

Regional Workshop on Small and Medium-Sized Enterprises and the Development of Extractive Industries



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Regional Workshop on Small and Medium-Sized Enterprises and the Development of Extractive Industries

Workshop Report

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Attendance

- 1. The adhoc Regional Workshop on Small and Medium-Sized Enterprises and the Development of Extractive Industries was held on 10-11 December 2009 in Johannesburg, South Africa. The workshop was hosted by South Africa's national mineral research organisation, Mintek.
- 2. Government officials from Botswana (Ministry of Minerals), Namibia (Ministry of Mines and Energy) South Africa (Department of Mineral Resources), Zambia (Ministry of Mines), Zimbabwe (Ministry of Mines and Mining Development) and Denmark Geological Survey of Denmark and Greenland (GEUS). Also represented were a number of large and small mining organisations, namely, the Namibia Chamber of Mines, the Mining Industry Associations of Southern Africa (MIASA), the Erongo Small Miners Association (Namibia), and Small Scale Miners Association of Zimbabwe (SSMA). In addition, the SADC Women in Mining Trust (SADCWIMT) and South African Women in Mining Association (SAWIMA) were represented. Two of the association representatives were individual mine owners and a representative from a private mining company in South Africa (Sekoko Coal) participated in the Workshop. Staff from Mintek and the United Nations Economic Commission for Africa's Southern Africa Office also participated.

Organisation of Proceedings

- 3. Workshop discussions were organised into four sessions along thematic areas. Each session comprised a series of presentations immediately followed by questions and discussions. The four thematic sessions covered;
 - a) Session I: Overview of Small Scale Mining in SADC
 - b) Session II: Viable mining SMEs; key characteristics
 - c) Session III: Issues Affecting Particularly Women Small Miners
 - d) Session IV: Responsible Business Approaches and Enabling Policies.
- 4. A final session comprised group work during which the participants were divided into three groups to deliberate further on the issues raised in Sessions II-IV respectively. The Workshop Agenda is contained in Annex II.

Summary Assessment from Workshop Deliberations

a. Session I

- 5. Small scale mining in SADC is widespread. It is a rapidly expanding sub-sector projected to grow further as a result of pressures from large mine closures, diminishing employment opportunities as a result of the current economic crisis, population pressures and declining agricultural yields. A diversity of minerals is mined on a small scale in SADC and different minerals pose different mining challenges. Nevertheless, small scale miners share a number of common constraints including severe undercapitalisation which hampers efficiency and productivity, lack of access to markets, lack of appropriate skills and inadequate institutional support. Although availability of data on the sub-sector is less than satisfactory, it is known that despite the many challenges the sub-sector faces, it still makes a sizeable contribution to SADC mining output and has significant participation by women.
- 6. Lessons from past experience in providing technical and financial support to the sub-sector point to the need for a new approach based on realistic expectations and strategic vision. It is envisioned that the SADC policy harmonisation initiative which emphasises ownership, a consultative approach, managing for results and thematic coordination, will facilitate the better management and transformation of the sub-sector. The harmonisation Plan acknowledges existing policy deficiencies in the governance of small scale mining and seeks to develop an environment in which it can thrive. However, more needs to be done to secure resources to implement the Plan.

b. Session II

7. The lack of, and inability to secure markets was highlighted as a major constraint to small scale miners' viability, particularly since size disadvantages meant that small operators are often unable to attain the necessary economies of scale to access traditional overseas markets. The need to focus on identifying and developing local and regional markets was emphasised. In this context, there is a need to intensify national beneficiation efforts. It was recognised that the viability of small mining operations is inextricably linked to the availability of an enabling institutional and policy environment that can deliver varied and effective financing options, and facilitate access to appropriate mining technology and technical skills. In this context, it was observed that better developed financial markets and mining legislation and policies that compel large mining companies to support smaller indigenous mining concerns have played a role in fostering their viability in South Africa. The tendency of small scale miners to proactively seek upstream

and downstream partnerships as a means to gaining skills and financing was seen as a good gauge of potential viability because it not only demonstrated a good understanding of the core features of their chosen business (mineral sub-sector), it also served as a measure of existing in-house capability because it often takes skills to recognise skills in others. Other indicators of potential viability in small scale miners were proactive networking and tenacity, which were viewed as indicators of entrepreneurship. It was observed that diversification (as described by participants drawing from practical mining experience) is a good strategy for sustainability and viability. Small scale miners should therefore be encouraged to explore diversification opportunities.

8. It was noted that there are several types of small scale mining operators. However two classes of small scale operators; namely, those that employed other miners and those that were organised in associations display the greatest potential to become viable enterprises and should be the focus of transformation efforts. Transformation efforts need to encompass improved organisation, improved licences, access to finance, skills, equipment and technology, access to markets, training in geology and mining technology, training in business management, environment, health and safety. Transformation efforts should also address institutional and policy gaps taking into account the need to develop appropriate legislation and regulation, to capacitate local authorities, and improve security of tenure so that it is aligned to loan/credit repayment periods.

c. Session III

There is need for continued and concerted efforts to challenge and overcome 9. gender stereotypes in mining. Further work is necessary in some countries to ensure an enabling policy environment for women's participation in mining. The lack of accurate statistics on women's participation in mining should be addressed because it remains a major constraint on the ability to secure recognition of women's contribution in the mining. Enhanced safety and health measures that take into account the more acute risks faced by women in their performance of multiple roles in the context of small scale mining are required. Greater attention must be given to ensuring the systematic integration of gender issues in the development of mining facilities, technology and safety measures, as well the development of targeted initiatives because women are too often overlooked in what is traditionally a male dominated sector. In this context, particular effort is warranted with respect to providing targeted financial support, the acquisition of mining titles and the removal of restrictions on women undertaking underground mining as legislative and cultural barriers persist in some countries. Attention should be given to the development of targeted HIV/AIDs education for women in mining and consideration given to developing a dedicated HIV/AIDs policy for the sub-sector. Member States should adopt and implement frameworks, policies, programmes and services to enhance gender sensitive and affordable quality health care services in mining areas where women operate.

d. Session IV

- 10. The diverse characteristics of small scale mining operators coupled with the assortment of definitions of small scale mining employed by different institutions and countries (i.e. tax regulators, stock exchanges, legislation, industry in general and countries according to their developmental conditions) poses a challenge in focussing transformation initiatives and assistance. It is necessary to assess the desirability (or not) of developing a standard regional definition of small scale mining. In most cases, local issues/conditions/priorities drive policy formulation. A regional approach is nevertheless desirable in order to facilitate companies' operation across SADC.
- 11. In addition to addressing the traditional policy spheres of mining legislation, the South African Mining Charter also emphasises enterprise issues addressing issues of procurement, ownership and joint ventures, beneficiation, exploration and prospecting. This added focus has created the conditions for larger mining companies to actively support small scale mining companies. There is evidence that large scale mining companies are embarking on mentoring programmes that serve to strengthen and empower small companies. Member States should learn from the South African experience and adapt their mining frameworks accordingly. It is desirable that harmonised empowerment conditions be put in place across SADC. The focus of procurement (sub-contracting) arrangements should be the core business aspects of the large scale mining companies' activities in order to maximise the benefits to small scale mining companies. It may be necessary to develop different strategies depending on whether small scale mining (juniors) is being targeted for its value as a foreign exchange generator or creator of employment.
- 12. National government departments, in accordance with their respective resource capacities, are providing a variety of assistance to small scale mining operators including, exploration assistance, permit application assistance, assistance with business plans and research into appropriate, lower cost and alternative technologies. However, many SADC governments are faced with resource constraints and shortages of skilled manpower. They can often neither deliver a comprehensive array of services nor meet the demands of an overwhelming multitude of small scale miners.

Recommendations

13. Enabling strategies and policies

- Transformation efforts and policies should focus on identifying and developing local and regional markets
- National beneficiation efforts should be intensified
- An enabling institutional and policy environment that delivers varied and effective financing options, facilitates access to appropriate mining technology and technical skills should be put in place in each member State
- Small scale miners should be encouraged to explore diversification opportunities as a means of enhancing sustainability and generating working capital
- Transformation initiatives should target two classes of small scale operators; namely, those that employ other miners and those that are organised in associations
- Transformation efforts need to encompass improved organisation, improved mining licence conditions, access to finance, skills, equipment and technology, access to markets, training in geology and mining technology, training in business management, environmental, health and safety issues
- Transformation efforts should address existing institutional and policy gaps, taking into
 account the development of appropriate legislation and regulation, capacitating local
 authorities, and improved security of tenure that is aligned to loan/credit repayment
 conditions in financial markets
- It is necessary to assess the desirability (or not) of developing a standard regional definition of small scale mining
- A regional approach is required to facilitate companies' operation across SADC
- Member States should learn from the South African experience and adapt their mining frameworks to encompass empowerment objectives
- Harmonised empowerment conditions should be put in place across SADC
- Empowerment policies should target core business activities of mining companies in order to maximise gains there from

14. Gender Balance

- There is need for continued and concerted efforts to challenge and overcome gender stereotypes in mining
- The lack of accurate statistics on small scale mining in general and the participation of women in mining in particular, should be addressed
- Greater attention must be given to ensuring the systematic integration of gender issues in the development of mining facilities, technology and safety measures
- Particular effort is warranted with respect to providing financial support, facilitating
 the acquisition of mining titles and the removal of restrictions on women undertaking
 underground mining
- Targeted HIV/AIDs education to women in mining should be provided and consideration given to developing a dedicated HIV/AIDs policy for the sub-sector
- Member States should adopt and implement frameworks, policies, programmes and services to enhance gender sensitive and affordable quality health care services in the mining areas
- 15. Further action-oriented and strategy-specific recommendations are elaborated in the group work session matrices contained in Annex I.

Annex I: Group Work Matrices

GROUP 1: VIABLE MINING SMES; KEY CHARACTERISTICS

Group members: Nirdesh Singh - Mintek; Mulife Siyambango - Namibia; Delax Chilumbu - Zambia; Willem Perold - South Africa, Brets Direng - Botswana, Onthusitse Melaetsa - Botswana Alfred Latigo - UNECA-SA and Wilfred Lombe - UNECA-SA.

A. CRITERIA FOR DISTINGUISHING POTENTIALLY VIABLE SMALL MINING OPERATIONS FROM THOSE THAT ARE NOT					
Characteristics Key factors Responsible Authority					
1. Access to institutional support	Enabling environment assistance with licencing procedures provision of SSM financing	National governments Parastatals Chambers of Mines			
2. Access to technical skills	- Technical expertise (geological) - Business Skills	Small scale miner			
3. Rights to Viable Minerals Resources	- Location - Size, grade quality	Small scale miner			
4. Access to appropriate technology	- Substitute technology or alternative	Small scale miner			
5. Entrepreneurial spirit	- Demonstrated willingness to continuously learn the business, seek partnerships, network and improve - demonstrated drive to succeed	Small scale miner			

A. CRITERIA FOR DISTINGUISHING POTENTIALLY VIABLE SMALL MINING OPERATIONS FROM THOSE THAT ARE NOT				
Characteristics	Key factors	Responsible authority		
6. Type of mineral commodity mined	- High value - Low value	National governments Parastatals Chambers of Mines		
7. Legal and Regulatory Compliance	- Environmental - labour	Small scale miner		
8. Access to mineral commodity market(s)	Demand/supply	Small scale miner		
	ISINESS DEVELOPMENT SERVIC			
9. Streamlining effective small scale mining policy	In most countries small scale mining policy falls under general mining policy - Citizen empowerment on SSM (licensing, financing) - Preferential procurement policies (infant industry protection) (- mentoring of SSM by large scale mining corporations (possible charter)	Relevant national authorities SADC harmonisation process		
10. Business development services	 mentoring of SSM by large scale mining corporations Mineral commodity exhibitions (i.e. gemstones) The use of trade mission in overseas centres to find markets Provision of ASM assistance centres 	Large scale mining corporations Relevant national authorities		

GROUP 2: ISSUES AFFECTING PARTICULARLY WOMEN SMALL SCALE MINERS

Group members: Namakau Kaingu - Zambia (Chair); Zuki Mkatu - South Africa; Noxie Gogo - South Africa; Ellen Ncube - Zimbabwe, Elton Makumbe - Zimbabwe, Petrus Naibab - Namibia and Keiso Matashane-Marite - UNECA-SA.

A. GENDER RELATED FACTORS CONSTRAINING VIABILITY			
Issues	Discussions	Recommendations	Responsible authority
1. Machinery and equipment that is not women-friendly	All equipment and machinery currently designed to be handled by men	Development of women-friendly and ergonomical technology	National and regional mining research agencies
2. Need for women- friendly facilities	 facilities that take into account women's special needs relating to: health and safety reproductive role hygiene children's facilities (day care and play centres in close proximity) 	Provision of women- friendly facilities and technology in ALL mining areas in accordance with the SADC Gender Protocol as legal requirement for issuing a mining permit/ mining rights	National authority tasked with issuing mining permits National laws SADC harmonization process
3. Training n gender mainstreaming	Incorporate ILO principles of decent work environment (including requirement for gender sensitive working environment that is also free of sexual harassment)	Provision of ongoing education, advocacy, gender mainstreaming in all areas	Mine operators National authorities responsible for mines policy
4. Capitalising Women enterprises	Affirmative action principles to be applied in granting of loans/ credit to address minority status of women in some legal and cultural contexts and historical disadvantage	Tap AU African Women's Trust Fund and other funding sources	Women miners and their associations National Gender Machinery SADC secretariat

B. CRITICAL BUSINESS DEVELOPMENT SERVICES AND POLICY INITIATIVE TO OVERCOME GENDER IMBALANCE

	GENDER IMBALANCE				
Issues	Discussions	Recommendations	Responsible authority		
5. Land and Concession Rights	 Some progress has been made in terms of corrective measures through legislation to address disadvantageous concession and land rights Gaps persist between policy and practice e.g. in Namibia concession obtained as a single woman passes to husband's control upon marriage. Legitimate fears of discrimination continue to exist. In Zambia 30% of land required by law to be allocated to women Lack of awareness among women/some policy makers about progressive laws; need for advocacy and strategic enforcement e.g. women receiving mining concession given a letter from the Ministry of Mines to the Ministry of Lands to enable her to secure a certificate of title. 	Explicit preference to be given to women with Zambian Law serving as an example of good practice	National legislators SADC harmonization process National Gender Machinery		
6. Strengthening Coordination and Networking Mechanisms		Provision of financial support to SADCWIMT to facilitate its convening and monitoring capacity and enable sharing of experiences, networking and development of strategic plan aligned to the SADC Mining Harmonisation Plan	SADCWIMT SADC secretariat		

B. CRITICAL BUSINESS DEVELOPMENT SERVICES AND POLICY INITIATIVE TO OVERCOME GENDER IMBALANCE

	GENDER IMBALANCE			
Issues	Discussions	Recommendations	Responsible authority	
7. Access To Finance	- Access for women difficult due to insufficient information on sources of funding - need to develop profile of desirable beneficiaries and better target them	- A certain proportion of funds earmarked for SSM to be reserved specially for women and efforts made to ensure that women have access to the relevant information to enable access to such funds - Tap AU Women's Trust Fund and other available funding sources	Funding authorities and agencies administering such funds	
8. Lack of Environmental Management Programmes and Policy	- Need to run advocacy campaigns	- Use of women miners and their associations to monitor environ- mental management requirements	National authorities responsible for monitoring environmental management SADC harmonization process	
9. HIV/Aids, Prevention, Treatment and Care for Women in Mining		Put in place programmes, initiatives and interventions targeting women in the SSM sector	National authorities and non- governmental organizations active in HIV/AIDS prevention and treatment SADC harmonization process	

B. CRITICAL BUSINESS DEVELOPMENT SERVICES AND POLICY INITIATIVE TO OVERCOME GENDER IMBALANCE			
Issues	Discussions	Recommendations	Responsible authority
9. Information and Communication Strategy	- Inability to access information on developments in mining and investment - Need to develop a sound communication strategy	- Member States should upscale the dissemination of information to women in mining on critical information relating to finance, training, investors, markets etc. - Development of portal for women miners	Relevant national authorities Women miners' associations National Gender Machinery

GROUP 3: RESPONSIBLE BUSINESS APPROACHES AND ENABLING POLICIES

Group members: Chipilauka Mukofu - Zambia; Ray Masetlana - South Africa; Jabulani Maphalala - MIASA; Linus Mulele - Namibia; and Matfobhi Riba - UNECA-SA.

A. SCOPE FOR LARGE MINING COMPANIES TO MENTOR AND STRENGTHEN SMALL MINING OPERATIONS				
Issues	Discussions	Recommendations	Responsible authority	
1.1 Possible motivations for large mining companies to play mentoring role	 reputational returns (improved corporate image and acceptability in community) economic returns arising from subcontracting out non-core functions improved relations with small scale mining companies in catchment area 	-National laws should encourage develop- ment of subcontracting and mentoring programmes by large scale mining corporations aimed specifically at empowering small scale mining operators	National laws SADC harmonization process	

Issues	Discussions	Recommendations	Responsible authority		
1.2 Potential advantages for small scale mining operators	 facilitates technology and skills (common skills i.e. entrepreneurship and specialised skills) transfer at lower cost allows small scale miners to amass working capital facilitates small scale miners compliance with legal, environimproves overall image of mining industry through facilitating small scale miners' adoption of best practice 	Build on South African Mining Charter and MPRDA as examples of good practice in stimulating CSI national laws should include enforceable regulations on CSI	National authorities responsible for monitoring environmental management SADC harmonization process		
1.3. Regional experience	- Scope exists, voluntary CSR/CSI policies in the region have not proved successful in delivering developmental initiatives from large scale mining corporations (initiatives tend to philanthropy and public relations type actions) - South African case warrants further study i.e. evaluate MPRDA vs. before MPRDA experience against rest of SADC experience				
B. SCOPE FOR DEVELO	B. SCOPE FOR DEVELOPING A REGIONAL TOOLKIT FOR ENGAGEMENT BETWEEN LARGE AND SMALL-SCALE MINING				
2. Need for harmonised SADC approach to empowering small scale miners	 national empowerment policies should not result in ruinous competition between SADC states for mining investment small scale miners and investors should have security of enabling environment across SADC 	Empowerment policies must be aligned with SADC harmonisation initiative	National legislators SADC harmonization process		

B. SCOPE FOR DEVELOPING A REGIONAL TOOLKIT FOR ENGAGEMENT BETWEEN LARGE AND SMALL-SCALE MINING							
	- widespread adoption of best practice in industry stands to reduce environmental and health costs for all governments - scope exists	Empowerment policies must be aligned with SADC harmonisation initiative	National legislators SADC harmonization process				
C. INCENTIVES AT THE REGIONAL AND NATIONAL LEVEL NECESSARY TO ENCOURAGE DEVELOPMENTAL APPROACH							
3. Taxation	- necessary to recognise that CSI/ mentoring outside core functions of mining corpora- tions and not without cost	- Restructure existing tax incentives to link explicitly with CSI, subcontracting and mentoring initiatives - put in place CSI scorecard - put in place monitoring and evaluation framework	Relevant national authorities SADC harmonisation process				
D. EXAMPLES OF BEST PRACTICE							
4. A case of CSI in South Africa	- case presented by Mr. Neale Baartjes of Mintek	Case study report to be disseminated to participants and relevant SADC national mining authorities.	Mintek UNECA-SA				

Annex II: Agenda

DAY ONE 10th December 2009

08:00 - 08:30	Registration				
08:30 - 08:45	Opening Remarks				
	Mr. Wilfred Lombe, Economic Affairs Officer, UNECA-SA Dr. Roger Paul, General Manager, Technology, Mintek				
08:45 - 09:00	Workshop Objectives and Organization of Work				
	Ms. Matfobhi Riba, Economic Affairs Officer, UNECA-SA				
Session I: Overview of Small Scale Mining in SADC					
09:00 - 09:30	Small Scale Mining in SADC				
09:30 - 10:00	Ms. Matfobhi Riba, Economic Affairs Officer, UNECA-SA				
	SADC Mining Policy Harmonisation				
	Mr. Wilfred Lombe, Economic Affairs Officer, UNECA-SA				
10:00 - 10:30	Tea/Coffee Break				
Session II: Viable Mining SMEs; Key Characteristics					
10:30 - 11:00	Mr. Sizwe Nkosi, Sekoko Coal				
11:30 - 12:00	Mr. John Tychsen, Director of Development Projects, Geological Survey of Denmark and Greenland				
12:30 - 14:00	Lunch Break				

Session III: Issues Affecting Particularly Women Small Miners				
14:00 - 14:30	Mrs. Keiso Matashane-Marite, Economic Affairs Officer, UNECA-SA			
14:30 - 15:00	Zukiswa Mkatu, National General Secretary, SAWIMA			
15:00 - 15:30	Ms. Namakau Kaingu, Regional Chairperson, SADCWIM T			
15:30 - 16:00	Tea/Coffee Break			

DAY TWO 11th December 2009

Session IV:Enabling Business Approaches and Policies					
08:30 - 08:45	Mr. Neale Baartjes, Manager, Mineral Economics and Strategies Unit Mintek				
08:45 - 09:00	Mr. Willem Perold, Deputy Director, Small Scale Mining, Department of Minerals and Energy, South Africa				
10: 00 - 10:30	Tea/Coffee Break				
10:30 - 13:00	GROUP WORK				
13:00 - 14:00	Lunch Break				
14:00 - 15:00	Plenary				
15:00 - 15:30	Closing Remarks				
	Dr. Abiel Mngomezulu, CEO, Mintek Dr. Alfred Latigo, Senior Economic Affairs Officer, Head RIMA, UNECA-SA				

Annex III: List of Participants

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