of market channels with large mining companies;
- Technology assessment by transfer;
- Access to mineral rights.

How is it to be done?

- SSM associations (government responsibility?)
- MMSD to facilitate engagement/dialogue between SSM and large-scale mining;
- Using existing structures in the region;
- Local government;
- Large-scale mines;
- SSM associations;
- NGOs;
- Explore opportunities of official marketing strategies;
- Facilitate a process to allow mining companies to be willing partners;
- Devolve mineral exchange (selling) houses;
- Open markets closer to operations;
- Field demonstrations by trainers;
- Secondment of training to SSM by large-scale mining;
- Open training centres in mining areas;
- Lobby government to facilitate acquisition by SSM;
- Joint venture partnerships.

What is the role of other stakeholders?

- Acceptance of SSM as business by large business.
- Government to be responsible for enabling legislation and an institutional framework for: access to minerals, land tenure, tax incentives for environmental management equipment procurement, tax holiday.

Cross-cutting issues:

#### **Gender**

Gender issues have been given high priority in the region, and all mining projects should incorporate gender considerations. Gender should be mainstreamed within the MMSD project.

#### **Poverty**

All issues raised above address poverty issues. Addressing these issues will lead to poverty reduction.

Conclusion:

There is a need for

- Trust
- Co-operation
- Transparency
- Commitment
- Co-ordination

across the spectrum of stakeholders.

MANAGING THE PROCESS: POLICY AND COMMUNICATION

Richard Sandbrook

ELEMENT	WHO	WHEN
What topics	This Group	
Sustainable definition	Steering Committee + Co-ordinator	30 November
Plan/Budget/Bulletin	Co-ordinator	31 December
Stakeholder Database	Steering Committee & Co-ordinator	30 November
Data needs How to get data	Co-ordinator	31 December
Sub-contracts	Report	31 March
Strategic Plan headings	Steering Committee + Co-ordinators	31 March 31 March
- priorities Gaps - research and engagement plan		
Inst. Work Group Revise Plan		SADCC Ministers, June September
	Revised Strategic Plan & Stakeholders	
	Revise Plan	October
	Launch	December

Discussion:

- The group emphasised that any discussion of sustainable development must take into consideration that SD is economics based.
- There was a danger of looking at too many issues, and so diluting the initiatives and resources. It is necessary to focus on fewer and critical issues.
- The views of different stakeholder groups, and the issues of concern to them, have to be integrated so that a holistic picture of SD emerges. Efforts should also be made to look for bridges between the groups so that dialogue and engagement can occur on the bases of a shared understanding of issues.
- Participants at the workshops needed to focus on the objectives of workshop – what are the aims of the workshop, and what should be achieved by it.
- In order to develop a focus/vision, a common one which will take us forward, we need to focus on practical rather than theoretical/philosophical issues.
- Understanding of processes
- Develop application of technology
- Develop monitoring systems
- Appropriate maximum use of benefits of mining revenue
- Timescales – short-term vs long-term – sustainability process

- Mismatch between mining's vision of self, and public perception – threat to mining industry
- Need to hold long-term perspective while acting quickly and decisively – “pick the low-hanging fruit”

A large number and diversity of issues of concern were expressed during the discussions. At the close of the meeting, the stakeholder groups expressed their satisfaction that their particular issues could be addressed within the scope of the five main focus areas which were defined for the second work-group session. MMSD was therefore given a clear mandate to proceed, with the support of the stakeholders, to focus the process during the next twelve months on five main topics:

1. Mining and society;
2. Mining and the management of mineral wealth
3. Mining and the environment
4. Small-scale mining
5. HIV/AIDS.

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just like all the "Old World orders" - but is a laudable goal towards which to strive

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,

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roles

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Assist policy makers to appreciate the consequences of decisions, policies and legislation, especially if we can see the "unintended consequences" based on our experience with overseas markets and policies. As elsewhere, relationships forged will be a two-way street for learning.

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Equally i

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There is a raft of shared responsibilities.

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One hard deliverable that

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w

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to see arising from

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is

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have in place

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to

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the longevity

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(continued interactions) that the MMSD is starting

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z

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rigorously prioritize

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vigorously

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fifty

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come out of

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all essentially

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not just a nice-to-have, but

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(government, industry and broader society)

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must

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quit the "history bashing" and

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;

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the

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which are stable

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, etc

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**Strengths & weaknesses of big business**

**Profitability important – answerable to shareholders**

**Global competitiveness**

**Realism – SD is not panacea for all ills**

**Industry's role – framework: legislative, policy**

**AIDS**

**Good governance in all sectors**

**Investment important**

**Lack of trust between parties**

**SD must be process beyond this MMSD initiative – into future**

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**Mr Doc Mthetwa – NGOs**

**Need to emerge from past**

**Benchmarking for sustainability**

**Funding – rehabilitation, reclamation**

**Respect for others' positions**

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The need for training of women is critical. They are frequently disregarded in mainstream education, both at policy and practical levels, and do not have access to training at artisan level (?). Training should take cognisance of their disadvantaged position in education and should be adapted to their literacy levels. They need to be sensitised to the importance of environmental preservation and to safety aspects on the mines. . Women are at a particular disadvantage. They are largely helpless to prevent their own infection, are frequently blamed for the spread of the disease and have to accept the role of breadwinner when the male breadwinner succumbs to HIV/AIDS. Training, sensitising, empowerment and counselling are urgently needed. There is

usually no safe place to leave children while the mothers are at work. Programmes which aim to address any of the above problems should be taken to the people. It is logistically and financially almost impossible for women to travel to distant venues for training programmes. Small-scale miners do not have the money to pay for professional services. Other stakeholders could look at donating services such as training in management and business principles, health and safety and sustainable development practices.

For women involved in SSM, special programmes should be introduced to break the poverty cycle. Bread for the children are more important to women than SD.

Women also need government recognition which would go a long way towards empowering them so that they could form associations which would give them more clout in the industry. UGH!!

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r is important to the SSM sector

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Many small-scale miners work family mines ?? (??). SSM could be incorporated into large projects, and joint venture partnerships could be entered into with big business. This would enable small-scale miners to move away from hand-to-mouth artisanal mining towards being really significant in the mining industry and the national economy.

Small-scale miners need education and training in all aspects of their particular form of mining, and in particular need knowledge of basic geology. (??)

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Small-scale miners needed to be trained in The government needed to take steps towards the

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The generation of new data for the industry would make possible a better assessment of the situation and needs of the SSM sector.

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joint ventures/partnerships between SSMs and big business  
measurement of SD – benchmarking, demonstrate improvement

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who will

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Dee

Perception of SSMS

Role of SSMS

SADC countries other than SA, SSMS provide large portion of revenue from mining

SSM needs – training, legislation, enabling framework

Governments:

Policy, legislation, co-operation

Water resource management

DWAF

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want innovative ways of managing water

Industry to internalise costs

Water as economic commodity

Waste discharge tariffs (polluter pays for waste load.)

Outcome : how can mechanisms be put in place to ensure quick decision-making by government?

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Natural resources should be converted into other forms of capital which are sustainable in this region and which take the process forward.

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– industry to provide required information for DM

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Women in Mining - Nama Kaingu?

Internationally women in mining

Needs for training, appropriate to literacy levels, women left out of mainstream educations --- artisan level.

Environmental preservation and safety ---sensitisation required.

HIV/AIDS is an important issue

Look after children

Take programmes to the people.

Tina Mwashu – no money to pay for professional services

Donation of services?

What is SD when there is no bread for the children

Focus of SSMS/women with special programmes to break the poverty cycle.

Government recognition---empowered women to form group

Total co-operation with MMSD

“dedication & commitment” required

John Landela – SSM Forum  
Family mines, dumps reprocessed  
Postmasburg area...Samancor  
Funding is absolutely critical  
Incorporate SSM into large projects, joint venture partnerships  
Move away from hand-to-mouth artisanal mining.  
Basic geology required! Education and training.  
Tax aspects of mining --- distribute rents  
Antonio Pedro: need to generate new data for industry  
Mike Mentis : generally acceptable environmental accounting practice to measure SD and benchmark.  
Redistribution of mineral rights.

Some issues raised:

funding  
joint ventures/partnerships between SSMs and big business  
labour vs technology  
government's use of revenues generated by mining  
sharing of data – especially geological  
accessibility of information  
training to improve SSM methods  
measurement of SD – benchmarking, demonstrate improvement  
need for self-examination, walk in others' shoes  
extension of ownership of minerals  
profit-driven vs socially responsible mining

## Small group report-backs

A) Small scale miners

reasons for existence  
constraints  
solutions

B) NGOs

different groups – civics, greens, human rights, etc  
different issues for each group

C) Academia (labour as)

Major role is sharing info – not always done. Academia's principal role in the mining and minerals industry was the dissemination of information. They did not always fulfil this role.

Not enough done, not real world enough Academia did not do enough to further the mining and minerals industry. They were not 'real world' enough.

Simplify information They needed to simplify the information they provided, which was often couched in inaccessible jargon and technical terms.

Integrate mining info

Packaging info correctly, gets to correct people (targeting ??) They should ensure that the information they provide reaches the people who need it, and that the formatting of information is targeted at those recipients.

Why not? Resources from industry, therefore outreach tailored to industry Academia does not fulfil its obligations in a societal way as its resources come from industry and its outputs and outreach are tailored for industry.

Problems not defined properly, not consider all aspects, especially social problems. They do not define problems properly and tend to focus narrowly on only some aspects. In particular they neglect social problems.

Focus is too narrow

Academia to understand need

Protect info as have to publish Because one of the obligations of academia is to publish their information, they tend to protect it.

Dialogue: professors polarised to labour or industry – no relationships with all stakeholders. Dialogue is undertaken mainly with labour or industry. They do not engage with a wide range of stakeholders.

Person to person contacts rather than institution to institution Rather than foster institutional co-operation, they rely on person-to-person contact.

No implementation

Competition between organisations Competition between academic institutions limits their effectiveness in wider-ranging activities.

Academics don't proactively engage in legislative processes

No organised academia

Demistify mining by academic engagement

Academics are elitist in SA Academics in Southern Africa tend to form an elitist group which is separate from other stakeholder groups.

Separate

Forum required to engage with??

#### D) Industry

problems

historical issues

government policies effect

expectations

The NGO stakeholder group consists of a large number of diverse groups – civics, greens, human rights, etc. They do not act in a concerted or disinterested way. They are polarised by their different interests rather than empowered by their shared concerns.

#### E) Labour

historical issues

job creation / protection

ownership

technology advances

gender issues

health issues

social/community issues

training, skills

#### F) Government

address barriers

mineral rights

streamlining of procedures

assistance to endeavours

funding – tax incentives, etc

#### Discussion points:

academia – links with industry good, need to develop links with labour & govt Academia has good links with industry, but needs to develop its links with labour and government.

rationalisation of education resources in Centres of Excellence – collaboration





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an appropriate time scale for this region?

Poverty is important.

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What are outcomes in 15 years time? See chemical industry.

Measures of progress? ("Responsible care" programme in chemical industry).(?)

Thomson Sinkala: process issues, sustainability of MMSD plan.

Peter Willis: process issues, how do we involve government? Identify ways to involve government in the discussions. We need to identify ways of involving government in the discussions.

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convert natural resources into other forms of capital which are sustainable in this region and which take the process forward.

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Here, within the context of the

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we need to agree on how to proceed.

The mining community is under threat. There is a serious mismatch between what we believe we are and what we are perceived to be.

Peter: go for low-hanging fruit.

Dirkje Gilfillan

Resettlement is a problem in SA and the region. The process could effectively look at the rights in the community. This is an important issue.

Andrew Parsons. SD is the responsibility of all stakeholder groups, not only industry.

Nama Kaindu. Gender should be seen, not as part of social issues, but high on the agenda as a separate issue.

Julie Courtnage —process issues.— No representatives of natural resources such as

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Some discussion took plays on

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were present. Their rights and responsibilities are coupled with SD.

**Phillip Lloyd:**

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competitiveness of the region.

**Tina Mwash**a - interventions should be developed

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ways to influence government.

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or example, governments in SADC battle with allowing private companies to meet World Bank Guidelines for Resettlement.(?)

**Antonio Pedro:** economic issues were crucial, and one of the ways of addressing them was improved

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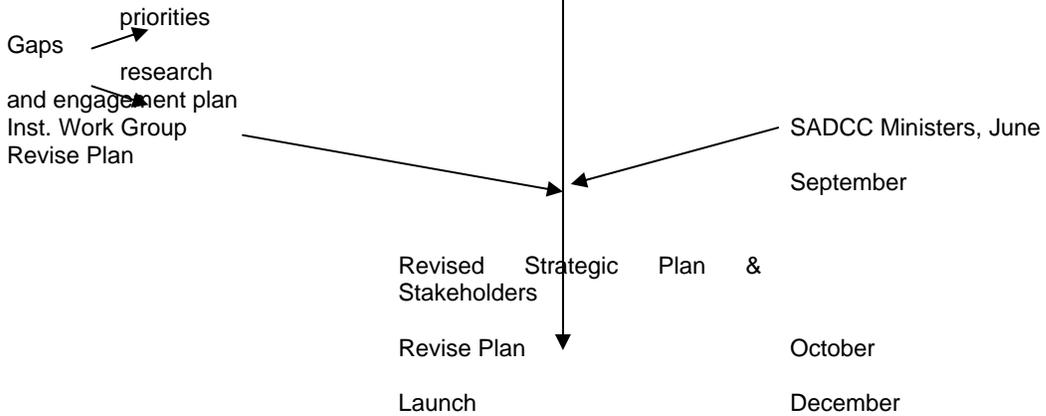
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ELEMENT	WHO	WHEN
What topics	This Group	
Sustainable definition	Steering Committee + Co-ordinator	30 November
Plan/Budget/Bulletin	Co-ordinator	31 December
Stakeholder Database	Steering Committee & Co-ordinator	30 November
Data needs		
How to get data	Co-ordinator	31 December
Sub-contracts	Report	31 March
Strategic Plan headings	Steering Committee + Co-ordinators	31 March



Discussion:

- SD is economics based
- Don't look at too many issues – focus
- Integration of different stakeholders to get holistic view of SD
- Look for bridges between groups
- Focus on objectives of workshop – what are we trying to achieve
- Framework of SD, focus on vision
- Focus on practical rather than theoretical/philosophical issues in order to develop focus/vision
- Need to find common vision of where we want to go, that will take us forward
- Understanding of processes
- Develop application of technology
- Develop monitoring systems
- Appropriate maximum use of benefits of mining revenue
- Timescales – short-term vs long-term – sustainability process
- Mismatch between mining's vision of self, and public perception – threat to mining industry
- Need to hold long-term perspective while acting quickly and decisively – “pick the low-hanging fruit”



# MINING, MINERALS AND SUSTAINABLE DEVELOPMENT

## MULTI-STAKEHOLDER MEETING

JOHANNESBURG 16-17 NOVEMBER 2000

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