



# Priorities for the United Nations High-Level Expert Advisory Group on Critical Energy Transition Minerals

Recommendations from Convening on Fostering Equitable Economic Benefits in Transition Mineral-Producing Countries, December 2024

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# Introduction

The recent United Nations (UN) Secretary-General's Panel on Critical Energy Transition Minerals Report (the Panel) [Resourcing the Energy Transition: Principles to Guide Critical Energy Transition Minerals Toward Equity and Justice](#) includes a crucial proposal in its Actionable Recommendation 1 to “accelerate greater benefit sharing, value addition and economic diversification.” The aim of this action is to establish “a High-Level Expert Advisory Group to facilitate a multi-stakeholder dialogue on ‘Accelerating Critical Energy Transition Minerals Value Addition Towards Equity.’” There have been indications that the scope of this High-Level Expert Advisory Group (HLEAG) will expand to cover all five of the actionable recommendations proposed by the Panel, with Actionable Recommendation 1 remaining a priority. This paper provides recommendations to help inform the HLEAG's work on benefit sharing, value addition, and economic diversification, and highlights connections between these policy areas and other actionable recommendations.

In December 2024, the Natural Resource Governance Institute (NRGI) convened actors from international agencies, mineral-producing governments, civil society, industry, and academia (see participant list in Annex A) at the Rockefeller Foundation's Bellagio Center. The gathering built on the recommendations of the Panel by identifying actions that the HLEAG and other actors should prioritize to support equitable economic development in low- and middle-income mineral-producing countries (LMICs).

This paper reflects three categories of recommendations developed during the Bellagio convening to help inform the HLEAG's work. Section A focuses on practical recommendations on the group's role, structure, and composition. Section B outlines substantive proposals regarding priority goals and outcomes on which the HLEAG's work could focus. Section C provides a gap analysis of the broader sectoral context and highlights stakeholders relevant to HLEAG actions on the priority goal areas.

## A. Recommendations on the High-Level Expert Advisory Group's structure and composition

While deferring to the UN system on the precise organizational and administrative structure of the HLEAG, participants in the Bellagio convening considered key components of the group's organization and mandate that would enhance its ability to successfully tackle issues of equitable economic development. This discussion concluded the following:

### **Role of the High-Level Expert Advisory Group**

In keeping with the Panel recommendation, the HLEAG's role should center on creating a space for dialogue and multilateral cooperation, including: mobilizing resources; promoting best practices; providing thought leadership on key topics; enhancing cross-country and cross-regional learning; creating guidance and tools for governments and other stakeholders; and linking advanced technical knowledge with the broader political and financing bodies that will drive action.

The group should not be responsible for providing direct technical assistance to governments, communities, or civil society, but should serve as a connector across countries, stakeholders, and development partners, especially helping galvanize technical assistance and financial support.

The HLEAG should publish a clear Terms of Reference (ToR) that orients the group's work on Actionable Recommendation 1 around four topics:

- 1) fair benefit sharing;**
- 2) value addition;**
- 3) economic diversification;** and
- 4) trade, finance, and investment.**

The HLEAG ToR should include the following functions within the scope of the group's work on these topics:

- Commission and consolidate **analysis/tools**, including research, mapping, case studies, cost-benefit analytical frameworks, data, and models.

- Map, assess, and establish **norms** and **tools**, including policy reform, best practice development, guidelines, innovation, and adequate support for development objectives.
- Mobilize resources for **capacity**, including technical assistance, capacity-building, and knowledge sharing.
- Create spaces for **collaboration**, including multi-stakeholder convenings, discussions, cooperation, trust-building, and formal/informal diplomacy.
- Mobilize action on **resourcing**, including financing, development assistance, philanthropic support, and investment-opportunity development. While it is not expected that the group itself would disburse funding, the HLEAG should mobilize the allocation of financial resources to help LMICs and civil society rapidly scale up the development, implementation, and oversight of policies, best practices, and innovations that advance benefit sharing, revenue management (nationally and locally), value addition, economic diversification, and trade, finance, and investment.

Section C outlines key gaps regarding economic equity in LMICs across the four goal areas and provides actions that various stakeholders, including the HLEAG, should take to address such gaps. From that more comprehensive list, the HLEAG should prioritize the following actions:

## **Goals 1 and 2: Fair benefit sharing and Value addition**

- Facilitate peer **collaboration** on knowledge sharing and methodologies for governments to develop coherent strategies for mineral-sector management and value addition, as well as effective policies to implement those strategies, cost-benefit analysis, and intra-governmental coordination.
- Identify priorities for **capacity** development in mineral benefit sharing among governments, Indigenous Peoples, local communities, and local government authorities. Highlight gaps in support to governments to achieve their capacity development objectives, and facilitate the coordination of technical and financial support to address those gaps. Enhance capacity and trust regarding compliance (e.g. through resourcing of cooperative tax compliance strategies).
- Mobilize action on **resourcing**:
  - for government procurement of the necessary digital infrastructure, models, and data for effective strategy processes, policy design, contract negotiation, and project development;
  - to support development of value-addition facilities and related infrastructure, including increased use of guarantees to derisk private financing.



### Goal 3: Economic diversification

- Develop **tools** and approaches that:
  - governments can adapt to build strong visions for equitable economic diversification, which can in turn shape approaches to effectively manage mining and value addition strategies;
  - support effective public consultation and strategic communications around the role and socio-environmental impacts of the mining sector in people-centered national development strategies, including by generating public engagement around the balance between short-term and long-term objectives and to ensure that citizens and vulnerable communities have access to information as well as the ability to shape policy approaches.
- Develop and disseminate new **norms** of engagement by development partners and intergovernmental organizations (IGOs) to strengthen their support for industrial policy development in mineral-producing countries.

### Goal 4: Trade, finance, and investment

- Consolidate a set of **norms** to reform global trade rules, including by removing local content, export, and industrial policy restrictions as well as investor-state dispute-settlement (ISDS) mechanisms that restrict policy space in free-trade agreements and bilateral investment treaties, and by advancing World Trade Organization (WTO) climate waivers.
- Promote **collaboration** with relevant global-trade bodies, including the WTO, to pursue the adoption of the proposed reforms.

#### 1. Composition of the High-Level Expert Advisory Group

The HLEAG should be a workable size, large enough to ensure a diversity of skills and perspectives but small enough to be manageable for organizing discussions and reaching a quorum. Members should be selected based on their technical knowledge—including their understanding of the equity challenges facing LMICs—as well as their ability to ensure a diversity of perspectives, including *vis-a-vis*:

- Region/country of origin
- Stakeholder group (including government, private sector, civil society, and academia)
- Area of technical expertise
- Stage of the mineral supply chain (upstream, midstream, and downstream)

Given that justice is central to the HLEAG mission, the group should itself be structured and governed in a fair manner. The group should have a relatively even numerical balance between different stakeholder groups to mitigate against power asymmetries, as well as balanced representation of stakeholders from

both high-income consumer countries and LMICs. Members of the group should have equal voice in deliberations and decisions, while seeking to reach consensus where possible. To ensure accountability and enable consultation, best practices should be implemented to create transparency about the HLEAG's work, and members should be free to consult with stakeholders outside of the group.

The HLEAG should be supported by a small secretariat that oversees program implementation, organizes research, convenes meetings, and builds connections inside and outside of the group. The group should partner with outside organizations, experts, and consultants as needed in order to generate technically sound and state-of-the-art analysis.

## **2. Centrality of equity across the High-Level Expert Advisory Group's engagement**

The HLEAG should center equity throughout its work and goals, including by embedding the protection of the environment and the rights of citizens, communities, and Indigenous Peoples across its technical analysis and practical guidance. The HLEAG membership and secretariat should include the necessary skills and perspectives to ensure that these issues are effectively mainstreamed throughout the group's actions.

## B. Proposals on the High-Level Expert Advisory Group's goals and outcomes

Building on the four topics outlined above, the HLEAG should orient its work around the following goals:

1. A **fair share of benefits** from mining that are distributed equitably and managed well.
2. **Value-addition** projects that benefit people.
3. A **diversified economy** that benefits from—but does not depend on—minerals.
4. **Trade, finance, and investment** that supports, rather than hinders, sustainable development and diversification of LMICs and regions.

While each of these goals is distinct, LMICs should be supported to approach them holistically, and with a cross-cutting prioritization of **participatory practices** (including Indigenous Peoples, women, and youth) and **governance, social, and environmental protections** (including anti-corruption measures, no-go zones, and free, prior, and informed consent (FPIC)). This approach should be informed by a clearly defined **national strategy for the sector** based on a national development plan that is aligned with economic diversification, emissions reduction, and circularity opportunities (linked to the Panel's Actionable Recommendation 5), as well as pursuit of South-South cooperation and regional integration.

The outcomes to be targeted for each of these goals are outlined below:

### 1. A fair share of benefits from mining that are distributed equitably and managed well

1.1 Comprehensive geological knowledge and regulatory frameworks provide the basis for sound management of the minerals sector—including a rights-allocation system

that is transparent, rules-based, guided by cost-benefit analysis, free from corruption, and, if there is sufficient geological information, competitive.

1.2 Environmental and social protections as well as governance foundations put the principle of minimizing all harm at the core of government and industry approaches



to mining operations. This ensures negative environmental and social impacts are avoided, mitigated, managed (including through no-go zones, FPIC, and community involvement in monitoring), and fully remediated.

**1.3 Strategies, legal frameworks, and contract/licensing regimes** that maximize national and local benefits from mining operations are in line with the national development plan, while maintaining investment viability—including through design and enforcement of tax regimes, local procurement systems and shared infrastructure, avoidance of ineffective or inappropriate incentives, stability and predictability for investors, and enabling governments and companies to be on equal footing in negotiations.

**1.4 Revenue-management frameworks** ensure revenue flows are transparent, support national development goals and macroeconomic stability, and benefit current and future generations—including by investing in current development projects, using a sovereign wealth fund, or paying down high-interest debt, as appropriate for the country context.

**1.5 Co-designed revenue sharing, skills development, job creation, and other mechanisms** ensure impacted Indigenous Peoples and local communities benefit from mining activities and drive sustainable development that does not ultimately depend on the sector going above and beyond the mechanisms needed to minimize and compensate for risks

and harms.

**1.6 Systematic assessment, prevention, and mitigation of corruption risks** associated with mining activities – including those related to policy capture, licensing and permitting, fiscal policy, provision of incentives, value addition and infrastructure development, and socio-environmental protections.

## **2. Value-addition projects that benefit people**

**2.1 Clearly defined national and regional strategies** are specific to relevant minerals and stages of the value chain. They are based on national and regional development plans, short- and long-term economic feasibility, market outlook, and rigorous, iterative scenario and cost-benefit analysis (including positive and negative externalities related to economic, social, and environmental impacts, recognition of risk levels and corresponding rewards, and the relative value of immediate versus long-term costs and benefits).

**2.2 A principle of minimizing all harms** is placed at the core of the government and industry's approach to value addition—ensuring environmental and social impacts are avoided, mitigated, and managed—including through no-go zones, FPIC, and community involvement in monitoring.

**2.3 Fiscal, industrial, trade, and local content policy mechanisms** for encouraging value addition are

tailored to national and regional strategies, proactively prioritizing inputs (e.g. energy and transportation infrastructure, skills development, and employment) that benefit people, account for—but also aim to enhance—governments’ financial, technical, and regulatory capacity, reflect geopolitical positioning, and are developed and implemented based on good governance.

2.4 Policies have a consistent focus on equitable distribution of benefits within LMICs to ensure value addition drives both national and local development and improves the wellbeing of marginalized groups—including through ensuring people in impacted communities have access to shared-use infrastructure, and designing skills-development policies to reach and facilitate participation of marginalized groups in the value chain.

### **3. A diversified economy that benefits from—but does not depend on—minerals**

3.1 National strategies leverage mineral value chain revenues and activities to advance broader industrial policy that builds strong non-mining sectors and reduces national economic dependence on mining over time. Integrated industrial policy is customized for different stages of development and based on market and cost-benefit analysis to identify non-mining sectors with long-term potential. Policy planning is coordinated across relevant national and sub-national ministries—including

mining, finance, environment, industry, and research and innovation—and regional coordination leverages complementary diversification potential across partner countries.

3.2 Government planning, private-sector investment, and investor financing enable the development of commercially viable shared-use infrastructure that supports national economic diversification into priority sectors beyond mining. Implementation of those plans is effective, transparent, socially and environmentally responsible, and participatory.

3.3 Diversification projects proactively and deliberately transfer skills, knowledge, and technology that broadens the national base of human capital and technical capacity to advance sectors beyond mining. Governments play an active role in mapping and identifying transferable skills, and both governments and private-sector actors support equitable approaches to knowledge and skills development, including strategies to engage vulnerable populations.

3.4 Diversification strategies take into account equitable targets and timelines for material efficiency and circularity to balance consumption and reduce environmental impacts (in line with the Panel’s Actionable Recommendation 5) and proactively prioritize expansion into industries that create net-positive benefits for people and the environment.

## **4. Trade, finance, and investment that supports, rather than hinders, sustainable development and diversification of low- and middle-income countries and regions**

4.1 National policy space for LMICs to advance value addition and domestic industrialization is respected and enabled through reforms to international trade and investment frameworks (including WTO rules), treaties, partnerships, and agreements. These mechanisms foster regional-trade integration and fiscal cooperation rather than competition.

4.2 Technology transfer is encouraged, rather than prevented, by reforms to international trade and investment frameworks, treaties, partnerships, and agreements. Contracts linked to these mechanisms include binding provisions for local ownership, skills development, and equitable benefit sharing to ensure long-term value creation.

4.3 International trade and investment frameworks, treaties, partnerships, and agreements implement strong, binding environmental, social, and accountability safeguards and due diligence in the specific projects they support, allowing governments to further strengthen these safeguards over time. LMICs are empowered in global tax governance (e.g. in the context of the UN Tax Convention). Stabilization clauses and ISDS provisions (e.g. in bilateral investment treaties and free-trade agreements)

are reformed to avoid constraints on LMICs' fiscal flexibility and national development objectives.

4.4 Global climate cooperation emphasizes establishing and implementing international finance targets and mechanisms that advance equitable development for LMICs via transition mineral benefit sharing, value addition/mid-stream industrialization, economic diversification, and circularity – without increasing such countries' debt burden. Regional cooperation and integration of regional fiscal policies is supported.

## C. Gap analysis of broader sectoral context and stakeholders linked to the High-Level Expert Advisory Group's actions

The work of the HLEAG will be shaped by the broader policy context in the mining sector, as well as the actions of a range of other key actors. Likewise, the HLEAG's activities should help activate a broader set of actions and reforms across the sector.

The table below outlines key gaps regarding economic equity in LMICs across the four goal areas, and includes a set of actions that various stakeholders should take to address these gaps. The table highlights actions that the HLEAG would be well-positioned to pursue in order to positively contribute to and influence the broader ecosystem of actors working on these issues.

The table references a broad set of actors working within and across mineral-producing countries, and the HLEAG will not necessarily be directly involved in every action reflected in the gap analysis. Nonetheless, the HLEAG can play an important role in coordinating and motivating action to achieve these goals.

## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
Insufficient geological data that inhibits long-term planning and competitive bidding, and weakens bargaining power (1.1)	<p><b>Capacity:</b> Increased government capacity for geological mapping, reserve classification, etc. (outside of areas of particularly high environmental and social sensitivity).<sup>1</sup></p> <p><b>Resourcing:</b> Increased funding for geological mapping, reserve classification, etc. (outside of areas of particularly high environmental and social sensitivity).</p>	<p>Governments with geological survey capacity, mining companies</p> <p>Development partners, partner governments - e.g. through the Minerals Security Partnership (MSP)</p>
	<p><b>HLEAG's role:</b> Identify gaps in support for governments' geological survey capacity, and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of geological data.</p>	
Insufficient understanding of rights-allocation options and best practices (1.1)	<p><b>Norms:</b> Peer-knowledge sharing and guidelines on rights-allocation options, best practices, and applicability to different contexts.</p>	<p>Development partners/IGOs/non-governmental organizations (NGOs), governments of mineral-producing countries, mining companies</p>

<sup>1</sup> Including use of AI in the development and analysis of cartographic and cadastral data.

**Goal 1. A fair share of benefits from mining that are distributed equitably and managed well**

Gap (related sub-priority)	Actions needed	Supporting actors
	<p><b>HLEAG’s role:</b> Facilitate peer-knowledge sharing and development of guidelines on rights allocation.</p>	
<p>Insufficient planning capacity to assess and balance different economic, environmental, and social costs and benefits at both sector- and project level, including as a result of insufficient coordination between government agencies with different expertise, incentives, and data-sharing infrastructure (1.1, 1.2, 1.3)</p>	<p><b>Capacity:</b> Increased government capacity to evaluate different development pathways and conduct cost-benefit analyses, including evaluation of environmental and social impact assessments. Increased capacity of regional and national universities, research institutes, and civil society to support independent research and analysis.<sup>2</sup></p> <p><b>Resourcing/tools:</b> Funding for government procurement of the necessary digital infrastructure, models, and data for rigorous, coordinated planning processes.</p> <p><b>Norms:</b> Peer-knowledge sharing and guidelines on methodologies for quantifying environmental and social costs, cost-benefit analytical frameworks, and models of intra-governmental coordination used by mineral-producing countries.<sup>3</sup></p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners,<sup>4</sup> partner governments</p> <p>Development partners/IGOs, governments of mineral-producing countries</p>
	<p><b>HLEAG’s role:</b> Identify gaps in support to governments’ planning capacity, and facilitate</p>	

<sup>2</sup> Including through e-learning platforms (e.g. a multi-stakeholder massive open online course (MOOC) on cost-benefit analyses).

<sup>3</sup> Including consideration of institutions dedicated to cost-benefit analysis.

<sup>4</sup> Development partners must coordinate to ensure interoperability of relevant datasets.



## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
	<p>the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of the necessary digital infrastructure, models, and data. Facilitate peer-knowledge sharing and development of guidelines on quantifying environmental and social costs, cost-benefit analytical frameworks, and intra-governmental coordination.</p>	
<p>Multitude of standards with an over-reliance on certification rather than due diligence to ensure strong environmental, social, and governance practices (1.2, 1.6)</p>	<p><b>Norms:</b> Commitment to strong environmental, social, and governance standards by all actors that are assessed and enforced through mandatory human rights and environmental due diligence (HREDD).</p> <p><b>Capacity:</b> Increased government and company capacity to meet strong standards.</p> <p><b>Resourcing:</b> Funding to support enhanced HREDD by companies, governments, investors, and other oversight actors.</p> <p><b>Analysis/tools:</b> Research and market analysis on how to price mechanisms that place a premium on minerals subject to enhanced HREDD, including assessment of how such premiums could equitably benefit mineral-producing LMIC economies.</p>	<p>Mining companies, downstream companies, investors, partner governments</p> <p>Development partners/IGOs (including the Organisation for Economic Co-operation and Development responsible business conduct (OECD RBC) and the U.N. Working Group on Business and Human Rights (U.N. WG BHR)), NGOs</p> <p>Development partners, partner governments</p> <p>Development partners/IGOs, NGOs, mining companies, downstream companies,</p>

## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
		investors
Insufficient capacity to design and negotiate economic policy, systems, and contracts (1.3, 1.4, 1.5)	<p><b>HLEAG's role:</b> Promote development and implementation of strong environmental, social, and governance standards by all actors that are assessed and enforced through mandatory HREDD.</p> <p><b>Capacity:</b> Increased government modeling capacity to design tax and local procurement regimes, shared infrastructure projects and revenue management frameworks, and increased contract-negotiation capacity to achieve the intended socioeconomic outcomes.</p> <p><b>Resourcing/tools:</b> Funding for government procurement of the necessary models and data for effective economic policy design.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' modeling and contract negotiation capacity, and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of models and data.</p>	<p>Development partners, IGOs, NGOs</p> <p>Development partners, partner governments</p>
Lack of dialogue between industry and governments of mineral-producing countries about tackling issues of tax equity in the context of a just	<b>Collaboration:</b> Space for multistakeholder dialogue on tax regime design that accounts for the long-term demand outlook, global need for significant mining investment,	Mineral-producing country governments, mining companies, downstream companies, investors, civil society

## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
energy transition (1.3)	and heightened price volatility. <sup>5</sup>	
	<b>HLEAG's role:</b> Convene multistakeholder dialogue between industry and governments of mineral-producing countries on issues of tax equity.	
Insufficient capacity to effectively measure and collect revenues (1.3)	<p><b>Capacity:</b> Increased capacity of tax authorities to assess company-reported pricing and costs, and to design robust tax avoidance rules (such as benchmark pricing, safe harbors, etc.).<sup>6</sup></p> <p><b>Resourcing/tools:</b> Funding for government procurement of analytical tools (e.g. for risk assessments) as well as price and cost databases.</p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners, partner governments</p>
	<b>HLEAG's role:</b> Identify gaps in support to governments' tax administration capacity, and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of analytical tools and databases.	
Insufficient business opportunity development and capital for potential local goods and services suppliers (1.3, 1.5)	<b>Capacity:</b> Increased government capacity to design contracting and subcontracting rules to provide opportunities to local suppliers, and to support joint-venture and other business matchmaking arrangements.	Development partners/IGOs/NGOs, mining companies, established suppliers

<sup>5</sup> Including as part of development of the U.N. Tax Convention.

<sup>6</sup> Including for using AI tools for more effective tracking and tracing of physical and financial flows.

**Goal 1. A fair share of benefits from mining that are distributed equitably and managed well**

Gap (related sub-priority)	Actions needed	Supporting actors
	<p><b>Resourcing:</b> Capitalizing of supplier development funds set up by governments of mineral-producing countries and/or mining companies for potential local suppliers.</p> <p><b>HLEAG’s role:</b> Identify gaps in support to governments’ policy capacity to promote local suppliers, and facilitate the coordination of technical and financial support to address them, including through peer learning and leveraging industry insights and partnerships.</p>	<p>Development partners/IGOs, partner governments, mining companies</p>
<p>Insufficient skills—particularly in mining-impacted areas and for marginalized groups—to take advantage of direct and indirect employment opportunities (1.3, 1.5)</p>	<p><b>Analysis/tools:</b> Mapping of possible skills-development mechanisms involving government and industry,<sup>7</sup> best practices, and applicability to different contexts.</p> <p><b>Resourcing:</b> Funding for skills-development programs.</p> <p><b>HLEAG’s role:</b> Identify gaps in support to governments’ capacity to promote skills development, and facilitate the coordination of technical and financial support to address them, including through peer learning and leveraging industry insights and partnerships.</p>	<p>Development partners/IGOs/NGOs, governments of mineral-producing countries, mining companies</p> <p>Development partners/IGOs, partner governments, mining companies</p>

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<sup>7</sup> E.g. Co-funding of polytechnical institutes that are directly linked to employment by mining companies.

## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
<p>Insufficient local government capacity as well as Indigenous Peoples and local community access to decision-making, information, and capacity around designing subnational benefit mechanisms (1.5)</p>	<p><b>Capacity:</b> Increased capacity of local government authorities, Indigenous Peoples, and local communities to design subnational benefit mechanisms, including to ensure alignment with, and leveraging of, national development plans.</p> <p><b>Collaboration:</b> Space for community-level dialogue on benefit-mechanism goals and design.</p> <p><b>Norms:</b> Peer-knowledge sharing and guidelines on participatory subnational policymaking best practices.</p> <p><b>HLEAG's role:</b> Identify gaps in local government and impacted stakeholder capacity, access to decision-making, and subnational benefit-sharing best practices, and facilitate the coordination of technical and financial support to address these gaps.</p>	<p>Development partners/IGOs, governments of mineral-producing countries, civil society</p> <p>Governments of mineral-producing countries, local authorities, civil society</p> <p>Development partners/IGOs, governments of mineral-producing countries, civil society.</p>
<p>Insufficient regional integration to increase the feasibility and benefits of certain policy areas, including tax and supplier development (1.3, 1.5)</p>	<p><b>Capacity:</b> Increased regional-body capacity to identify and use integration opportunities and benefits. Increased government capacity to communicate benefits of regional integration to the public.</p> <p><b>Collaboration:</b> Increased inter-governmental discussion</p>	<p>Regional bodies, development partners/IGOs/NGOs</p>

## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
	<p>in order to build trust and encourage understanding of regional integration opportunities and benefits. Increased efforts to harmonize both tariffs and frameworks for regional trade in mining inputs.</p> <p><b>Analysis/tools:</b> Research on coordination mechanisms, including for benefit sharing.</p>	<p>Regional bodies, governments of mineral-producing countries</p> <p>Development partners/IGOs/NGOs</p>
<p><b>HLEAG's role:</b> Facilitate coordination by international and regional bodies to advance regional integration, and mobilize technical and financial resources to support such efforts.</p>		
<p>Insufficient data security to protect intellectual property (IP) and give confidence to providers of data and technology (1.1, 1.3, 1.5)</p>	<p><b>Capacity:</b> Increased government understanding of the importance of IP protection and capacity to enact it.</p> <p><b>Resourcing:</b> Funding for government procurement of data security software.</p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners, partner governments</p>
<p>Lack of trust between governments, national and subnational authorities,</p>	<p><b>Collaboration:</b> More consultation, inclusive decision-making, and opportunities for multi-stakeholder dialogue.</p>	<p>Multistakeholder initiatives (e.g. national Extractive Industries Transparency</p>



## Goal 1. A fair share of benefits from mining that are distributed equitably and managed well

Gap (related sub-priority)	Actions needed	Supporting actors
companies, and impacted Indigenous Peoples and local communities, resulting in suboptimal government decision-making, slow permitting, and weaker social license to operate (1.1, 1.2, 1.3, 1.5)	<p><b>Capacity/norms:</b> Peer-knowledge sharing and guidelines on participatory approaches used by mineral-producing countries (e.g. involvement in local communities in environmental monitoring).</p> <p><b>HLEAG's role:</b> Promote best practices for multistakeholder dialogue between government, national, and subnational authorities, companies, and impacted Indigenous Peoples and local communities.</p>	<p>Initiative (EITI) multi-stakeholder groups (MSGs), civil society</p> <p>Development partners/IGOs/NGOs, governments of mineral-producing countries</p>

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
Insufficient planning capacity to assess value chain options and balance different economic,	<b>Capacity:</b> Increased government capacity to evaluate different value chain options—including how they support the national development plan, their feasibility, the	Development partners/IGOs/NGOs, industry including mining companies

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
<p>environmental, and social costs and benefits at both sector- and project level, including as a result of insufficient coordination between government agencies with different expertise and incentives (2.1, 2.2)</p>	<p>geopolitical implications, investment options, and key actors—and to conduct cost-benefit analyses. Increased capacity of regional and national universities, research institutes, and civil society to support independent research and analysis.</p> <p><b>Resourcing/tools:</b> Funding for government procurement of the necessary digital infrastructure, models, and data for rigorous, coordinated planning processes.</p> <p><b>Norms:</b> Peer-knowledge sharing and guidelines on methodologies for mapping interactions between mineral value chains and the wider economy, quantifying environmental and social costs, cost-benefit analytical frameworks, and models of intra-governmental coordination used by mineral-producing countries.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' planning capacity and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of the necessary digital infrastructure, models and data. Facilitate peer knowledge-sharing and development of guidelines.</p>	<p>(for understanding investment needs and options)</p> <p>Development partners, partner governments</p> <p>Development partners/IGOs/NGOs, governments of mineral-producing countries</p>
<p>Insufficient space for an iterative strategy that supports a learning culture, including the willingness to think outside the box and make mistakes (2.1,</p>	<p><b>Capacity:</b> Increased government communication capacity to explain strategic approaches and impacts of policy decisions to the public.</p> <p><b>Collaboration:</b> More consultation, inclusive decision-</p>	<p>Development partners/IGOs/NGOs</p>

**Goal 2. Value-addition projects that benefit people**

Gap (related sub-priority)	Actions needed	Supporting actor
2.3)	<p>making, and spaces for multi-stakeholder dialogue to achieve public buy-in.</p> <p><b>HLEAG’s role:</b> Identify gaps in support to governments’ communication capacity and facilitate the coordination of technical and financial support to address them.</p>	<p>Multistakeholder initiatives (e.g. national EITI MSGs), civil society</p>
<p>Multitude of standards with an over-reliance on certification rather than due diligence to ensure strong environmental, social, and governance practices (2.2, 2.5)</p>	<p><b>Norms:</b> Commitments to strong environmental, social, and governance standards by all actors that are assessed and enforced through mandatory human rights and environmental due diligence. Assessment of whether existing standards are fit for purpose to advance equitable development of LMICs.</p> <p><b>Capacity:</b> Increased government and company capacity to meet strong standards.</p> <p><b>Resourcing:</b> Funding to support enhanced due diligence by companies, governments, investors, and other oversight actors.</p> <p><b>Analysis/tools:</b> Research and market analysis on feasibility and possible approaches to price mechanisms that place a premium on minerals subject to enhanced due diligence, including assessment of how such premiums could equitably benefit the economies of mineral-producing countries.</p>	<p>Mining companies, downstream companies, investors, partner governments</p> <p>Development partners/IGOs/NGOs (including OECD RBC and U.N. WG BHR)</p> <p>Development partners, partner governments</p> <p>Development partners/IGOs, value addition companies, downstream companies, investors</p>

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
	<p><b>HLEAG's role:</b> Promote development and implementation of strong environmental, social and governance standards by all actors that are assessed and enforced through mandatory HREDD.</p>	
<p>Insufficient capacity to design and negotiate value-addition policy, systems, and contracts (2.3, 2.4)</p>	<p><b>Capacity:</b> Increased government capacity to design value-addition policy and legal frameworks. Increased negotiation capacity to secure the necessary investments and achieve the intended socioeconomic outcomes.</p> <p><b>Resourcing/tools:</b> Funding for government procurement of the necessary models and data for effective value-addition policy design and contract negotiation.</p> <p><b>Norms:</b> Peer-knowledge sharing and guidelines on policy options, best practices, and applicability to different contexts.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' policymaking, modeling and contract negotiation capacity, and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of models and data. Facilitate peer knowledge-sharing and development of guidelines.</p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners, partner governments</p> <p>Development partners/IGOs/NGOs, governments of mineral-producing countries, value-addition companies</p>
<p>Insufficient financing for value-addition facilities and</p>	<p><b>Capacity:</b> Increased government understanding of financing options and techniques.</p>	<p>Development partners/IGOs/NGOs, industry</p>

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
supporting infrastructure (2.1, 2.3)	<p><b>Resourcing:</b> Funding to support development of value-addition facilities and supporting infrastructure, including increased use of guarantees to derisk private financing.<sup>8</sup></p>	<p>including value addition, trading, and downstream companies</p> <p>Development partners, partner governments</p> <p>Global Investor Commission on Mining 2030</p>
	<p><b>HLEAG's role:</b> Identify gaps in support to governments' understanding of financing options and techniques. Mobilize action on resourcing to support development of value addition facilities and supporting infrastructure.</p>	
Insufficient technology transfer to facilitate value chains (2.3)	<p><b>Capacity:</b> Increased access to technologies monopolized by consumer countries' governments and companies.</p> <p><b>Norms:</b> Creation of global standards and model agreements on technology transfer.</p>	<p>Partner governments</p> <p>Development partners/IGOs/NGOs, partner governments, governments of mineral-producing countries, value-addition companies</p>

<sup>8</sup> Guarantees are particularly important for value-chain development, given that they reduce the need to perfectly align all stages of the chain in advance.

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
	<p><b>HLEAG's role:</b> Convene multistakeholder dialogue between mineral-producing country governments, partner governments and industry on creation of technology transfer global standards and model agreements.</p>	
<p>Insufficient data security to protect IP and give confidence to providers of data and technology (2.1, 2.3)</p>	<p><b>Capacity:</b> Increased government understanding of the importance of IP protection and capacity to enact it.</p> <p><b>Resourcing:</b> Funding for government procurement of data security software.</p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners, partner governments</p>
<p>Insufficient business opportunity development and capital for potential local goods-and-services suppliers (2.3, 2.4)</p>	<p><b>Capacity:</b> Increased government capacity to design contracting and subcontracting rules to provide opportunities to local suppliers, and to support joint-venture and other business matchmaking arrangements.</p> <p><b>Resourcing:</b> Capitalizing of supplier development funds set up by governments of mineral-producing countries for potential local suppliers.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' policy capacity to promote local suppliers and facilitate the coordination of technical and financial support to address them, including through peer learning and leveraging industry insights and partnerships.</p>	<p>Development partners/IGOs, value-addition companies, established suppliers</p> <p>Development partners/IGOs, partner governments, value-addition companies</p>
<p>Insufficient skills—particularly in value-addition areas and for marginalized groups—to take</p>	<p><b>Analysis/tools:</b> Mapping of possible skills-development mechanisms involving government and industry, best practices, and applicability to different contexts.</p>	<p>Development partners/IGOs/NGOs, governments of mineral-</p>



## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
<p>advantage of direct and indirect employment opportunities (2.3, 2.4)</p>	<p><b>Resourcing:</b> Funding for skills-development programs.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' capacity to promote skills development and facilitate the coordination of technical and financial support to address them, including through peer learning and leveraging industry insights and partnerships.</p>	<p>producing countries, value-addition companies</p> <p>Development partners/IGOs, partner governments, value addition companies</p>
<p>Insufficient local-government capacity as well as Indigenous Peoples and local community access to decision-making, information, and capacity around designing subnational benefit mechanisms (2.4)</p>	<p><b>Capacity:</b> Increased capacity of local government authorities, Indigenous Peoples, and local communities to design subnational benefit mechanisms, including to ensure alignment with, and leveraging of, national development plans.</p> <p><b>Collaboration:</b> Space for community-level dialogue on benefit-mechanism goals and design.</p> <p><b>Norms:</b> Peer-knowledge sharing and guidelines on participatory subnational policymaking best practices.</p>	<p>Development partners/IGOs, governments of mineral-producing countries, civil society</p> <p>Governments of mineral-producing countries, local authorities, civil society</p> <p>Development partners/IGOs, governments of mineral-producing countries, civil society</p>

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
	<p><b>HLEAG's role:</b> Identify gaps in local government and impacted stakeholder capacity, access to decision-making, and subnational benefit-sharing best practices, and facilitate the coordination of technical and financial support to address such gaps.</p>	
<p>Insufficient regional integration to increase the feasibility and benefits of value addition (2.1, 2.3)</p>	<p><b>Capacity:</b> Increased regional-body capacity to identify and use integration opportunities and benefits. Increased government capacity to communicate benefits of regional integration to the public.</p> <p><b>Collaboration:</b> Increased inter-governmental discussion in order to build trust and encourage understanding of regional integration opportunities and benefits. Increased efforts to harmonize both tariffs and frameworks for regional trade in minerals and associated industries.</p> <p><b>Analysis/tools:</b> Research on coordination mechanisms, including for benefit sharing.</p>	<p>Development partners/IGOs</p> <p>Regional bodies, governments of mineral-producing countries</p> <p>Development partners/IGOs/NGOs</p>
<p>Insufficient data security to protect IP and give confidence to providers of data and technology (2.1, 2.3)</p>	<p><b>Capacity:</b> Increased government understanding of the importance of IP protection and capacity to enact it.</p> <p><b>Resourcing:</b> Funding for government procurement of data</p>	<p>Development partners/IGOs/NGOs</p>

## Goal 2. Value-addition projects that benefit people

Gap (related sub-priority)	Actions needed	Supporting actor
	security software.	Development partners, partner governments
Lack of trust between government, national, and subnational authorities, companies, and impacted Indigenous Peoples and local communities, resulting in suboptimal government decision-making, slow permitting, and weaker social license to operate (2.1, 2.2, 2.3, 2.4)	<p><b>Collaboration:</b> More consultation, inclusive decision-making, and opportunities for multi-stakeholder dialogue.</p> <p><b>Capacity/norms:</b> Peer-knowledge sharing and guidelines on participatory approaches used by mineral-producing countries (e.g. involvement in local communities in environmental monitoring).</p>	<p>Multistakeholder initiatives (e.g. national EITI MSGs), civil society</p> <p>Development partners/IGOs/NGOs, governments of mineral-producing countries</p>
	<p><b>HLEAG's role:</b> Promote best practices for multistakeholder dialogue between government, national and subnational authorities, companies &amp; impacted Indigenous Peoples and local communities.</p>	

## Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
Capacity gaps in diversification	<b>Capacity:</b> Capacity-building and technical assistance for	Development

### Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
<p>and industrial policy development and sector strategies—including around infrastructure, skills, and technology necessary to go beyond raw materials (3.1, 3.2, 3.3, 3.4)</p>	<p>governments and non-governmental actors. Massive open online courses (MOOCs) and virtual repository of case studies.</p> <p><b>Collaboration:</b> Government experience-sharing and lessons learned on diversification strategies.</p> <p><b>Analysis:</b> Country-specific data and analysis to inform choices of sectors and strategies. Deep analysis of adjacent industries connected not only to mines, but also to manufacturing, technology, and other sectors.</p> <p><b>HLEAG's role:</b> Identify gaps in support to governments' policymaking on diversification and industrial policy, and facilitate the coordination of technical and financial support to address them. Mobilize action on resourcing for government procurement of country-specific data and analysis to inform strategic decisions. Facilitate peer knowledge-sharing on diversification strategies.</p>	<p>partners/IGOs to provide technical assistance and financial support for diversification strategies</p> <p>Experience-sharing from governments, regional/global lessons learned, and knowledge centers</p> <p>Research institutions to develop tool kits and data sets to inform diversification decisions</p>
<p>Lack of coordination across government agencies to build integrated approaches to diversification, which exacerbates siloes and short-term thinking</p>	<p><b>Capacity:</b> Support to develop strong, shared national strategies within government. Support to non-governmental actors (civil society organizations, communities, and research institutions) to shape national policy choices and ensure that diversification plans are serving the broader</p>	<p>Development partners to support institutional reform efforts as well as government coordination and effectiveness</p>

### Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
(3.1)	<p>public interest. Strategic communications support both inside and outside of government to help build a narrative for long-term reform.</p> <p><b>Analysis/norms:</b> Identification of best practices and case studies on establishing effective organizational structures across government agencies to support diversification (e.g. establishing a coordinating ministry or Presidential/Prime Minister-Level Special Commissions, or framing policy around diversification and green-minerals strategy).</p> <p><b>HLEAG's role:</b> Promote best practices and case studies on establishing effective organizational structures across government agencies to support diversification, and the development of public oversight mechanisms to ensure diversification plans serving the broader public interest.</p>	<p>Development partners/IGOs/NGOs, governments of mineral-producing countries</p>
<p>Barriers in international financial architecture obstructing national efforts to diversify (3.1, 3.2)</p>	<p><b>Capacity:</b> International financial institutions (IFIs) increase their internal expertise and bandwidth on industrial policy within LMICs, including building more dedicated workstreams to support diversification and green-industrial policy.</p> <p><b>Resources:</b> Technical assistance and financial support to LMICs on industrial policy development and value addition. Increased guarantees from DFIs.</p> <p><b>Norms:</b> Reform of IFI policies, including changing the</p>	<p>Development partners, IFIs, development financial institutions (DFIs)</p> <p>Development partners, IFIs, DFIs</p>

### Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
	<p>debate from solely capital reform (e.g. how much is available) to substantive reform (e.g. what policy areas are prioritized for investment).</p> <p><b>HLEAG's role:</b> Facilitate coordination by IFIs and DFIs to mobilize technical assistance and financial support to LMICs on diversification, industrial policy, and value addition policy development and implementation.</p>	<p>IFIs, DFIs</p>
<p>The complexity and contextual specificity of tackling diversification is an obstacle to establishing effective strategies (3.1)</p>	<p><b>Collaboration:</b> Development of regional strategies around mineral entry points and diversification potential, including regional collaboration around technology and finance.</p> <p><b>Analysis/tools:</b></p> <ul style="list-style-type: none"> <li>- Research on how to connect diversification planning to mineral-use strategy, including via value addition and investment of mineral revenues.</li> <li>- Analysis of global green-value chains versus conventional value chains, including differences in structural obstacles and enablers.</li> <li>- Lessons learned from past diversification efforts.</li> <li>- Tools for skills/knowledge-mapping and identifying gaps.</li> <li>- Tools for future-scenario planning and blue-sky exercises to develop strategies.</li> <li>- Market analysis and assessment of LMICs' power and role in the global green-minerals market, as well as the role mineral-producing LMICs can play in the circular economy</li> </ul>	<p>Regional bodies, governments of mineral-producing countries, development partners/IGOs</p> <p>Development partners/IGOs/NGOs</p>



### Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
	<p>(recycling, e.g.)</p> <ul style="list-style-type: none"> <li>- Technical analysis of the benefits of material efficiency and circularity for emerging economies that produce minerals, including opportunities to contribute to the circular economy in a way that advances national development. Analysis of the impacts that recycling, reduced consumption, and technological innovations may have on the demand for critical minerals produced in LMICs.</li> <li>- Analysis on how state-owned enterprises and other forms of state ownership can present obstacles or opportunities for diversification.</li> <li>- Analysis of narratives on industrial policy for sustainable development leveraging minerals for diversification.</li> </ul> <p><b>Capacity:</b> Technical and financial support to implement industrialization frameworks for minerals in a climate-conscious manner, including the Africa Green Minerals Strategy.</p> <p><b>Resources:</b> Supporting start-ups in the Global South to develop new approaches to mineral value chains and technology development in green areas, including skills development and capital.</p>	<p>Development partners/IGOs/NGOs</p> <p>Development partners/IGOs/NGOs</p>

### Goal 3. A diversified economy that benefits from—but does not depend on—minerals

Gap (related sub-priority)	Action needed	Supporting actor
	<p><b>HLEAG's role:</b> Convene dialogues on regional coordination on diversification strategies. Promote analysis and case studies to support diversification policy development. Mobilize technical and financial support to implement industrialization frameworks in LMICs.</p>	

### Goal 4. Trade, finance, and investment that supports, rather than hinders, sustainable development and diversification of low- and middle-income countries and regions

Gap (related sub-priority)	Action needed	Supporting actor
<p>Lack of transparency, information, tracking, and monitoring (4.1, 4.2, 4.3, 4.4)</p>	<p><b>Norms:</b> Identify and define clear, harmonized system codes for different stages of the mineral value chain (e.g. ores, processed materials, etc.). Establish and implement transparency and monitoring best practices regarding formal trade negotiations, as well as partnership memorandums of understanding and other non-binding mechanisms.</p> <p><b>HLEAG's role:</b> Promote best practices on harmonized system codes and transparency/monitoring of formal and non-binding trade mechanisms.</p>	<p>Development partners</p> <p>Research institutions</p> <p>Multilateral institutions</p> <p>MSP, European Union</p> <p>Global Gateway</p>

**Goal 4. Trade, finance, and investment that supports, rather than hinders, sustainable development and diversification of low- and middle-income countries and regions**

Gap (related sub-priority)	Action needed	Supporting actor
<p>International trade and development architecture or rules create barriers to regional integration and value addition (4.1, 4.2, 4.3)</p>	<p><b>Research/analysis:</b> Assess case studies and overall trends to empirically determine how current trade rules, restrictions, and agreements are impacting LMICs.</p> <p><b>Norms:</b> Reform global-trade rules, especially removing restrictions on local content, technology transfer, raw material and energy exports, and industrial policies both at the WTO and in free-trade agreements, as well as advancing WTO climate waivers. Carry out more frequent reviews of trade agreements, including increased incorporation of robust and enforceable sustainability standards. Promote regional integration among LMICs. Once regional integration efforts are sufficiently advanced, reform free-trade agreements, including energy and raw materials chapters. Reform regional-trade agreements to not exclude Special Economic Zones from preferential treatment. Modify free-trade agreements and bilateral investment treaties to remove ISDS mechanisms that restrict the policy space of mineral-producing LMICs.</p> <p><b>Capacity:</b> Increase capacity on mining and industrial policies among regional and national staff in IFIs.</p>	<p>Trade agency representatives from high-income consumer countries</p> <p>WTO</p> <p>International Monetary Fund</p> <p>World Bank</p> <p>Multilateral development banks (MDBs)</p> <p>Research institutions</p>
<p><b>HLEAG's role:</b> Mobilize trade bodies to convene dialogues on reforming global trade rules and conduct analysis and case studies on the impact of current trade rules, restrictions, and agreements on LMICs.</p>		

**Goal 4. Trade, finance, and investment that supports, rather than hinders, sustainable development and diversification of low- and middle-income countries and regions**

Gap (related sub-priority)	Action needed	Supporting actor
<p>Lack of finance to support win-win value addition and mineral development approaches (4.4)</p>	<p><b>Analysis:</b> Assessment of how resources can be unlocked as part of conventional infrastructure finance linked to clean technology narratives, and development of financing taxonomy to capture such efforts.</p> <p><b>Norms:</b> When public money is involved, standards are needed to ensure increased transparency and compliance standards are followed.</p> <p><b>Resources:</b> Stronger supply chain taxonomy for “green finance” to help lenders de-risk investments that would support value addition and diversification.</p> <p><b>HLEAG’s role:</b> Mobilize finance and development bodies to convene dialogues on infrastructure finance, transparency and compliance standards, and developing “green finance” taxonomies in connection with value addition and diversification.</p>	<p>Research institutions</p> <p>MDBs</p> <p>Global Investor Commission on Mining 2030</p>

## Annex A. Participant list<sup>9</sup>

### Participants in Convening on Fostering Equitable Economic Benefits in Transition Mineral-Producing Countries, December 2–6, 2024

**Organizers:** Patrick Heller, Chief Program Officer, NRG  
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<sup>9</sup> The convening participants contributed to this report. However, the views expressed in this report do not necessarily represent the views of these individuals or their employers.