



**Conference of the Parties to the
Minamata Convention on Mercury
Sixth meeting**

Geneva, 3–7 November 2025

Item 4 (c) of the provisional agenda*

**Matters for consideration or action by the
Conference of the Parties: artisanal and small-scale
gold mining**

**Matters for consideration by the Conference of the Parties
pursuant to decision MC-5/7 on artisanal and small-scale gold
mining**

Addendum

**Draft sections on the review of the implementation of article 7 for inclusion
in the guidance on developing a national action plan to reduce and, where
feasible, eliminate mercury use in artisanal and small-scale gold mining**

Note by the secretariat

1. Paragraph 3 (c) of article 7 of the Minamata Convention on Mercury requires each party that has determined that artisanal and small-scale gold mining and processing in its territory is more than insignificant, notified the secretariat of that determination and developed and submitted a national action plan to the secretariat to provide a review every three years of the progress made in meeting its obligations under article 7 and include such reviews in its reports submitted pursuant to article 21.
2. The secretariat, in collaboration with the secretariat of the Global Mercury Partnership and its artisanal and small-scale gold mining partnership area leads, has developed draft sections on the review of the implementation of article 7 for inclusion in the existing guidance on developing a national action plan to reduce and, where feasible, eliminate mercury use in artisanal and small-scale gold mining, as adopted in decision MC-4/4.¹ The aim of the new sections is to facilitate the reviews and support national focal points in organizing information on the results of the reviews for inclusion in their reports required under article 21.
3. The draft sections are set out in the annex to the present note. They include provisional guidance on the effective engagement and participation of Indigenous Peoples, local communities and other stakeholders, as requested in decision MC-5/7, paragraph 7, and lay out a stepwise approach to reviewing the implementation of article 7 and reporting the results of the review.

* UNEP/MC/COP.6/1/Rev.1.

¹ Available at https://minamataconvention.org/sites/default/files/2021-06/NAP_guidance2018_EN.pdf.

Annex

Draft sections on the review of the implementation of article 7 for inclusion in the guidance on developing a national action plan to reduce and, where feasible, eliminate mercury use in artisanal and small-scale gold mining

1. Article 7, paragraph 3, of the Minamata Convention on Mercury requires each party to notify the secretariat if at any time that party determines that artisanal and small-scale gold mining and processing² in its territory is more than insignificant. If it so determines, the party is required to:
 - (a) Develop and implement a national action plan in accordance with Annex C to the Convention;
 - (b) Submit its national action plan to the secretariat no later than three years after entry into force of the Convention for it or three years after the notification to the secretariat, whichever is later;
 - (c) Thereafter, provide a review every three years of the progress made in meeting its obligations under article 7 and include such reviews in its reports submitted pursuant to article 21 of the Convention.
2. The draft sections on the review of the implementation of article 7 are primarily intended to guide parties that have determined that artisanal and small-scale gold mining in their territory is more than insignificant, have notified the secretariat of that determination, and have developed and submitted a national action plan,³ in accordance with paragraphs 3 (a) and (b) of article 7.
3. It should be noted that parties that have made such a determination and notified the secretariat, but have not yet developed or submitted their national action plan, are nonetheless required to review and report on the progress made in the implementation of Article 7 through their full national reports.⁴
4. The new sections and related amendments include the following:
 - (a) Update to the abbreviations and acronyms table;
 - (b) Update to section 3.3, “Submission of the NAP and Reporting Requirements”;
 - (c) Update to section 4.5, “Developing an Evaluation Process for the NAP”;
 - (d) Addition of new section 4.7, “Conducting a Review of the Implementation of Article 7”;
 - (e) Addition of new annex 7, “Reporting template”.
5. The proposed amendments and new sections are presented below, with the proposed text underlined and the proposed location in the guidance document identified.
 - (a) **Update the abbreviations and acronyms table**
Add a new acronym: RIA – review of the implementation of Article 7
 - (b) **Update section 3.3, “Submission of the NAP and Reporting Requirements”**
Add a new last paragraph: Section 4.7 sets out the suggested steps for a review of the implementation of Article 7, and Annex 7 contains a reporting template to help national focal points organize their information on the results of the review for inclusion in reports required under Article 21.
 - (c) **Update section 4.5, “Developing an Evaluation Process for the NAP”**
Add a new last paragraph: See section 4.7 for more information on the suggested steps in undertaking a review of the implementation of Article 7.

² In the guidance document and consequently in the proposed new text for that document, “artisanal and small-scale gold mining” is replaced by “ASGM”.

³ In the guidance document and consequently in the proposed new text, “national action plan” is replaced by “NAP”.

⁴ For more information on national reporting and on completing the national report, please see the guidance for completing the national reporting format, available at <https://minamataconvention.org/en/documents/guidance-completing-national-reporting-format-minamata-convention-mercury>.

(d) Add a new section after section 4.6, “Endorsing and Submitting the NAP”

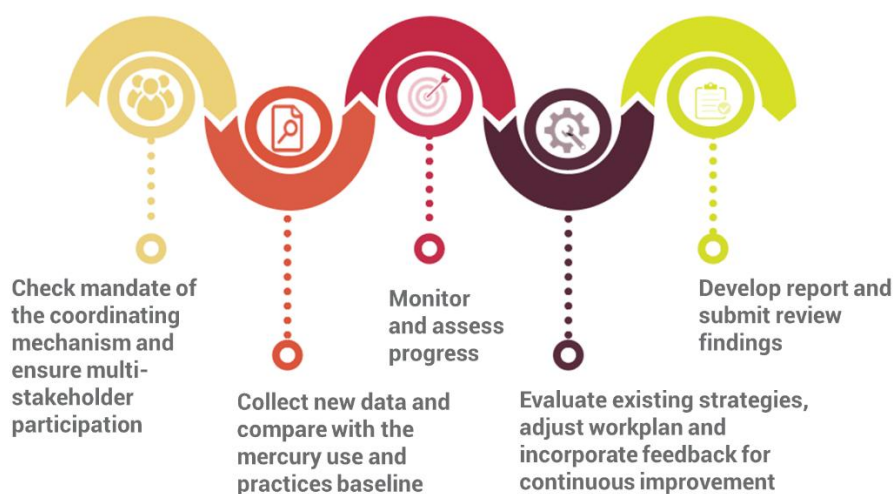
4.7 Conducting a Review of the Implementation of Article 7

The obligation to conduct a review of the implementation of Article 7 (RIA) applies to parties that have determined that ASGM in their territory is more than insignificant and have notified the Secretariat of that determination. For parties that have developed a NAP and submitted it to the Secretariat, a process for evaluating progress on implementing the NAP is briefly discussed in section 4.5 of this document, which provides a general overview of the process and general guidance on how to approach it.

Given that, under paragraph 2 of Article 21, parties are required to include the information called for in Articles 3, 5, 7, 8, and 9 of the Convention in their reporting, parties that have not yet submitted their NAPs are still required to report on the progress made in meeting their Article 7 obligations. When describing the steps taken to meet those obligations, they can refer to activities such as establishing a committee to prepare the NAP, collecting baseline data for target-setting, and reaching out to stakeholders to participate in the development of the NAP. Parties may refer to the guidance for completing the national reporting format for the Minamata Convention on Mercury for suggested approaches for responding.⁵

This section supplements the information provided in section 4.5 and complements the recommended steps in developing a NAP (see figure 1). The steps shown in figure 2 provide a structured approach to the RIA process.

Figure 2. Recommended steps for reviewing the implementation of Article 7



The following discussion highlights key items to consider in each step and is not intended to provide a detailed explanation of each step. Before starting the review, parties should review their NAP, including the evaluation process described therein.

4.7.1 Checking the Mandate of the Coordinating Mechanism and Ensuring Multi-Stakeholder Participation

- **Assign lead agency oversight.** The entity responsible for overseeing the NAP is well placed to also lead the RIA process, thereby ensuring sustained and effective coordination of the review process, building on institutional knowledge, strengthening continuity in mercury reduction efforts and facilitating effective review.
- **Engage the working group.** The working group established during the NAP development phase might be well positioned to continue its role and engage in managing and coordinating the review process.
- **Clarify roles and responsibilities.** Review the roles and responsibilities of the working group members and ensure that they are clear and consistent with the task of carrying out the RIA. If the mandate of the previously existing group does not include review activities, consider broadening or extending it to encompass this phase of the process.

⁵ Available at <https://minamataconvention.org/en/documents/guidance-completing-national-reporting-format-minamata-convention-mercury>.

- **Engage Indigenous Peoples, local communities⁶ and other stakeholders.** While many local communities and Indigenous Peoples rely on ASGM as their source of income, many are also negatively and disproportionately impacted by ASGM, in particular where mercury is used. Effective engagement and participation of these groups are essential in all stages of the NAP, from development through implementation and review, particularly where ASGM affects Indigenous Peoples' lands or territories. In its decision MC-4/4, the Conference of the Parties called upon parties to engage Indigenous Peoples, local communities and other relevant stakeholders in NAP development and implementation. Decision MC-5/7 included further provisions in that regard. For information on best practices for the engagement and participation of Indigenous Peoples and of local communities in NAP development, implementation and review, please refer to the provisional guide developed by the Secretariat (UNEP/MC/COP6/INF/11).
- **Provide for continuous stakeholder engagement.** Engage continuously with all stakeholders, including miners, communities affected by ASGM pollution, health experts, women's groups, youth groups and environmental organizations, to gather input on NAP implementation and impact. See section 5.7 for more information on involving stakeholders in NAP implementation and development.

4.7.1 Collecting New Data and Comparing It with the Mercury Use and Practices Baseline

- **Use baseline data.** The baseline data on mercury use and practices in ASGM collected during NAP development pursuant to Annex C.1 (d) of the Convention serves as a reference point for measuring progress throughout the RIA process.⁷ This baseline should remain unchanged, serving as a stable benchmark against which new data are compared. Submitted NAP documents and country-level progress dashboards can be accessed on the [Minamata Convention NAP repository](#) and the [UNEP NAP Dynamic Dashboard](#). Baseline data on other elements, such as environmental impacts and health, socioeconomic and legal information, can also be included in the NAP and used as a reference for the RIA.
- **Collect new data.** Collect new data on mercury use and practices, following the methodology utilized during NAP development and, if possible, in alignment with the Minamata Convention's national reporting cycle. For this step, please refer to the UNEP toolkit and guidebook *Estimating Mercury Use and Documenting Practices in Artisanal and Small-Scale Gold Mining (ASGM)* and other NAP tools and methods.^{8,9} New data on environmental impacts and health, socioeconomic and legal information may also be collected at this time.
- **Compare progress against baseline data.** Compare the up-to-date data on mercury use and practices with the baseline information and analyse the changes. Compare the new data on environmental impacts and health, socioeconomic and legal information with the baseline data and analyse the observed trends.

4.7.1 Monitoring and Assessing Progress

- **Track progress against NAP objectives, reduction targets and strategies.** Assess implementation regularly using the indicators established in the NAP. Identify successes, address challenges and adapt strategies. Determine the reasons for both the successes and the challenges in meeting objectives and reduction targets and include any insights in the report.
- **Assess progress under each NAP objective and its related activities.** Evaluate progress under each of the NAP elements required under Annex C of the Convention, including: elimination of worst practices; adoption of mercury-free methods and other measures to reduce mercury use; emissions and releases from the sector; legal and policy measures to regulate or formalize the sector; trade and prevention of diversion of mercury to use in ASGM; participation of Indigenous Peoples, local communities, miners, women, youth, academia and other stakeholders; prevention of exposure of vulnerable populations to mercury; and provision of information to miners.

⁶ For the purposes of this document, the term "local communities" is used to refer to non-indigenous communities that embody traditional lifestyles but do not self-identify as Indigenous Peoples. Similarly, according to the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES), "local communities" refers to non-indigenous communities with historical linkages to places and livelihoods characterized by long-term relationships with the natural environment, often over generations (source: IPBES glossary <https://www.ipbes.net/node/41450>).

⁷ Because baseline estimates of mercury use and practices in ASGM often include significant uncertainties, new data may indicate the need for an evidence-based change in the baseline estimates. In that case, the original baseline should be maintained but an adjusted baseline may also be noted.

⁸ J. D. O'Neill and K. Telmer (2017), *Estimating Mercury Use and Documenting Practices in Artisanal and Small-Scale Gold Mining (ASGM)* (United Nations Environment Programme, Geneva).

⁹ See also other methodologies and tools for national action plans, at <https://www.unep.org/globalmercurypartnership/what-we-do/artisanal-and-small-scale-gold-mining-asgm/national-action-plans>.

- **Apply specialized assessment approaches, where relevant and feasible.** If the current NAP does not have disaggregated data or responsive indicators for populations in sensitive situations – for example, Indigenous Peoples, local communities, women and children – consider addressing that lack in the review and recommendations. Such data and indicators can be of help in assessing the ways that the NAP strategies impact those groups and any disparities in such things as mercury exposure and economic benefits.

4.7.1 Evaluating Existing Strategies, Adjusting the Workplan and Incorporating Feedback for Continuous Improvement

Based on the findings of the review, evaluate the effectiveness of the current strategies and adjust them as needed.

- **Update the strategy and workplan.** Update the strategy and workplan, identifying key achievements and indicators reached and addressing any gaps or challenges identified, to ensure that they remain adaptive and effective in meeting mercury reduction targets and other NAP objectives. When updating their NAP strategies, parties may wish to consider strengthening their strategy or strategies under each of the NAP elements listed in Annex C to the Convention, by incorporating consideration of emerging issues (e.g. reducing factors affecting biodiversity, such a deforestation) as a means of reducing mercury emissions, releases and exposure, more effective engagement of Indigenous Peoples as key stakeholders and stronger management of mercury-contaminated tailings, to ensure that the NAP remains responsive to evolving needs and obligations.
- **Sustain consultations with partners and stakeholders.** Maintain continuous engagement with relevant national and local authorities, miners, Indigenous Peoples, local communities, health experts and environmental organizations to gather input on the implementation and impact of the NAP.
- **Integrate feedback into the strategies and review process.** Use feedback from consultations to refine the review process and improve strategies for mercury reduction and stakeholder engagement.

4.7.2 Developing the Report and Completing the Reporting Template

Following the review of NAP implementation, develop the RIA report using the reporting template and include it in the national report submitted pursuant to Article 21, as required under paragraph 3 (c) of Article 7.¹⁰

The RIA report should:

- Summarize the progress made in reducing the use, emissions and releases of mercury in ASGM;
- Summarize the implementation of the strategies developed as part of the original NAP and adjusted/updated as needed;
- Highlight key achievements, indicators reached and challenges encountered during the review process and provide actionable recommendations for overcoming the challenges, if any;
- Be submitted within the reporting deadlines under the Convention to ensure continuous monitoring of progress toward achieving the Convention's objective.

The reporting template can be found in Annex 7.

Recognizing that each party's NAP may be different, parties are invited to use the reporting template as the foundation for reporting. Parties may supplement the template with relevant information from their NAP workplan, which might include specific objectives and indicators, while maintaining the template's structure.

(new) Annex 7: reporting template

The reporting template is designed to support parties that have determined that ASGM in their territory is more than insignificant, have notified the Secretariat of that determination, and have developed and submitted a NAP in accordance with paragraphs 3 (a) and (b) of Article 7.

¹⁰ For more information on reporting under the Minamata Convention, see <https://minamataconvention.org/en/parties/reporting>.

Parties that have made such a determination and notified the Secretariat, but have not yet completed or submitted their NAP, are nonetheless required to review and report on the progress made in the implementation of Article 7 through their full national reports.¹¹

The reporting template assists national focal points in reporting and describing the measures taken and progress made in implementing their national action plans within the RIA framework. It provides a structure for reporting key information that clearly links the results of the review to: (a) each of the elements listed in Annex C to the Convention (mandatory); and (b) information related to relevant decisions of the Conference of Parties or guidance (supplemental or optional). It also assists national focal points in (a) describing the status of implementation, (b) quantifying progress; and (c) briefly describing actions taken to address challenges or delays encountered in implementing the national action plan.

Note: For some of the categories, parties may indicate “N/A” if the category is not relevant to their NAP.¹²

Section 1: Executive Summary (explain briefly): The purpose of this section is to provide, in text form, an overview of the progress made in implementing the NAP, the highlights of the three-year period covered and the areas that the party has identified as needing attention.

- **Overview of Progress in NAP Implementation.** A summary of the overall progress made in implementing the NAP, including key achievements, challenges faced and any adjustments made to the timeline or milestones.
- **Highlights.** Major successes or milestones reached during the reporting period and updated national estimate of mercury use in ASGM and emissions and releases to the environment from ASGM processing.
- **Areas needing attention.** Specific issues that require further attention or adjustment in implementation strategy.

¹¹ More information on national reporting and guidance on completing the national report is available at <https://minamataconvention.org/en/documents/guidance-completing-national-reporting-format-minamata-convention-mercury>.

¹² Such categories might include decisions of the Conference of the Parties or guidance adopted or issued after the party’s NAP has been developed or implemented and not covered by the relevant review period.

Section 2: Status of NAP Implementation. The table below provides a format for reporting on the status of the national objectives, targets and strategies set out in the NAP.

<u>Annex C and relevant decisions of the Conference of the Parties</u>	<u>Targets / indicators</u>	<u>Original timeline</u>	<u>Adjusted timeline (if applicable)</u>	<u>Status of implementation</u>	<u>Progress / completion (percentage)^a</u>	<u>Actions taken</u>	<u>Challenges/delays</u>
<i>Annex C (mandatory)</i>							
a) <u>National objectives</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional resources allocated]	[e.g. delay due to funding issues]
b) <u>Reduction targets</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional resources allocated]	[e.g. delay due to funding issues]
c) <u>Actions to eliminate:</u>							
i. <u>Whole ore amalgamation</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
ii. <u>Open burning of amalgam or processed amalgam</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
iii. <u>Burning of amalgam in residential areas</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
iv. <u>Cyanide leaching in sediment, ore or tailings to which mercury has been added without first removing the mercury</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
d) <u>Steps to facilitate the formalization or regulation of the artisanal and small-scale gold mining sector</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional resources allocated]	[e.g. legislative delays]
e) <u>Baseline estimates of the quantities of mercury used and the practices employed in artisanal and small-scale gold mining and processing within the country's territory^b</u>		[Date]	[Date]	[Original / updated]	[--]	n.a.	n.a.
f) <u>Strategies for promoting the reduction of emissions and releases of, and exposure to, mercury in artisanal and small-scale gold mining and processing, including mercury-free methods^c</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
g) <u>Strategies for managing trade and preventing the diversion of mercury and mercury compounds from both foreign and domestic sources to use in artisanal and small-scale gold mining and processing</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional information sessions scheduled]	[e.g. legislative adoption delayed]

Annex C and relevant decisions of the Conference of the Parties	Targets / indicators	Original timeline	Adjusted timeline (if applicable)	Status of implementation	Progress / completion (percentage)^a	Actions taken	Challenges/delays
h) <u>Strategies for involving stakeholders in the implementation and continuing development of the national action plan, including Indigenous Peoples as well as local communities^{d, e}</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional information sessions scheduled]	[e.g. change of personnel; lack of translation]
i) <u>Public health strategy on the exposure of artisanal and small-scale gold miners and their communities to mercury</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional resources allocated, additional staff hired]	[e.g. lack of facilities]
j) <u>Strategies to prevent the exposure of vulnerable populations, particularly children and women of child-bearing age, especially pregnant women, to mercury used in artisanal and small-scale gold mining^{d, e}</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. change of personnel]
k) <u>Strategies for providing information to artisanal and small-scale gold miners and affected communities</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. additional training sessions scheduled]	[e.g. technology adoption slower than expected]
l) <u>Optional strategies, including the use or introduction of standards for mercury-free artisanal and small-scale gold mining and market-based mechanisms or marketing tools</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. private-public partnership on market incentives]	[e.g. lack of expertise]
Relevant decisions of the Conference of the Parties and guidance (supplemental)							
m) <u>Budget and resource allocation (NAP guidance, section 4.4 (d))</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional resources allocated]	[e.g. delay due to funding issues]
n) <u>Integrating biodiversity safeguards into the NAP (decision MC-5/17)</u>		[Date]	[Date]	[Completed / in progress / delayed]	[--]	[e.g. revised timeline, additional resources allocated]	[e.g. delay due to funding issues]

^a Percentage = (actual-baseline) / (target-baseline).

^b Because baseline estimates of mercury use and practices in ASGM often include significant uncertainties, new data may indicate the need for an evidence-based change in the baseline estimates. In that case, the original baseline should be maintained but an adjusted baseline may also be noted. In reporting, use the fields provided to report on any modifications to the baseline on the basis of on new data that has come to light.

^c Chapter 8 of this document presents key recommendations on the management of ASGM tailings. For technical information, parties may refer to the guidance document on the management of artisanal and small-scale gold mining tailings (UNEP/MC/COP.4/INF/6).

^d Section 4.7.1 of this document includes a reference to the provisional guide on the engagement and participation of Indigenous Peoples and of local communities in the development, implementation and review of ASGM national action plans. For more information, see document UNEP/MC/COP.6/INF/11.

^e Chapter 7 of this document highlights the fact that gender-responsive approaches are essential for achieving the objective of Article 7 and Annex C, particularly for protecting human health and the environment from the adverse effects of mercury use in ASGM. The present guidance calls on parties to identify and address gender-specific challenges in ASGM and to implement measures that promote the meaningful participation of women and other marginalized groups in the development, implementation and review of national action plans.

Section 3: recommendations and next steps (*explain briefly*). This section lists and briefly describes recommendations for improving NAP implementation based on the review and lists next steps and upcoming or updated milestones for the next reporting period.

- **Recommendations for improving NAP implementation:**
 - [e.g. Recommendation 1: Increase outreach efforts in remote communities.]
 - [e.g. Recommendation 2: Enhance enforcement mechanisms for mercury-free gold production practices.]
- **Next steps:** Outline the next steps and upcoming milestones for the next reporting period.
 - [e.g. Next step 1: Finalize the mercury-free mining certification programme.]
 - [e.g. Next step 2: Expand health outreach programmes in vulnerable communities.]

Section 4: Attach the technical background report, if there is one. A technical background report should present supporting data, calculations and the methodologies used to compile the information in the reporting template.
