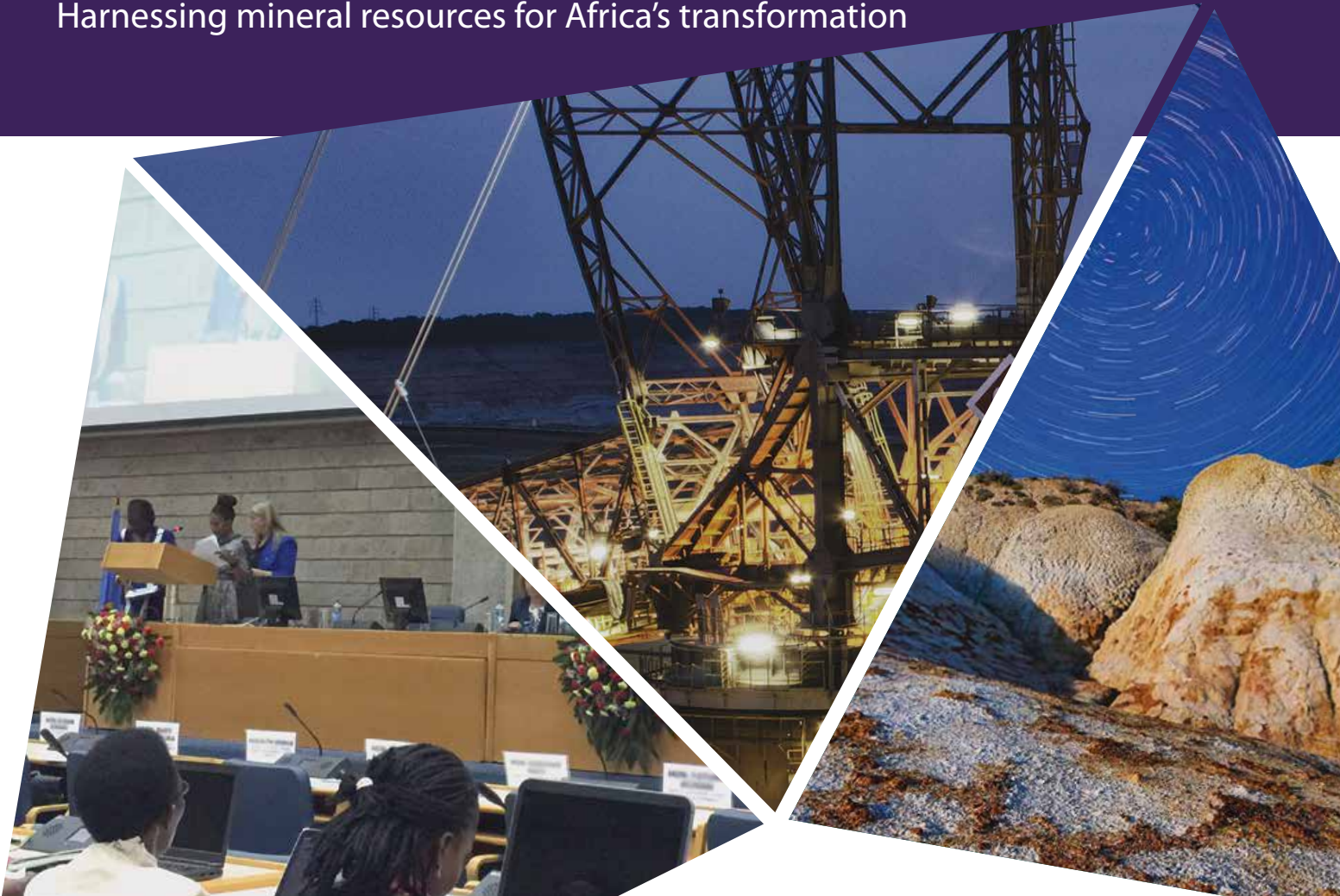




# African Minerals Development Centre: Governance and Participation

Harnessing mineral resources for Africa's transformation



# Africa Mining Vision (AMV)

“Transparent, equitable and optimal exploitation of mineral resources to underpin broad-based sustainable growth and socio-economic development.”

The AMV puts Africa’s long term and broad development objectives at the heart of all policy-making concerned with mineral extraction.

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## Milestones

- 2009** Africa Mining Vision (AMV) adopted by African Union (AU) Member States as the continental framework for the development of the minerals sector in Africa.
- 2011** AU Member States adopt a comprehensive AMV Action Plan.
- 2013** The African Minerals Development Centre (AMDC) established to accelerate AMV implementation across Africa.
- 2014 onwards** AMDC leads efforts to operationalise the AMV framework through programme activities and studies with AU Member States, African regions, and key global initiatives.
- 2016** AMDC coordinates Country Mining Vision processes across several countries in East, West and Central Africa. Regional launches of AMV Private Sector Compact, AMV Civil Society Forum and initial development of the African Minerals Governance Framework (AMGF).

## The AMDC Vision

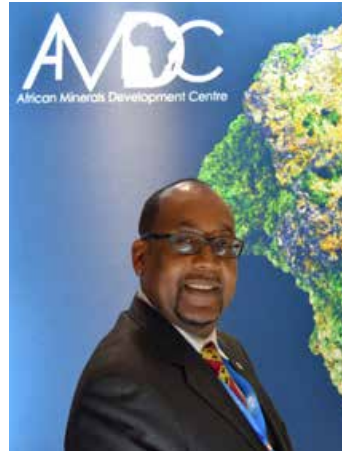
To become a Centre of Excellence and the facilitator of choice to enable AU Member States to realise the Africa Mining Vision.

## AMDC Mission

To work with AU Member States and their national and regional organisations, including the AUC, the NEPAD Planning and Coordinating Agency (NPCA), and Regional Economic Communities (RECs) to enable mineral resources to play a greater transformative role in the development of the continent through increased economic and social linkages, and in this manner, help address its intractable poverty and limited development.



## A message from AMDC's Coordinator



In 2009, the Africa Mining Vision (AMV) was adopted by African Heads of State and Government. The AMV offers a unique, pan-African pathway to finally reverse the old paradigm regarding the management of our mineral wealth. It seeks to use Africa's natural resources sector to transform the continent's social and economic development. AMDC is the lead institution that helps AU Member States to fast-track alignment of their mineral sector development to the Vision, to achieve better developmental outcomes.

The Vision is designed to support our governments in addressing the complex linkages that must be unlocked to make mineral resources truly developmental.

AMDC's seven workstreams reflect the priorities identified by African governments, and work together to support African mineral economies to: develop consistent development-oriented mineral policies and regulatory frameworks; make effective use of geological and geospatial information for developmental outcomes; diversify their economies by unlocking linkages; establish a knowledge-driven and well-governed African mineral sector that is socially and environmentally accountable, and contributes to broad-based growth and development; build a viable and sustainable artisanal and small-scale mining sector to provide decent quality of life for rural communities.

The AMV stresses that strong transparent and participatory governance processes at all levels can assist mineral-rich countries in attaining sustainable economic growth and socio-economic development. Such processes legitimise mining initiatives and reduce the costs and social tensions that can result from externally imposed projects. AMDC has placed governance and participation at the heart of its work, and we are proud that these processes are gaining traction with governments, the private sector and a host of other stakeholders across Africa.

**Dr. Kojo Busia**  
*AMDC Coordinator*



## From Vision to action: the Governance and Participation workstream

The goal of AMDC's governance and participation work is to create a sustainable and well governed mining sector that is environmentally and socially responsible, and appreciated by all stakeholders including surrounding communities.

AMDC's Governance and Participation workstream was established to address a number of key challenges highlighted in the AMV and related plans. It also responds to relevant issues identified by African member states. These challenges include:

- **Public participation:** Governments usually see policy making as their prerogative; and there are asymmetries in power and means, between public, private and non-profit sectors, and mining communities. Genuine public participation is typically a win-win. It helps enhance social cohesion, and makes good business sense, reducing costs, social tensions and potential disruptions that can result from mining enclaves
- **Respect for human rights:** This is an important part of the social licence to operate for all parties involved in the mineral sector, but its application and enforcement is often contentious

- **Environmental and social impacts:** Poor management and regulation of these aspects of mining have fuelled criticism and even hostility. Frameworks that incorporate environmental and social issues into cost-benefit analyses of mining projects have evolved significantly, but their application and take-up needs to increase.

AMDC's governance and participation work addresses these issues by:

- Promoting **mineral sector governance frameworks**, in line with the AMV

## AMDC's Governance and Participation workstream:

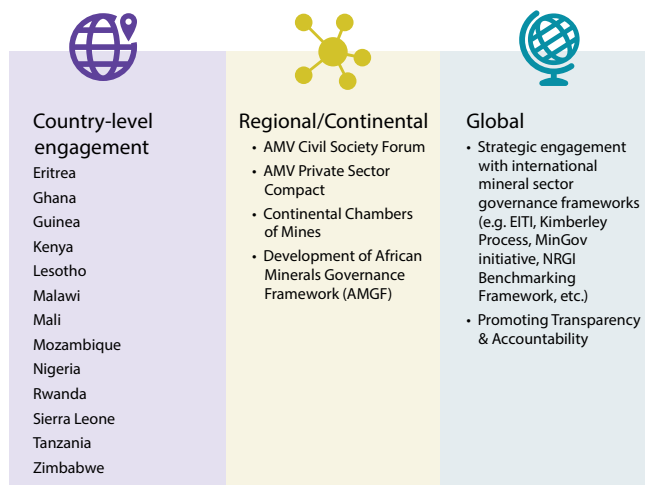
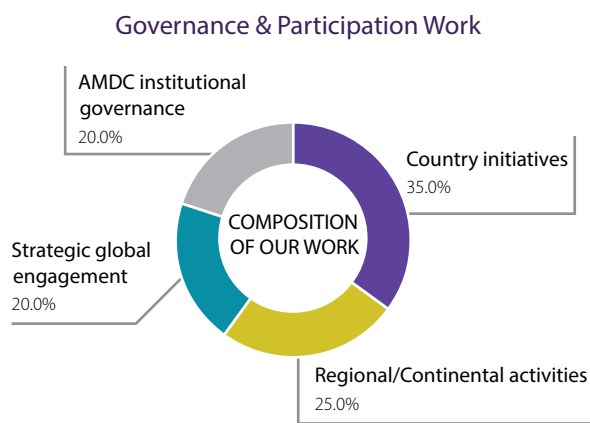
- Expands policy space and leverages political will for domesticating the AMV in AU Member States
- Aims to improve balance and equity in decision-making in the sector and strengthens stakeholder capacities in governance
- Works to improve human rights in the sector
- Works to improve social and environmental management.

- Enhancing the formulation and implementation of **AMV-aligned national development plans, strategies policies, laws, and standards of transparency and accountability**
- Developing key **partnerships, communities of practice and implementation networks** to champion and help advance the AMV (e.g. AMV Private Sector Compact, AMV Civil Society Forum).

"Promoting good governance of the mineral sector, in which communities and citizens participate in the processes of mineral extraction and utilization of the benefits that are accrued, is a hallmark for the AMV."

Hon. Abdul Ignosi Koroma, *Deputy Minister of Mines and Mineral Resources, Sierra Leone*

**FIGURE 1: COMPOSITION OF OUR WORK**





## AMDC Partners

### Strategic Partners

The African Union Commission (AUC), African Development Bank (AfDB), United Nations Development Programme (UNDP), United Nations Economic Commission for Africa (UNECA), and NEPAD.

### Implementing Partners (Governance & Participation)

Various strategic partnerships assist in extending the physical reach of project implementation, and strengthening complementarities and synergies in terms of AMDC's governance and participation work. Along with AMDC's main partners (above), these include national and regional Civil Society Organisations (CSOs) such as Third World Network (West Africa), Southern Africa Resource Watch and Tax Justice Network (East Africa) who provide on-the-ground support for AMDC activities. Other collaborating entities include the African Center for Economic Transformation (ACET), various Chambers of Mines across the continent, Extractives Industry Transparency Initiative (EITI), Natural Resource Governance Institute (NRGI), Columbia Center on Sustainable Investment (CCSI) and Mining Investment and Governance Review (MInGov), African, Caribbean and Pacific Group of States (ACP). National governments are key partners in the work undertaken at country level. Moreover, through the new AMV Private Sector Compact (*see page 10*), international companies are seeking to partner in AMDC's work.

### Funding Partners



# AMDC's governance work and the Sustainable Development Goals (SDGs)

The Africa Mining Vision and the SDGs provide a mutually-reinforcing framework for mineral-led development in Africa.

In September 2015, spearheaded by the United Nations, countries adopted seventeen Sustainable Development Goals (SDGs), setting a fifteen-year agenda that aims to end poverty, protect the planet, and ensure prosperity for all. Adopted in 2009, the AMV inspired Africa's position in the design and adoption of the SDGs. The AMV has therefore proved to be ahead of its time. Strong linkages between the AMV pillars and the SDGs are evident.

Preceding the global SDGs by more than six years, the AMV departed from the conventional wisdom on minerals to focus on broad-based development. The overriding goal of the AMV is

a sustainable and well-governed mineral sector that effectively garners and deploys resource rents and is safe, healthy, gender-and ethnically-inclusive, environmentally-friendly, socially responsible and appreciated by surrounding communities, and provides a mutually-reinforcing framework for structurally transformed mineral-led development for the continent.

AMDC's Governance and Participation workstream has an important contribution to make to the achievement of a number of SDGs, particularly:

 <p><b>5 GENDER EQUALITY</b></p> <ul style="list-style-type: none"><li>• Inclusive participation of women in mineral sector governance and decision-making processes</li></ul>	 <p><b>10 REDUCED INEQUALITIES</b></p> <ul style="list-style-type: none"><li>• Political inclusion</li><li>• Local community participation</li><li>• Social license to operate</li></ul>	 <p><b>16 PEACE, JUSTICE AND STRONG INSTITUTIONS</b></p> <ul style="list-style-type: none"><li>• Transparency and accountability</li><li>• Conflict mitigation</li></ul>	 <p><b>17 PARTNERSHIPS FOR THE GOALS</b></p> <ul style="list-style-type: none"><li>• Building networks to mobilise around AMV implementation</li><li>• Developing partnerships with governments, private sector, CSOs</li></ul>
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# Governance and Participation: How we are making a difference

AMDC collaborates with a wide range of stakeholders at **country, regional/continental and global levels** to unlock the transformative power of Africa's mineral resources, and to support and advocate for increased transparency and accountability to support developmental outcomes.



## Country level: Governance and the Country Mining Vision (CMV)

The AMV is an ambitious, change-making process. It requires holistic engagement across the mining value chain nationally, regionally, continentally and globally. AMDC adopts a dynamic, non-linear approach to CMV initiatives. Figure 2 illustrates the different CMV typologies, and Figure 3 depicts the outcomes/outputs that are expected to result from different CMV trajectories.

At national level, the CMV is one of AMDC's pathways towards domesticating the AMV. However, not all countries need to formulate a CMV: this depends on the particular country's mineral sector development trajectory or typology. For example, in terms of their CMV engagement:

- Some countries (e.g. **Guinea, Sierra Leone**) opt for targeted interventions in specific areas within their mineral sector management framework. In such cases, the targeted CMV would typically culminate in the embedding of AMV tenets in the country's national development plan, relevant strategies, policies, laws and/or institutional frameworks
- Some countries (e.g. **Lesotho, Mozambique**) require a more comprehensive CMV process that methodically follows the course of action set out in AMDC's CMV Guidebook (*free to download, see page 14*). Typically, this involves a CMV formulation process, culminating in a High-Level Roundtable

- In addition, a number of countries (e.g. **Ghana, Kenya, Malawi and Tanzania**) combine both approaches in their CMV initiatives
- For some countries (e.g. **Burkina Faso, Mali, Niger**), CMV engagement is primarily a social movement, where concerted efforts towards domesticating the AMV are characterized by civic engagement. This is driven by a cross-section of public, private and non-profit entities with a shared ideology about the socio-political paradigm articulated in the AMV.

An important tool for the CMV is the Policy Dialogue process that AMDC has institutionalized. Starting with **Sierra Leone and Malawi**, AMDC's Policy Dialogue process has built on a political economy approach, to align interests of different stakeholders, build coalitions among parties, and foster inter-ministerial coordination.

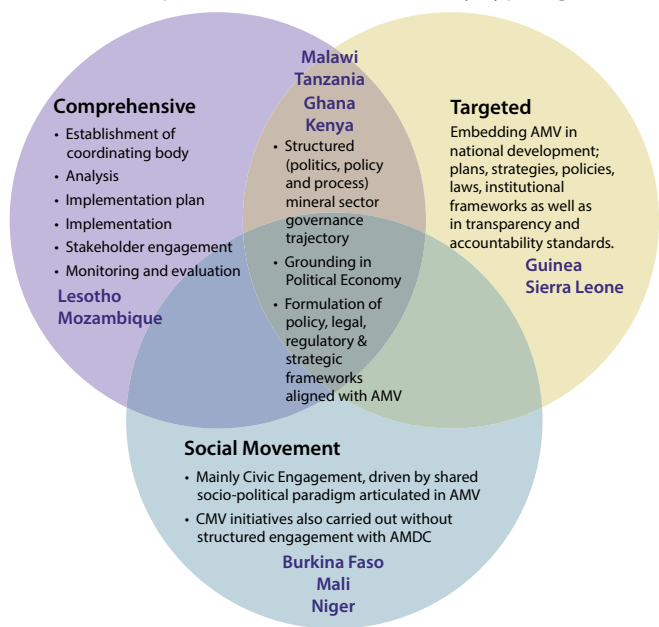
Our work on the CMVs is an iterative engagement on politics, policy and process. AMDC's practical experience leading this work illustrates that the CMV and its expected outcomes/outputs can be both a policy *product* and a policy *process*, as well as a social movement (see *Figure 3*). In terms of the CMV as a 'product', AMDC's work centres around the formulation of a business plan, agenda or common vision (e.g. **Mozambique**) to harness mineral resources for broad-based development and economic transformation. With regard to the CMV as a 'process', AMDC's work revolves around facilitating multi-stakeholder consultation. This work is grounded in the complex political economy of a country's policy reform processes and trade-offs. The workstream has been directly engaged in CMV initiatives (Targeted and/or Comprehensive) across countries in East, West and Southern Africa (see *Table 1*).





**FIGURE 2: COUNTRY TYPOLOGIES**

CMV in practice: Three main Country Typologies



**FIGURE 3: OUTCOMES/OUTPUTS OF DIFFERENT CMV TRAJECTORIES**

- 1 CMV as a “Product”**

CMV Business Plan, Agenda or Common Vision (with M&E) to harness mineral resources for broad-based development and economic transformation. Broad-based commitment been inclusively undertaken through a High-level Roundtable or similar concerted action.
- 2 CMV as a “Process”**

AMV integration into relevant national reform processes, trade-offs and the political economy of formulating national development plan, strategies, policies, laws and/or institutional frameworks.
- 3 CMV as a “Social Movement”**

Emergence of a sustainable social movement, which furthers civic engagement in national efforts to advance the socio-political tenets articulated in the AMV.

**TABLE 1: CMV ENGAGEMENT**

Country	CMV Engagement
Eritrea	Targeted CMV initiative that identified and built consensus with the government on entry points for further AMDC engagement to enhance strategic capacity development for mineral sector management.
Ghana	Comprehensive CMV initiative underway under the auspices of Environment and Natural Resources Advisory Council (ENRAC) as CMV inter-agency coordinating body; targeted CMV initiative launched towards implementing practical initiative to develop local and regional value chain; multi-stakeholder CMV consultation process with CSOs, Ministry of Lands & Natural Resources, Minerals Commission, Ghana Chamber of Mines.
Guinea	Targeted CMV initiative through preparation of Tender Guidelines for auction of mining concessions; review of Mineral Fiscal regimes; supporting the development of Corporate Social Responsibility (CSR) policy for mining sector; embedding AMV into strategic planning for mineral sector through collaboration with the Government of Guinea (and its mineral sector governance partners, e.g. World Economic Forum (WEF), International Finance Corporation, GIZ), in the government-led process to formulate and operationalize an integrated, strategic plan for the sector.
Kenya	Targeted CMV initiative embedding AMV into Kenya Mining Act of 2016 and strategic review of minerals sector; comprehensive multi-stakeholder CMV consultations with government, CSOs and faith groups; and establishment of National Steering Committee for CMV process.
Lesotho	Comprehensive CMV initiative to embed AMV in national mining policy and legislative frameworks.
Malawi	Targeted CMV initiative towards aligning Mining Bill with AMV tenets and strengthening capacity for complex contracts negotiations; comprehensive CMV initiative through launch of national process to formulate CMV.
Mozambique	Comprehensive CMV through multi-stakeholder consultations and formulation of CMV Business Plan
Nigeria	Targeted CMV engagement that contributed to the development of Nigeria’s Roadmap/strategic plan for developing its Solid Minerals sector, as well as identifying entry points and building consensus on the priorities for further AMV engagement with the government.
Rwanda	Targeted CMV engagement, in collaboration with ECA’s East Africa Sub-regional office, to build consensus on options for further engagement in the areas of Piloting the GMIS in Rwanda and Modernizing ASM.
Sierra Leone	Targeted CMV initiative embedding AMV into policy and regulatory frameworks (Core Minerals Policy, Strategic Plan for Ministry of Mines and Mineral Resources); comprehensive CMV engagement through multi-stakeholder consultations with public, private and non-profit sectors.
Tanzania	Comprehensive CMV initiative through launch of national CMV formulation process underpinned by application of Minerals Value Management (MVM) tool, in collaboration with WEF.
Zimbabwe	Targeted engagement following request from Parliament, for AMDC to provide technical assistance to support ongoing legal and regulatory reforms in the mining sector.

"We believe [the Compact] is an important - and exciting - step towards even greater collaboration and coordination between African governments and private industry in achieving development."

HE Fatima Haram Acyl, AU Commissioner of Trade and Industry.

The Mining Industry Association of Southern Africa (MIASA) "... fully understands and supports the [AMV] as the vehicle for unlocking the full potential of mining in Africa to advance socio-economic development and fight poverty."

MIASA statement, Mining Indaba 2016

## Regional/Continental level: Developing the AMV Private Sector Compact

Recognising the competing demands of public and private sector stakeholders in the extractives sector, AMDC is working to build consensus on what constitutes 'shared value' and 'shared benefits' and how to secure a social license to operate. A major outcome of this work is the AMV Private Sector Compact, launched by the AUC and AMDC in 2016. Benefits derived through improved transparency and environment and social practices are important in a governance and participation context. The Compact aims to incorporate mining companies into the AMV process and close existing gaps between mining communities, the private sector and governments. It primarily targets extractive companies including oil and gas, Chambers of Mines and other mining associations. It is based on principles that are aligned with corporate core values, policies, strategic plans and mission statements of companies in the extractives sector.

## Regional/Continental level: Leveraging the role of Chambers of Mines and Mining Associations:

Chambers of Mines originated to protect and promote the interests of their members; increasingly, their roles have evolved to work closely with governments as major stakeholders to address common challenges such as job creation and poverty alleviation. Chambers of Mines also play a growing role in attracting investments.

AMDC, together with the AUC, has to date engaged with Chambers of Mines and other mining associations from three dozen African Member States in four regions. As a result, we have witnessed the formation of the East African Chambers of Mines, the strengthening of the West African Chambers of Mines, and efforts towards the establishment of a Central African Chambers of Mines. In addition, as a strategic partner, AMDC played an important role in facilitating the former Canada-Southern Africa Chamber of Business's reconfiguration as the Canada-Africa Chamber of Business, with an expanded pan-African mandate building on the Chamber's role as one of North America's leading convening organisations for Africa mining events.

“The AMV and its Action Plan embody key reform demands that CSOs and various social constituencies had been making in respect of the mining regimes prevailing across Africa and the overall direction of national development strategies... On behalf of my colleagues from civil society, I want to salute the AU and AMDC for an inclusive approach taken in the design of the Africa Extractive Industry Governance Framework.”

Dr. Claude Kabemba, Director of the Southern African Resource Watch, Keynote address at the inaugural AMV-CSO Forum, September 2016

## Regional/Continental level: AMDC's engagement with civil society

Civil society and non-governmental organisations play a crucial role in providing policy input, spearheading and advocating for the implementation of new initiatives, and in holding governments and the private sector accountable. They are thus important actors in promoting development-oriented reforms for sustainable development in the mineral sector.

AMDC's governance and participation work emphasises the need for stronger participation from civil society to boost advocacy and ensure mutual transparency and accountability by all stakeholders in the minerals sector. AMDC has been reinforcing this agenda through ongoing engagement with CSOs on the development of a clear strategy for shared values in mining.

A key example of AMDC's work in this area is the AMV Civil Society Forum, which brings together global, continental and regional CSOs for critical, constructive dialogue to further the implementation of the AMV and associated policy instruments.

“Governments and civil society have to collaborate to fight the injustices and imbalances of our continent, which prevent communities to benefit from national resources. We therefore call upon for a Parliamentary resolution that clearly introduces a new legislative regime on the role of Parliament in relation to the AMV and the management of mineral resources in Africa.”


Hon. Eduardo Joaquim Mulémbwè, First Vice President  
Pan African Parliament, 2016

## Regional/Continental level: Parliamentary engagement to advance the Vision

The AMV emphasises the important role of governance institutions such as parliaments and other agents of political society in delivering effective governance of the extractives sector.

AMDC engages with African parliaments to support alignment of practices and mechanisms that can shape parliamentary contributions to mineral sector reforms in their countries. AMDC also provides technical support to African parliaments with the aim of enhancing parliamentary oversight of the mineral sector based on the AMV.

Examples of the Centre's parliamentary engagement include AMDC's joint efforts in 2016, with the Open Society Foundation's Africa Regional office, Southern Africa Resource Watch and the Pan African Parliament (PAP), to help Members of Parliament (MPs) from across the continent and parliamentary experts to improve understanding about their roles and strategic options for strengthening the management of Africa's mineral resources, in line with the AMV. Similarly, AMDC engages Parliaments in African countries, such as Lesotho and Malawi in 2016, to offer strategic guidance on the AMV dimensions of proposed mining legislation.



## Global level: Transparency and accountability initiatives

Transparency in decision making and accounting for revenue is a major policy challenge in many countries. Where appropriate, AMDC works to enhance international transparency frameworks in line with AMV objectives. The Centre emphasises an efficient and balanced approach that incorporates home-grown transparency and accountability mechanisms. Examples of AMDC's work in this area include:

- **Consultative input and advisory services** to countries in the context of international frameworks such as the EITI and the Kimberley Process Certification Scheme (KPCS). AMDC aims to help ensure that such frameworks are suitable for enhancing transparency and accountability by different actors across the public, private and non-profit sectors
- **Fostering accountability to Africa's people and institutions:** AMDC is leading regional efforts supported by governments, private sector, CSOs and communities, to develop the African Minerals Governance Framework. The AMGF focuses on the entire minerals value chain and is designed as a monitoring and evaluation instrument to help countries gauge the effectiveness of national policies in ensuring optimum use of mineral resources in line with the AMV.

Similarly, AMDC provides technical and advisory input for relevant aspects of the African Peer Review Mechanism (APRM) processes in African countries.

# Future strategic directions

AMDC will continue to work at country, regional/continental, and global levels in pursuit of broad-based sustainable growth and socio-economic development in line with the AMV.

## At country level:

- For countries that require a comprehensive CMV process, provide assistance across at least four out of all five African regions in Africa. For countries that opt for targeted interventions to domesticate the AMV, provide technical and strategic assistance to help embed the AMV in national development plans, strategies, policies, laws and institutional frameworks, and foster sub-regional synergies
- Build on the AMV's norm-setting framework and AMDC's normative role to enhance country ownership and leadership in terms of efforts to domesticate the AMV.

## At regional/continental level:

- Operationalise the AMV Private Sector Compact, AMV-CSO Forum, engagement with Chambers of Mines, and Parliaments
- Provide advisory services and guidance for all actors inspired by the AMV movement, to implement elements of the Vision.

## Globally:

- Pilot AMGF assessments (*see page 12*) across at least two regions in Africa
- Establish synergies with international transparency and accountability frameworks to enhance alignment with the Vision.

# Governance and Participation Workstream – Who we are

**Dr. Kojo Busia** (Senior Mineral Sector Governance Advisor) is the Acting Coordinator of AMDC. He also leads the Governance and Participation team. He led the AMDC in the design and development of the CMV Guidebook, which is now being rolled out in a number of African countries (*see page 14*). He spent nearly a decade leading the UNECA's support to the APRM for the AU/NEPAD, helping the flagship program to gain traction and institutional support throughout Africa and globally. In this role, he facilitated the adoption of the Peer Review Mechanism as the major framework for addressing natural resource governance challenges in Africa. His career spans a range of additional assignments at the international, multilateral and ODA level throughout Africa and globally, including design and implementation of a Regional Democracy and Conflict Prevention Program in West Africa. He is a frequent lecturer on business, economics, governance and development at major events in Africa and globally.

**Mayer K. Ngomesia** is AMDC's Mineral Sector Governance Advisor. Mayer has advised governments and multinational corporations on the political economy of mining and strategic engagement in the sector – his main areas of expertise. His professional experience spans

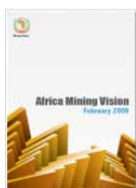
Africa, the Caribbean, Europe, Middle East and North America. His career contributions include serving on international advisory bodies for minerals sector initiatives; fostering Public-Private Partnerships; and helping to develop responsible mineral sourcing initiatives. He holds an advanced degree in International Development Policy from Duke University.

**Paul Msoma** is AMDC's Economic Affairs Officer - Mineral Sector Governance. Paul has more than 15 years of experience as a technical expert on governance, poverty reduction, sustainable development, state-building, community and environmental resilience, and development effectiveness. He has extensive experience in public policy analysis and advocacy at national, regional and global levels including deepening understanding of the construction and influences of gender in contemporary society. Paul has been influential in leading initiatives towards strengthening and improving public-private cooperation in the mineral sector for shared benefits.

**Contributing Experts:** Dr. Yao Graham; Dr. Claude Kabemba; Mr. Veston Malango; Prof. Nellie Mutemeri; Dr. Silane Mwenechanya.

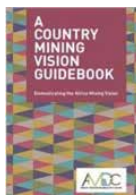
# Learning more

AMDC publications are free to download at <http://www.uneca.org/publications/african-minerals-development-centre> or search 'African Minerals Development Centre – Publications'.



## Africa Mining Vision, 2009

Sets out the Vision and explains the rationale for a developmental mining approach that enables growth through building economic and social linkages to benefit African citizens.



## Country Mining Vision Guidebook, 2014

A step-by-step guide to developing and implementing a Country Mining Vision, including planning multi-stakeholder consultative processes, policy design and monitoring and evaluation.



## Special Report by the AMDC: African Women in Artisanal and Small-scale Mining

Highlights the significant, yet underreported, role African women play in ASM, with personal testimonies from women miners.



## Assessment of the Mineral Regimes in the East African Community: Aligning Frameworks with the Africa Mining Vision, 2017

The study reveals the state of mineral policy amongst EAC member states, identifies gaps between these policies and the AMV, and proposes policy actions to fill these gaps and ensure an AMV-aligned approach to mineral linkages and development.



## Optimizing Domestic Revenue Mobilization and Value Addition of Africa's Minerals, 2016

The report presents options for harmonization and their implications for supporting domestic revenue mobilization and regional value chains. It reviews experiences from other countries and regions, with a view to identifying good practice for effective fiscal regimes in Africa.



## Impact of Illicit Financial Flows on Domestic Resource Mobilization, 2017

The report demonstrates that inhibitive practices related to illicit financial flows and domestic resource mobilization in the mineral sector are increasingly widespread and complex.

# AMDC Contacts

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## AMDC – Keeping in touch

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