THE GREAT DYKE EXCHANGE VISIT
18 - 21 September 2015

“A candle loses nothing by lighting another candle.”
James Keller

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1. List of Acronyms

CBO: Community Based Organization
CSOT: Community Share Ownership Trusts
CSR: Corporate Social Responsibility
EMA: Environmental Management Agency
MP: Member of Parliament
SDC: School Development Committee
SPB: State Procurement Board
VTC: Vocational Training Centre
ZAMI: Zimbabwe Alternative Mining Indaba
ZELA: Zimbabwe Environmental Law Association
ZIMASCO: Zimbabwe Mining And Smelting Company
ZIPAM: Zimbabwe Institute of Public Administration and Management
2. Acknowledgements

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3. Introduction and Background

Zimbabwe is a mineral rich country with a thriving mining and mineral processing industry that accounts for 4.5% of the nation’s employment while earning about 50% of the country’s foreign exchange\(^1\). Despite this notable contribution to the country’s wealth, there has always been a debate on the impact of mining, and the broader extractive industry on the communities where these are found.

Such debates have given birth to Corporate Social Responsibility (CSR), a common practice the world over. For Zimbabwe, the Community Share Ownership Trusts (CSOT) were introduced to further ensure that natural resources positively impact the lives of all concerned, especially those affected by the activities of companies that extract these resources for profit. While CSR has a history almost as long as the mining industry itself, CSOT as a concept is relatively new in Zimbabwe. The COST scheme in Zimbabwe is born out of the country’s Indigenisation and Economic Empowerment (General) Regulations of 2010 meant to create mechanisms for ensuring that local communities whose natural resources are being exploited are guaranteed shareholding and monetary benefits from such businesses. This was pursuant to the earlier Act of Parliament in the form of the Indigenisation and Economic Empowerment Act Chapter 14.33.

Through CSOTs in every district where mining is taking place, local communities are supposed to benefit from seed capital as well as a perpetual 10% shareholding in the companies. Since the launch of the schemes in 2012, some communities have already benefited from seed capital and are in the process of undertaking community infrastructure and development projects.

\(^1\) Statistics according to the Zimbabwe Investment Authority, 2012
Several mining companies are exploiting minerals along the Great Dyke, a geological feature stretching 550 km across the country where several metal ores are being mined. Among these companies are Unki and MIMOSA operating in Shurugwi and Zvishavane respectively. These two companies are some of the mining entities that have since honoured their pledges to disburse seed capital to the CSOTs in local communities surrounding their claims. Subsequently, both the Tongagara Community Share Ownership Trust (Shurugwi) and the Zvishavane Community Share Ownership Trust have been implementing projects in their communities funded by the seed capital provided by the mines.

However, not all local communities have benefitted from the CSOTs. Despite grand promises during the launches officiated by President Robert Mugabe, communities such as Zimunya, Marange and Chimanimani, among others across the country, are yet to receive the money that was pledged by the mining companies. It is against this background that the Zimbabwe Environmental Law Association (ZELA) facilitated an exchange visit to Zvishavane and Shurugwi in order to allow communities to share experiences and learn from each other on the successes and challenges of CSOTs and CSR programs. Seventy (70) Community members from Chipinge, Guruve, Chiadzwa, Chimanimani, Buhera, Birchenough, Mutoko, Mhondoro Ngezi, Shurugwi and Zvishavane participated during the tour. Those that also participated throughout the tour include six (6) Traditional leaders, CEOs for Runde District Council, five (5) Councillors and two representatives from Shurugwi Council, Assistant District Administrator for Shurugwi, District Administrator for Zvishavane, a representative of the Environmental Management Agency (EMA), and a Member of parliament for Zvishavane.

This report documents the visit, with an emphasis on the lessons learnt. It also provides insights into possible and plausible interventions by different stakeholders in order to ensure that CSR and CSOT programs are implemented to the broad-based and sustainable empowerment of communities. As a result, the report is divided into two sections. The first section gives a narration of the activities of the exchange visit while the second section addresses the critical areas for learning and possible interventions by stakeholders for the success of CSR and CSOTs.
SECTION ONE: THE VISIT RELIVED

The exchange visit took place over 5 days. The participants spent two days in Shurugwi and another two in Zvishavane visiting projects supported by CSOT and CSR initiatives of the mining companies in the districts as well as taking part in the public hearings convened by local CSOT leaders, mainly chiefs. On the last day, the Runde Rural District Council shared information on the role of district councils and how communities can fully participate in local council programs. After the meeting, the participants left for Bulawayo to join The Zimbabwe Alternative Mining Indaba (ZAMI)\(^2\) where they had an opportunity to inform the dialogue from their learning experience.

1.2 DAY ONE: 18th of September 2015

1.2.1 Welcome Remarks and Purpose of the Exchange Visit

On the first day of the tour, Darlington Muyambwa, ZELA’s Media and Communications Officer who was also part of the organising team for the visit welcomed the participants and explained the purpose of the exchange visit. Darlington suggested that the exchange visit was an opportunity for communities to share experiences on the challenges and opportunities presented by the CSOTs and CSR. He added that participants must observe and learn as much as they can since they were supposed to use the outcomes of the visit, not only to influence dialogue of the impending ZAMI but to improve their own communities as well.

Afterwards, he took the participants through the program for the 5 days. Participants had an opportunity to introduce themselves to each other paving the ground for networking and information sharing throughout the course of the exchange visit.

1.2.2 Msasa Primary School

The first visit of the tour was to Msasa, a primary school in ward 18, a resettlement area in Shurugwi district where a school was constructed for over 500 children who previously used a local shop as a classroom. The Tongogara CSOT has since constructed 4 classroom blocks, an administration office, teachers’ houses as well as blair toilets. Electricity and borehole water have since been provided. The School Development Committee (SDC) chairperson, Mr. C. Mapfuti narrated how the CSOT intervened to ensure that this poor community at the foot of hills churning out mineral wealth exploited by multinational companies, gets a proper school.

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\(^2\) The Zimbabwe Alternative Mining Indaba is an Annual event that is organized by the ZELA to create a platform where communities affected by mining will engage with government, business and civil society players to share their plight caused by mining and discuss on possible interventions that address human rights and ensure better natural resources governance.
Before, children were learning under difficult conditions and some travelling long distances to get to proper schools. Since it’s a resettlement area, some parents were forced to leave their children in the communal lands where they originated from in order to get them proper schooling resulting in separation of families.

After the presentation, participants asked questions on what it took for the community to get companies to honour the seed capital pledge, possibilities of corruption and issues of transparency and accountability in the CSOT system, the cost of the projects as well as community participation in the identification of projects and the activities of the CSOT.

Interestingly, these questions, among others, recurred throughout the exchange visit and they inform the second section of this report which emphasises on the lessons learnt of the exchange visit.

**1.2.3 Vocational Training Centre (VTC)**

From the school, the delegates visited a recently constructed VTC. The centre was built by donor funds and used a different model from the CSOT tender system that does not necessarily prioritize locals in awarding contracts. Rather, in the VTC, 39 youth from Shurugwi were recruited and from the funding provided by the donor a brick moulding machine was bought. The youth had opportunity to learn different trades including brick moulding, building as well as welding as they produced material used in the construction and undertook the construction themselves. The VTC will provide convenience to local youth who had to travel long distances to access the only centre that is at the periphery of the district. Besides courses already taught in the construction of the centre, the VTC is also teaching farming with hopes to provide several other skills needed by the local mining industry. The CSOT has promised to disburse $100 000 to the scheme but it has been two years and no money has come the VTC’s way. The visit to VTC after the school provided the participants in the exchange an opportunity to contrast the CSOT with other community development projects. Again, lessons learnt and issues raised in the question are addressed in the subsequent section.
1.2.4 Zvamabande Hospital

The third stop of the day was Zvamabande hospital where the Tongogara CSOT constructed a mortuary with capacity to preserve 6 bodies and furnished a Waiting Mothers’ Shelter that was constructed by donors. The waiting shelter for expecting mothers has capacity to accommodate at least 25 mothers. The CSOT bought beds as well as wardrobes for the shelter. They also put flush system toilets.

After the tour of the projects of the CSOT in the clinic, the CSOT leadership represented by 3 chiefs who serve as the Chair of the Trust, Projects Chair and the Treasurer addressed the delegates on the projects they are implementing, their successes as well as challenges and provided a comprehensive inventory of the projects they have undertaken so far. Delegates were given an opportunity to ask questions.

1.2.5 Chironde Rural Health Centre

The last station for the day was the only CSR project delegates visited in Shurugwi district – a local clinic, where Unki built a Waiting Mothers’ Shelter. Unki Mine also funded renovations and the painting of the clinic. Delegates had an opportunity to interact with expecting mothers who were at the shelter. The mothers said the shelter was helping them make safe deliveries. Since the ward is big, some mothers were ending up delivering at home because they could not get to the clinic in time.
The local ward councillor and senior staff at the health centre addressed the delegates. They spoke about many other CSR projects done by Unki among them roads, supporting the clinic with medicines and fuel to pump water among others. The visit to the CSR project ignited questions on the waning CSR projects by mining companies who are now using the CSOT programs as an excuse, arguing that communities should now take care of their own development needs. This issue is discussed in the second section of this report. There were also questions as to what other mining companies are doing since all the investments and projects had been supported by one company, Unki. The local community leaders responded that they are still trying to push other mining companies to meet their CSR obligations.

1.3 DAY TWO: 19th of September 2015

1.3.1 Community Public Hearing

On the morning of the second day of the exchange visit, the delegates went back to the Chironde Community (Ward 19) where they joined at least 300 other local community members for a public hearing on the Tongogara CSOT. Present on the day were local chiefs who sit in the board of the Trust, local councillors (including the council chair who is also a board member), local RDC employees, civil servants of various government departments and various other community leaders. Also represented were community leaders from Zvishavane including chiefs and the Zvishavane constituency MP.

Ward 19 councillor, Mrs Nyoni chaired the outreach meeting, emphasising that the community had an opportunity to learn more about what the CSOT has been doing. She added that the community should be free to interact with their leadership in order to inform the development of their communities. She later handed over to the chiefs and other CSOT leaders who were present. The chiefs started by explaining how CSOTs came about before delving into the projects that the Tongogara CSOT has done in the district.
Afterwards, the participants asked several questions suggesting inequalities in the distribution of CSOT benefits, lack of transparency and accountability in the way CSOT leaders are running the schemes as well as lack of community involvement in the planning and implementation of CSOT projects. The discussion was followed by a short presentation by a local Community Based Organization (CBO) registered by ZELA which illustrated how local communities are organizing themselves to demand justice from mining companies as well as ensure that mining activities leave a long lasting positive impact in the communities. The MP for Zvishavane was given an opportunity to give closing remarks at the public hearing whereupon he emphasised that parliament was in the process of realigning laws to the new constitution and one such law relates to mining. He thanked ZELA for facilitating the convening of the platform and even suggested that such platforms should be taken to communities whose CSOTs haven’t benefitted from mining companies in the area such as Marange.

1.4 DAY THREE: 20th of September 2015

1.4.1 Tour of Open Chrome Pits

The delegates travelled to Zvishavane in the morning. The first activity upon arrival in Zvishavane was a tour of open pits left by mining companies mining chrome in the area. The local CBO leader, Mr. Zireva, explained that some of the pits are a result of tributary mining, where individuals whose operations are not mechanised are given permission to mine claims of the big mining companies (ZIMASCO in this case) and then sell the chrome back to the company with the concession rights. He added that in the case of Zvishavane, ZIMASCO withholds 10 percent of the payment to the tributary miners which they claim is for closing the pits. However, these pits end up not being closed with the reason advanced being that these pits are still active and there is still chrome to be mined.

Chief Mapanzure addressed the delegates by the side of the deep open pits which are filled with water. He expressed concern over government lack of action in getting companies to
redress their impact on the environment and communities where they mine. He added that due to the pits, locals have lost lives and livestock. Some criminals are also dumping dead bodies in these pits and because they are deep, there is fear that several bodies could have been weighed down into these pits. A local elder, Mr Cuthert Makaya, explained that the mining activities not only have impact on the environment but on the local cultures as well. He explained how the mining activities desecrated some of the cultural monuments in the area such as Dzivarasekwa, a sacred shrine of the local people. On the role of government, Zvishavane MP Hon. John Holder responded that the major challenge is the old mining laws which government is already realigning as well as the fact that when some of the companies such as ZIMASCO started mining, there was no enforcement of laws for environmental protection since the Environmental Management Agency (EMA) had not been constituted.

A geologist who was part of the tour explained to the local communities how chrome is formed and mined, adding that the communities often lose out because they lack knowledge on the wealth they have as well as the mining activities of the companies. He concluded that, in most cases, mining companies are supposed to contemporaneously rehabilitate land as they mine. However, he added, most of the companies put rehabilitation in the last years of the Environmental Management Plans. At that point, most of the mining companies are already winding down and leaving which makes it difficult to demand accountability from them.

### 1.4.2 Community Public Hearing

After the tour, the delegates proceeded to Mapanzure clinic where the public hearing on the CSOT took place. Like in Shurugwi, the hearing was led by the local chiefs, trustees of the Zvishavane CSOT with the local MP present among other various other local community and government leaders.

Chief Mapanzure explained to the community what the Trust had done with the money they received from mining companies. He explained that the Trust received $6 000 000 from MIMOSA and $300 000 from Murowa Mining companies. They were however later instructed to share this money with communities in Mberengwa who did not have a CSOT of their own as yet.
Zvishavane is affected by mining because of some mining operations that happen at the border with Zvishavane district. Therefore, Zvishavane only retains 70 percent of the seed capital as well as 7 percent of the companies' share ownership when it materialises.

After the presentation, questions centred on the exclusion of marginalised sectors of the community such as women and youth, lack of clear sustainability plans as seed capital reserves continue to deplete as well as the need to consult widely with the communities before embarking on projects. Most of the questions inform the key issues discussed in the second section of this report. A local CBO, registered and benefiting from capacity development activities of ZELA shared their work on mitigating the negative impacts of mining companies in their area. The meeting ended with the remarks of the local MP who encouraged the various stakeholders who work with the Trust to put the interests of the communities ahead of selfish individual interests.

1.5 DAY FOUR: 21st of September 2015

1.5.1 Ingome Primary School

The delegates were in Zvishavane for the fourth day of the visit. The first project visited on the day was a rural school that was electrified by the Zvishavane CSOT. The local headmaster who addressed the delegates suggested that the support has made the school attractive to teachers and is contributing to retention of skilled teachers.

1.5.2 Zvegona Clinic

The delegates second stop was at Zvegona Clinic wholly built by the Zvishavane CSOT. The clinic is however not yet operational owing to requirements of the Ministry of Health and Child Care on the state of completeness and quality assurance needed before clinics can be opened.
1.5.3 Mpumelelo Secondary School

The last visit to a project of the CSOT took delegates to Mpumelelo secondary school which was built in the same ward as Zvegona clinic but under a different chief in order to placate possible conflict emerging from divergent needs. The school built has helped local children, some of whom were said to have been travelling between 10-15 km in order to attend school before this school opened. A science laboratory has also been built on the school making it possible for the learners to take up science subjects. However, this shall only be possible once the school has been electrified. The Trust leaders however suggested that they have already spent a lot of money in the ward and electrifying this school was not currently a priority.

1.5.4 MIMOSA CSR Projects

After lunch, the delegates were accompanied by the MIMOSA mining company CSR team who led a tour of the company’s CSR projects as well as a drive through the mining company premises. MIMOSA emphasised that CSR was a part of the company’s culture and for that reason they meet regularly with the community liaison committee that represents community in the planning of projects that MIMOSA can take up. MIMOSA undertakes CSR projects in 5 areas, both in the community and at national level. The areas of their CSR are infrastructure development, education, health, water and sanitation as well as disadvantaged communities.

First, the delegates visited Mthsingwe Primary school, a state-of-the-art primary school that was wholly built and equipped by the mine. Since there are no teachers’ residences on site, MIMOSA provides buses that ferry teachers from the town where they are residing. The buses facility is also utilised by learners who are travelling far to attend the school because of its quality. Before, in this resettlement community, the children were leaning in grass-thatched round huts. Near, the school premises, MIMOSA is supporting a community nursery for indigenous and exotic trees from which the community is generating income.

From the school, the delegates were driven through the mining premises before being taken to Zvishavane provincial hospital where the mining company has funded renovations, built a mortuary with capacity to carry 75 bodies and equipped the hospital with laundry facilities as well as linen. Already in the evening, the tour ended with a visit, under floodlights, to Mandava stadium a FIFA-approved sporting facility made possible by funding from MIMOSA.
SECTION TWO: ISSUES, LESSONS LEARNT AND RECOMMENDATIONS

Chapter One: Impact of CSOT and CSR on Communities

1.0 Introduction

That the process of extracting minerals from the earth has innumerable impacts that go beyond the reduction of the aesthetic value and productive use of that land by indigenous populations is not a question for debate. Rather, it is that knowledge that has resulted in such programs as CSR and CSOT in Zimbabwe and the world over, as a way to redress such negative impacts. This chapter reviews the impact mining has had on Zimbabwean mining communities as brought to the fore by the exchange visit. The report will address both the positive and negative impact of the same based on observations, discussions and questions of the ZELA facilitated exchange visit.

1.1 The Necessity of CSOT and CSR in Mining Communities

Communities endowed with natural resources do not enjoy a normal community life like any other communities in the country. The coming in of investors from other countries and employees from other regions is often met with resistance since it is largely seen as an invasion of a community's culture and altering a community's way of life. During the public hearing, a woman complained that mining employees were impregnating local girls, with 78 girls already having dropped out of school.

However, the biggest negative impact of mining is in the activity itself. From the uncovered pits posing danger to people and livestock that participants witnessed in Zvishavane to complaints of air pollution, contamination of drinking water and damage on the local infrastructure caused by heavy machinery, the fact that mining, if not managed properly is a danger to communities was put beyond debate by the exchange visit. ‘We can’t even eat during the day due to the dust pollution from extraction activities of the mining company,’ one old man told the public hearing in Shurugwi. Many of the dangers posed by the mining activities were seen and discussed during the visit with participants arguing that the least companies could do was to honour their pledges to the CSOTs as well as undertake CSR to mitigate the impact of their activities. Even in
discussions, those that came from communities where no CSR and CSOT have done programs in the community, the message was that those who had benefited, no matter how little, should consider themselves privileged. A woman from Mutare, while addressing the Shurugwi community said, ‘You should be happy you have been given something (by CSOTs and CSR); it doesn’t matter how small. We were relocated from Chiadzwa where our children had proper schools. Now they learn in asbestos shelters. They (mining companies) never bothered to build a school big enough to accommodate our children.’

Discussions of the participants during the exchange visit indicated that mining companies are affecting the local communities in which they mine. For that reason, mining companies need to give back to the communities they are affecting. To this end, the CSOT and CSR schemes offer these companies opportunities to impact positively on their surrounding communities. However, the question remains, have CSOT schemes and CSR achieved what they are meant to achieve? Below, are some of the revelations of the exchange visit.

1.2 Positive Impact

1.2.1 Community and Infrastructure Development

The projects visited throughout the tour have demonstrated beyond reasonable doubt that indeed CSOT and CSR are contributing significantly to the development of infrastructure as well as the communities at large. Communities in need of health facilities, schools and water infrastructure among other needs are elated by how the money provided by companies through the scheme is helping meet their development needs. Msasa Primary School SDC chair, Mr Mapfuti could not hold back tears as he expressed gratitude to the Tongogara CSOT for building a school for his community. ‘As a community we were working together to try and build a school for our children who were learning under a tree, some in a disused store. And the CSOT came and built this beautiful school for us,’ he said before choking amidst tears. This gratitude on the part of the community was visible throughout all the projects visited. Even for the visitors the tales of the before-and-afters of the community gave contrast which left no doubt that some communities are a better place because of the CSOTs and CSR initiatives funded by local mining companies. One such contrast was visible from the Mtshingwe Primary School, a world class piece of infrastructure standing next to the grass-thatched mud huts which were formerly used as a school by the children in the community.
Clearly, the benefits from most of these projects will go beyond the infrastructure of schools, clinics, roads, dams and boreholes etc. Rather, it will be seen in growing opportunities for community development, reduced disease burden and meeting of various sustainable development goals such as universal access to education. Time will tell.

1.2.2 Redressing Impact of Mining Activities

In some projects visited, although the communities suggested that they expected more in terms of developmental projects from the CSOT and mining companies’ CSR, they also said, at the very least, some companies are providing enough to mitigate the impact of their activities. In Shurugwi, Unki was said to have built houses and restored livelihoods of communities relocated by the mine. The villagers also suggested that the same company was making efforts to maintain roads damaged by its heavy trucks and machinery. Similarly, communities felt that the construction and maintenance of health facilities is in its own way a direct response to the disease burden introduced to communities by mining, tuberculosis being one such disease being fuelled by pollution. The visit indicated that clinics are one of the major investments of CSOTs and mining companies CSR projects. Although, they did not mention correlation to the effects of their mining activities, MIMOSA suggested that health is one of the 5 areas in which they undertake CSR projects both at local and national level.

However this is not to say that the conclusion of the visit was that all mining companies are redressing the impacts of their activities. Far from it, most of the mining companies are neither complying with the laws requiring them to invest in the CSOTs nor meeting their CSR obligation to address mining impacts. The tour was replete with examples of failure by mining companies to mitigate their impact, both in the communities visited as well as the communities where the visitors originated from, such as Chiadzwa and Chimanimani. Open chrome pits which are now haunting communities in Zvishavane remain a good reminder of ‘development without conscience.’
1.2.2 Creating Structures and Mechanisms for Community Participation in Development

Visiting projects undertaken, especially through CSOT, there was evidence that such schemes are presenting new opportunities and alternatives for enhancing community participation in the development of their communities, including protection of the environment. Traditional community development approaches, as exemplified by national and local government structures often lacked in practical ways of community participation and at most represented the interests of the elite. Although, the CSOT is not immune to capture by the elite and indeed as already witnessed in the exchange visit it has been lacking adequate consultation, strides have been made to include community voices in the choice of projects as well as their implementation. Community participation in CSOT is even made possible by requirements to have the various sectors of the population represented in the board of the Trust. If fulfilled, this requirement ensures that there is an increase in the opportunities for the community, especially marginalised groups and its leaderships, both traditional and political to meet and discuss the development of communities. Additionally, through public hearings, leaders are learning about the needs of their communities and, at the same time, are being held accountable.

Opportunities in Crisis: Living out of Disused Open Chrome Pits

As communities in Zvishavane together with visitors from other communities sought ways of mitigating the impact of mining activities, particularly, the open gullies left by open cast miners, there were suggestions to fence the pits and support local youth to undertake fish farming or crop irrigation with the water from these pits.
1.3 Negative Impact

1.3.1 Conflict

Proponents of the Do No Harm approach in development work recognise that introduction of resources in a community, especially money, has the potential of igniting conflicts or fuelling existing conflicts. The exchange visit exposed how the CSOT schemes have already started fuelling existing conflicts and created new ones with potential for hostilities or worse. Community members of ward 19 in Shurugwi, the ward in which Unki mine is located spoke with one voice against the CSOT leadership to express reservations on how the proceeds of the CSOT have done projects in other wards leaving them out. ‘We are the people who are being affected by Unki mining activities. You have gone ahead and done projects in other wards yet here we have over 600 children who learn under trees; we drink contaminated water; travel 17 kms to a hospital and our cattle are not dipping,’ said an elder from the community.

Yet, in communities such as Zvishavane where the CSOT leadership invested first and more in the immediate communities surrounding the mine, there is no guarantee that conflict will be avoided. Chief Mapanzure, addressing community members in the public hearing for the Zvishavane CSOT said, ‘We started (with projects) in Chief Hwedza because that is where MIMOSA mining activities started.’ In situations where priority is given to immediate surrounding communities, the concern is that the impact of mining activities cannot be limited geographically. Phyllis, an exchange visit delegate from Birchenough summed it all up when she said, in an interview, that, ‘We don't have mining activities in our community yet we are affected by water pollution from the activities taking place in communities upstream.’

With some mining activities taking place in boarder areas of different districts, government had to quickly move in to diffuse simmering tensions between Zvishavane and Mberengwa when all the money donated by MIMOSA was given to the Zvishavane CSOT. The Mberengwa community felt they were entitled to a share of the money since some of the claims are in their jurisdiction. Chief Mapanzure updated communities in Zvishavane that they have since ceded $3 million and 30 percent of the shares, when they materialise, to the Mberengwa community to manage the possible conflict.

More approaches for conflict management are needed beyond just equality and equity in the distribution of benefits of the CSOT or CSR. A certain ward in Zvishavane ended up getting a school and a clinic, all within a short radius, because of the ongoing conflict between two chiefdoms who happen to fall under the same ward. Such developments may be a way to placate both chiefdoms but as the public hearing revealed, it creates hostilities with other wards that would have benefited less or nothing. ‘How come some wards have already benefited disproportionately more than others. What criteria are you using,’ queried one community member during the public hearing for the Zvishavane CSOT.

There are many forms of possible conflict that were revealed in the discussions, observations and questions asked during the visit. It is incumbent on the CSOT leaders and mining companies, among other stakeholders to identify these, anticipate them and have mechanisms to manage the same.

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1.3.2 CSOT replacing CSR and the Role of Government

CSOT schemes seem to have created an impression on the community that every development project is the responsibility of the Trust. There were suggestions during the public hearings that politicians are referring all communities with concerns to the Trusts, thereby abdicating their responsibility to spearhead community development. Similarly, mining companies were said to be refusing to undertake CSR projects referring communities to the CSOT where they have put ‘money’. Although, Mr Chaucer Nziradzemhuka from MIMOSA told the delegates to the exchange visit that they are aware that their investment into the CSOT does not preclude their obligation to CSR, there were concerns, especially in Shurugwi that ‘we are being told that we don’t owe you anything. We have already given the CSOT money so go and put all your concerns to the Trust.’

However, ZELA was commended for ‘opening our eyes. We now know that CSR is different from CSOT.’

1.3.3 Community Endorsing Mortgaging of Resources for Little Gain

As communities are excited about the investment made into the CSOTs, there is a danger that they will slacken their guard on the protection of their environment and natural resources. There were discussions on what the communities were doing to make sure that they are not sidetracked by the CSOT contributions in order for them not to play the watchdog role and policing the activities of mining companies. Mr Ravengai, a geologist told the communities to seek to understand the value of their mineral worth and not assume that they are being fairly compensated for what the mining companies are benefitting in their communities. ‘In some cases, the $10 million you are being given is far cry from what the companies are benefitting. Some of the companies are only declaring one mineral yet they are exporting several other minerals that come together with the declared mineral;’ he alerted communities during his presentation on the Great Dyke and its mineral repositories.

1.3.4 Avenues for Corruption

There were concerns that CSOTs had opened new grounds for corruption and abuse of office by both traditional and political leaderships. Although it could not be proved, several questions were asked on the awarding of tenders and who was playing the oversight on the management of CSOT resources; an indicator that there was less trust and opaqueness in the way finances are managed. Much on this issue shall be dealt with under the section on transparency and accountability.
Are CSOTs Addressing the Real Needs of the Communities?

CSOTs have clearly brought about tangible development in the communities of Shurugwi and Zvishavane. The projects visited during the tour and several others that delegates did not have an opportunity to visit due to time constraints are a living testimony of this positive impact. However, are the CSOT projects meeting the actual needs of the community? The visit provided varied responses to the question. From the SDC chair of Msasa Primary School who could not hold back tears in gratitude over the school built for his community by the CSOT to smiling expecting mothers who testified that the waiting mothers’ shelters were life-savers and enablers for maternal health, the story is that CSOTs have responded to the community needs.

However, there were dissenting voices and others who felt the approach should be different. Many others felt that while addressing community needs the CSOT must find ways of addressing individual needs like supporting income generating projects (IGPs). A 49 year old farmer, Costa Majokoringo who is looking after 5 of his grandchildren quizzed, ‘It’s good that we have a school built for our children, but without a job, how will I pay school fees?’ His desire is to get support from the CSOT to set up an irrigation scheme from which he can generate income to support his family. Even the Tongogara CSOT projects chair, Chief Banga confessed that he receives several requests from individuals who want to borrow money to finance their individual IGPs adding that, ‘we don’t fund individual projects.’

Whether the choice of projects by CSOTs is really meeting the needs of the communities will remain a divisive issue. To be fair to the CSOT leaders, the conclusion could be: whatever works for the majority must be good for the community! The success of CSOTs will be measured on the impact of the projects on the lives of individuals though. At the very least, and in the meantime, leaders must consult the communities and not decide on their behalf.

Conclusion

While CSOTs can be celebrated for having delivered change in some communities, it is imperative that their unintended negative outcomes are looked at with a view of limiting their damage on communities through what was otherwise meant to be a noble initiative. CSR and CSOT programmes have to embody and be guided by Do No Harm principles as some of the effects, if not limited and managed may leave communities in a situation far worse than before.
Chapter Two: Knowledge, Awareness and Skills

2.0 Introduction

Success of either the CSOT or CSR initiatives is largely dependent on how much the community, including the leaders know about the laws, policies and practices surrounding the schemes in particular and mining in general. The exchange visit established various issues surrounding the knowledge and awareness of the communities pertaining to mining, its impact as well as programs to mitigate such among the affected populations.

2.1 Knowledge of Policies and Programs

The tour facilitated by ZELA presented opportunities to gauge the knowledge that both the community members and their leaders have of the laws and policies guiding CSR and COST. The first project visited already showed that such knowledge could be low when a local chief, a trustee of the Tongogara CSOT was asked by visitors what it took for them to get the $10 million from the mining company. He responded indicating that the ‘10 percent shareholding in mining companies is a right of the communities prescribed by the laws governing indigenization,’ erroneously adding that ‘in our case our 10 percent translated to 10 million but in your case, it may depend on how much your 10 percent is worth.’

What the chief did not seem to understand is that the $10 million dollars is seed capital given to the CSOT which does not have a bearing to the 10 percent share ownership which in itself should be consummated with a share certificate. What is even more worrying is that no one among the participants of the exchange, the community represented as well as other CSOT leaders corrected this misinformation. ZELA however explained that maybe a possible reason why no one corrected this misinformation would be that culturally it is shunned for one to tell the chief that they are wrong. The implications of such lack of knowledge are far-reaching if it is widespread. There are dangers that the communities may lose their entitlements to witty mining companies or individuals within the system of CSOT who may take advantage of their lack of knowledge.

Even the CSOT itself and its functions is not known to some in the communities that are meant to benefit from such. One of the first questions asked by the locals in the Tongogara CSOT public hearing was, ‘Please explain to me what this Trust is. How does one become a part of it? Who elected those people who are leading the Trust? As far as I am concerned we just woke up and found it (the CSOT) in our midst.’ While this question could be interpreted to mean there was no consultation in the setting up of CSOTs, it is also a genuine expression of the lack of knowledge on what the scheme is about on the part of the supposedly beneficiaries. Several other discussions and questions, during the tour, indicated that there is a long way to go before communities are made aware of both the policies and programs surrounding the CSOT.
On several occasions, both CSOT leaders and community members either misrepresented or professed ignorance on the contents of the Trust Deeds upon which the CSOT is built. There were also questions throughout the project tours on whether both CSR and CSOT were guided by laws in Zimbabwe.

### 2.2 Community Knowledge of their Rights and Responsibilities

Ensuring that communities benefit from the extraction of natural resources, particularly minerals, from their surroundings is not a matter of charity but a question of fulfilling their rights. Although CSR is not provided for in the laws, CSOT are a creature of the country’s statutes. Notwithstanding other factors, the recurrent question from communities who are yet to benefit from CSOTs wanting to know what communities in the visited areas did ‘to get the money’ gave an impression of people who might still be thinking that it is not their legal entitlement to get such.

However, on the overall communities illustrated that they have gained knowledge on their rights and responsibilities concerning CSR and CSOTs in particular as well as the protection of the environment in general. All the while, they expressed gratitude to ZELA for raising awareness in the communities and building their capacity to understand their socio-economic rights as well as to be able to hold the right holders accountable.

### 2.3 Knowledge of the Mineral Wealth of the Communities

Communities depend on the mining companies on how much they have in terms of claims as well as the worthy of those minerals on the market. This is resulting in direct exploitation by the mining companies, especially in situations where tributary mining is taking place. ‘We are made to mine and sell the chrome to the Chinese who often give us excuses as to why they cannot pay us well or pay at all. We are sometimes told that international market prices are depressed and given as little as $50 per tonne of chrome,’ complained one old man from Mapanzure.

Even chief Mapanzure lamented the lack of knowledgeable individuals in the community who can help them negotiate with mining companies and suggested it was the main reason why they are often in the losing end. The chief was responding to a presentation by a geologist who had suggested that nature of the Great Dyke is such that there could be several other minerals that are not declared by mining companies.

### 2.4 Capacity of local leaders to Govern CSOTs

However, the greatest undoing of the CSOTs when it comes to knowledge and skills could be the capacity of the CSOT leaders. The majority of the representatives of the communities in the CSOT board are chosen, not on the basis of their capacity, but rather their office, there are, therefore, possibilities that these CSOTs may be exploited or used to give credence to opaque rent-seeking schemes of a few politically connected.

While the scheme provides for skilled personnel such as a lawyer and an accountant to be included in the board, there is no guarantee that they represent the interests of the people and need remains for genuine representatives of the communities such as chiefs be capacitated to effectively engage, on par, their qualified colleagues in the board at eye level. It was not
surprising therefore, that on several occasions; the board members (mostly chiefs) referred issues that should be within their competence to the CSOT administrators and the mining companies.

**Conclusion**

There is need for non-state actors and human rights organizations such as ZELA to raise awareness and build knowledge capacities of communities and CSOT leaderships on their environmental rights. A critical component of such awareness raising should be education on the relevant policies guiding CSR and CSOTs as well information on the mineral wealth of communities.
Chapter Three: Transparency and Accountability in Community Share Ownership Trusts

3.0 Introduction

At the different levels, the exchange visit unearthed lack of transparency in the way especially finances are handled and benefits are distributed in the community. The first level of accountability, and the most glaring one, is the responsibility of board members/trustees to account to the people on whose behalf they hold resources in trust. The discussions and questions asked by the participants and community members to the CSOT leaders were sometimes met with unwillingness to divulge information at best and outright deliberate misinformation at worst. The second level however illustrated how complicated the governance of CSOTs is in the absence of clear guidelines and rules of engagement between the key players. This level consists of accountability of government representatives and mining companies to the representatives of communities (chiefs and councillors) in the board.

3.1 Transparency on the Handling of Finances

Concern around transparency is fuelled by deep seated inherent mistrust that was evident throughout the exchange. So critical to the communities is the question of financial handling so much that among the very first and most vocal of communities asked such questions as ‘How much did we actually receive?’ ‘How much has been used and on which projects?’ as well as ‘How much is left and what shall it be used for?’ In Shurugwi, there were contradictions in answering this since, on the first day, the chiefs always told delegates on the exchange that all they have used for all projects funded thus far is interest generated by the $10 million, boasting that the seed capital amount is still intact. However, when queried by the locals during the public hearing, the same chiefs became evasive. Initially, they suggested that the Administrator of the Trust would have the figures only to later grudgingly give a rough estimate of +/- 7 million. Minutes made available to the report writing team indicate that projects undertaken by September 2014 had gobbled $3.5 million. Several other comments and questions sought to cast light on financial decisions and management and in most cases no clear answers were given.

There were overt and covert protests by both locals and visiting delegates on the cost compared to the size and quality control on some of the projects with fears expressed that some in the leadership may be clandestinely benefiting from the process through conniving with service providers to inflate figures and forge receipts. Mr Kudakwashe Zireva, leader of a local CBO in Zvishavane, is one of the people who did not mince his words: ‘Accountability is an issue in these schemes. Otherwise, how can this science laboratory (at Mpumelelo secondary school in Zvishavane) be said to have cost $152 000?’ However, these high costs were somewhat explained away by
Chief Mapanzure who acknowledged that the Trust had made some mistakes in tendering in the first couple of months and is learning to ensure these are not repeated.

### 3.2 Accountability of Trustees to the Communities

Outside finances, on the whole, there were indications that in most cases people feel there is little accountability to them from Trustees. In both public hearings, the Trustees insisted however that they have consulted people on the way and made them aware of developments. Judging from the flurry of question asked and the nature of these questions, there is no doubt that the CSOT leaders must open themselves to accountability.

Timmy Francis, a community activist from Shurugwi, in an interview after the tour must have summed up the feelings of many in his community when he said, ‘Chiefs must be transparent and accountable to the people. They must answer questions precisely and provide all the required information; not to say plus or minus,’ he said in apparent reference to how chiefs in his community dodged the question on how much money they had left in the account.

Towards the end of the public hearing, Lovemore Mukwada from Marange implored the chiefs to ‘open yourselves to criticism,’ adding that ‘When people ask, they want to know and don’t be harsh on them. Give them the information they want.’ His contribution received cheers of endorsement from the hundreds of people who agreed with him.

### 3.3 ‘Some Board Members are More Equal than Others’

While the community felt that the chiefs and other board members present in the hearings must have been deliberately hiding information away from them, it was clear that there are other cases where they actually do not have information on the goings on with regards to financial management. At the side lines of the public hearing, one trustee who was interviewed on condition of anonymity confessed that the trustees representing mining companies and government are more powerful than all the other trustees. ‘Some board members are more equal than others,’ he said before describing a situation point when the administrator wanted to make payments only to realise that there was no money in the account. After raising an alarm the money reappeared in an hour supposedly returned by the mining company trustees who could have been investing it somewhere. ‘They are so powerful and sway all the decisions in the interest of the mining company,’ he complained.

In Zvishavane, chief Mapanzure buttressed the lack of transparency and accountability by representatives of mining companies to other board members when he was asked about dividends of the COST. He explained that for now, there are no share certificates issued adding that ‘even when the share certificates are issued, it is possible that we will be lied to; being told that the mine is not making profit. We may never know.’
Conclusion

Accountability and transparency are not merely products of systems; they are also a function of trust, respect and essential software for teamwork. CSOTs at all levels of leadership must thrive to be accountable; especially to those they perceive to have lesser power than them.
Chapter Four: Community Engagement and Empowerment

4.0 Introduction

On several occasions, both the visitors and locals in the Shurugwi and Zvishavane expressed the need for the communities benefiting from CSOTs to be agents of development and not mere objects. Their agency was suggested in two major ways. The first being the ability of CSOT leadership to involve the community in planning and ensuring that they are consulted every step of the way. Second, communities could be service providers in the delivery of projects.

4.1 ‘Agents not Objects of Development!’

While CSOTs have delivered considerable development in some communities where they have been set up, most of these projects have not involved the greater community in the identification of projects, their implementation and beneficiaries. This approach is likely to result in projects that are underutilised, if at all they are utilised.

With the leaders of the respective Trusts visited insisting that they undertook outreaches and consultations with the communities, the only plausible reason why many community members hungered for information and even suggesting it would have been better if CSOTs had undertaken different projects could only be that there was limited consultation. On many occasions, during public hearings, community members questioned the priorities of CSOTs. ‘In my opinion, the CSOT should have prioritised rehabilitating of existing dams and boreholes rather than starting new water projects which take up a lot of money,’ suggested an elderly man from Zvishavane during the public hearing. To underscore the lack of community involvement and consultations, one community member related incidents where boreholes were drilled next to already existing ones.

One perspective however, is that the CSOT leadership may have consulted but failed in the prioritisation of the projects. Rural District Council Chair, Mr. Shepherded Mudhara told the Shurugwi outreach that, in fact, all their concerns were not new. He suggested that these were captured in the 5 year strategy of the council and not everything was going to be done at the same time. He implied that a number of these concerns will be addressed in future. One of the chiefs present in the public hearing added, ‘After receiving your concerns we evaluated them based on the criteria of cost, urgency and return on investment. However, we have discovered that it is a contentious approach hence the new plan to allocate each ward $25 000 to undertake projects they desire.’

Mr. Lovemore Mukwada, a delegate from Marange summed it all up when he said, ‘... communities themselves can be drivers of the change they need. They are agents not objects of development. CSOT leaders must consult the people and undertake projects that not only meet the needs of the communities but rather that are informed by the people themselves.’
4.2 ‘Capital Flight’ and the Fallacy of Local Communities Empowerment

The setting up CSOTs in communities has introduced much needed financial resources in the community. However, the structuring of these schemes in the mould of usual government bureaucracy will mean communities will lose out on retention of these resources as the tender system is rewarding people from bigger cities, as participants in the exchange visit noted. While putting all tenders of the CSOT through the State Procurement Board (SPB) reduces elements of corruption and enhances transparency in the awarding of tenders, it defeats the broader objective of empowerment when outsiders come into the community to provide services that could easily be outsourced locally.

During the Zvishavane outreach, a participant wanted to know, ‘Who are the contractors? How are they selected? Why get bricks from Bulawayo when local youths can produce similar quality and have an opportunity to earn a living?’ During the inspection of some of the projects like the Msasa school some delegates complained that the quality of workmanship was low, so low that local service providers could surpass at a lower cost. Shurugwi RDC chair, Mudhara agreed that this was in fact disempowering to the communities that CSOTs were purportedly seeking to empower. ‘We are looking at ways of getting our youth to provide services to the projects being implemented. As you can see by merely comparing the VTC project, the community undertook on their own, and the adjacent school we got outside contractors to undertake, there is no difference,’ he said in reference to the two projects that stand side by side – one done by a contractor and the other by locals.
On employing locals to undertake projects, however, the hands of the CSOTs are tied since it is public works requirement that tenders are opened up through SPB.

The solution that Shurugwi is looking for, however, was not far from them. Through the exchange visit, thanks to ZELA, they learnt in Zvishavane that there could be a way around legal requirements guiding the tendering process. In Zvishavane, while leading the project visits, Chief Mapanzure said, ‘We have now resolved to buy material for the community and allow the community members to donate their skills and services to the projects. Where for example we were building one house for the clinic nursing staff, we can now build three because of the savings we are making. The community can now get more;’ he said as he sought to demonstrate the benefits of community engagement in the process.

The question of how the unemployed youth and other community members can actually earn a living from the money in the CSOT remains a sticking one which may even require policy reform. However, if such millions of dollars could only leave infrastructure and a community of poor unemployed people then the notion of local communities’ empowerment will remain a fallacy.

**Conclusion**

Government needs to realise that, through CSOT tenders, communities have an opportunity to access broad-based empowerment beyond infrastructure development. They need to find ways of ensuring that locals get preference to provide services that they are skilled or can be capacitated to deliver. Even equally important, CSOT leaders should involve communities in planning and implementation of projects; they are affected by the issues CSOTs are addressing and have the capacity to solve their own challenges.
Chapter Five: Participation of Women, Youth, the Disabled and Other Marginalised Groups

5.0 Introduction

Modern day development projects are now measured by their ability to impact on the marginalised sectors of the community, among them, the youth, the disabled and women. The policy governing the administration of CSOTs anticipated this thus prescribed that specifically youth, women and the disabled be represented in the boards of the respective Trusts. This chapter reviews the participation of such groups, as well as the impact of the CSOT on these groups as established during the exchange visit.

5.1 Marginalised Sectors of the Community and the CSOT Policy Guidelines

During the CSOT boards presentations in public hearings, it emerged that the policy and laws upon which such Trusts were formed prescribe that there must be representatives of women, youth as well as the disabled on the board. The rationale for such provision was to ensure that development projects have the voices of the marginalised sectors of the community and, over and above, meet their needs.

Further, policy requires the Trusts to allocate 10 percent of their projects to youth.

5.2 Marginalised Sectors of the Community and CSOTs: Policy vs Implementation

The exchange visit findings, at least judging from the Shurugwi and Zvishavane cases, indicated that there are, almost invariably, challenges in the implementation of policy provisions relating to CSOTs and marginalised sectors of the community.

5.2.1 Representation in the Board

None of the visited CSOTs could be presented as a good practice for women, youth and the disabled representation in the board. For starters, the exchange visit did not reveal the correct position in terms of the election or selection of these representatives on to the board. However, it looks like government respective ministries were responsible for this selection. Responding to the question on who was representing these groups on the board in the Tongogara CSOT, a local chief said, ‘They are not appointed by us, they come from government.’
Chief Mapanzure, in Zvishavane supported this view, ‘I and the other chiefs had selected people from among you to represent these constituencies on the board. However, we were told by government that these representatives should come from them and that our representatives were not competent enough. Now, we don’t know who these people represent;’ he said, further warning that government ministries appointments could extend political patronage to the schemes. The local MP, in his closing remarks suggested that with the coming to an end of the terms of the current board, the representatives elected by the chiefs will come in. It is not clear whether government is giving up this prerogative or it was rather a statement in pursuit of populism. Only, the suggestion added to the confusion; who exactly should choose these representatives? Clearly, this is not a vexing question for the communities themselves. ‘We (the communities), must elect these people – not chiefs, not government – should elect these people; they represent us,’ one local said in a follow up interview. Her voice was heard as an underlying tone in all the questions around representation; let the people choose their representation!

5.2.2 The Youth 10 Percent Share

Despite both the Zvishavane and Shurugiwi CSOTs admitting they were aware of the need to support youth initiatives, none have honored such. In Shurugwi, a pledge for one hundred thousand dollars was made towards the VTC project already started by the community youth with the support of a donor. However, it was not clear if this would constitute the 10 percent. In the public hearing of the same district, youth were complaining that they were not benefitting from the scheme.

In Zvishavane, the CSOT board did not mince its words when it came to the question why youth were not benefitting. ‘The previous Minister, Francis Nhema had given a directive that the youth should not get their 10 percent share as money but rather invested in a VTC. His successor, Chris Mushowe suggested that, in the light of the abuse of the government Kurera/Ukondla Youth Fund the youth should not be given money as individuals but rather they should come together in cooperatives and seek funding from the Trust,’ said chief Mapanzure. Judging from the discussions, there is no consensus on how the youth 10 percent shall be utilised, least among the youth themselves.

5.2.3 Meeting the Needs of Marginalised Groups

The importance of the policy provisions on the marginalised groups is that these groups must ultimately be empowered by the CSOTs. However, this, according to the voices heard during the tour has not happened. Both the voices of the youth and women were vocal in protesting how the choice of projects by the CSOTs has skirted their needs. ‘We, as women, are appealing for pity from our chiefs. Some of us have pain from the scars of caesarean birth yet we are travelling about several kilometres carrying buckets of water. When are we going to have boreholes in every village as you continue to fund your own priorities?’ decried one woman during the Zvishavane CSOT public hearing. The same woman in a separate contribution suggested that, ‘As women we are left out (of the CSOT projects), can you give us our own projects.’

Even the youth would not be silent on this issue. In the same public hearing, one youth complained ‘Since the Trust is refusing to give us seed funding for entrepreneurial projects, why not, at least, put mechanisms that allow us to get tenders in the local mining companies or the Trust.’ The youth’s sentiments were echoed by many others throughout the exchange visit who said as the youth they were not reaping the rewards of CSOTs through tangible empowerment projects.
In an interview with the reporting team it emerged however that, in Shurugwi, some donations albeit small have been made to the district Paralympic games as well as donation of wheelchairs to schools in order to cater for the disabled. There were no voices of the disabled throughout the tour to speak for themselves.

**Conclusion**

In his remarks, Chief Mapanzure noted that marginalised groups may have to organize themselves and register companies in order to compete for tenders in their communities. Most of them belong to political wings yet they want to compete in business. However, in most of the areas pertaining to their inclusion, the women, the youth and the disabled need to keep pushing, through lobbying and advocacy, for their policy prescribed rights to be fulfilled.
Chapter Six: Sustainability of CSOTs and their Projects

6.0 Introduction

The biggest question of the CSOT schemes in general happened to be one of the most popular questions asked by the Great Dyke Exchange Visit: are they sustainable? This is a question only time can answer with precision. As for now, communities as well as experts in such projects can only use some circumstantial factors to evaluate the sustainability of CSOTs. Some of the factors that can help second-guess the sustainability of CSOTs have already been reviewed in this report such as the ability of the projects to change lives of the targeted audiences, community involvement, including marginalised communities, as well as the knowledge and awareness of the key stakeholders involved, particularly board members. This chapter reviews, based on the lessons learnt during the tour, some of the key measures of sustainability of, both the sustainability of projects as well the CSOTs themselves.

6.1 Seed Capital Investments

With all mining companies throughout the country, except Blanket Mine in Gwanda, yet to comply with the issuing of share ownership certificates for the communities, those communities such as Shurugwi and Zvishavane that have, at least, received seed capital in excess of millions must find way to ensure that they do not run broke in the near future. In the cases visited, the investments made by mining companies into the CSOTs through seed capital constitute significant amounts that can continuously generate income needed to fund community projects; only if the money is invested.

Responding to a local who wanted to know what investments the CSOT has made for sustainability, the Zvishavane CSOT board suggested that government was encouraging CSOTs to undertake income generating activities but, in their case, they were exploring other avenues for sustainability. These include partially funding projects and letting the community contributing the projects with labour. They are also making use of the interest earned on their money to pay salaries.

On the other hand, the Tongogara CSOT has gone all out to make investments with potential to generate income. They have invested in a borehole drilling rig, a truck as well as a commercial building in Harare. In both cases, the board members deplored lack of skills to manage investments as a major hindrance. Whatever the CSOT boards decide to use their money on, they are still within their rights. However, the advice of one of the participants in the Zvishavane public hearing, echoing sentiments of many, will be worth heeding. ‘How about investing this money for sustainability since is surely running out soon?’
6.2 Leadership and Governance Capacity of Trustees

Only in Zvishavane did the Trustees report that they undertook some training from the Zimbabwe Institute of Public Administration and Management (ZIPAM) on several topics, among them Corporate Governance, The Role of Boards, Finance for Non-Finance Managers as well as conflict resolution. In Shurugwi, there was no mention of such capacity building efforts for the board despite glaring need for such. Success, especially sustainability of the CSOTs and even their projects, shall hinge on the capacity of their powerful board members.

6.3 Team Work and Management of Relationships

The CSOT is a multi-stakeholder venture bringing together government, political leaders, traditional leaders and communities all with different agendas and expectations. There was a tendency, in the public hearings, to shift blame whenever there were failures in the scheme. Whether genuine or make belief, the finger pointing in the CSOT is regrettable and without clarification of roles, the CSOTs may not be sustainable.

Government and the mining companies themselves, the recognised founders of the Trusts got the most blame. From overbearing involvement to bureaucracy and lack of transparency, it was these two key stakeholders that found themselves at the receiving end of the blame on whatever went wrong.

6.4 Context-Related Investments

One would say in the excitement associated with availability of resources, both CSR and CSOT have made huge, sometimes world class, investments that stick out like sore thumps in the midst of poverty of many mining communities. With most of these initiatives being once-off investments, the question asked by one of the visitors as to ‘Who will maintain all this expensive infrastructure?’ appears to have not received enough thought from the CSOT leadership. Clearly, not the community as they would want visitors to believe. The community which struggled to build a basic school may not see it important to repair ceilings, replace falling roofing tiles and removal of waste from sceptic tanks. Maybe, in some cases, all they needed to do was to build basic but descent infrastructure that is cheap to maintain.

Conclusion

In the short while that CSOTs have existed, less than 3 years, they have registered phenomenal successes with potential to change lives. However, sustainability is not just a buzz word of development. It is a critical issue for consideration especially in the areas of investment for the seed capital as well as building the capacity of leaders to deliver effectively on their mandate.
Conclusions and Recommendations

7.0 Conclusions

Judging from the observations, discussions and questions asked during the Great Dyke Exchange Visit, it is important to note that, CSOTs where they have been implemented have made considerable strides to improve the lives of those who live in communities affected by mining. This is not to say that the full potential of these schemes has been realised. In many areas, there is room for improvement, both in places where the schemes are already operational and in communities where the schemes have had a false take-off. The same conclusion can also be made on CSR.

7.1 Recommendations

This closing chapter reviews some of the key recommendations that have capacity to expand the benefits of the CSR and CSOTs to work for the greater good of communities. These recommendations, drawn from the issues addressed in this report, are targeted at different players including the communities themselves and their CSOT leaders, government as well as ZELA and other non-governmental organizations.

7.1.1 Key Recommendations to CSOT Leadership and Communities

• There is need to strengthen activities meant to involve communities in the planning and implementation of CSOT projects. Such practice is not only meeting the democratic rights of communities but is also a measure of saving costs and getting much needed buy-in to ensure that whatever projects the CSOT engages in will meet the needs of the supposed beneficiaries. To this end, communities must organize themselves through CBOs and other structures that make it possible for them to have shared positions on critical issues relating development of their communities.

• Traditional leaders whose rise to the apex of the societies they preside over are in their position by birthright. Not all of them will have skills to preside over multi-million dollar entities like CSOTs without some training in many areas of leadership and management. Within their plans, CSOTs must have opportunities for the development of capacities of the members of the board. During the visit, some of the failures of the CSOTs can be traced to the poor capacity of the managers who are the board members.

• CSOTs must merge their plans with RDCs to avoid duplication but still maintain a clear division of responsibilities with government, both local and central.

• CSOTs have a window of opportunity to empower their communities now and in the future, if they invest some of the resources they have in areas where such investments can multiply and create new wealth. This will mean that CSOTs will be able to meet the needs of current generation as well as those of the future generations.
• All CSOTs must undertake a conflict assessment in order to establish possible conflicts that may arise from the introduction of resources in their community as well as old conflicts that may be reignited by the investments. This will ensure that investments by CSOTs will actually do good and not harm the communities.

• In the face of potential abuse of resources through corruption and embezzling of funds, considering the weak systems of financial control and management in the schemes, communities need to organize themselves as watchdogs and remain vigilant.

• Women and youth need to form companies in consortia based on their skills upon which they can lobby government and mining companies for contracts in the CSOTs and the mining companies. The field visit already indicates that communities have the necessary skills for infrastructure development projects judging by what they have delivered.

Key Recommendations to Government

• The Environmental Management Agency must be empowered to levy mining companies in a scheme that resources the agency to take over or at least oversee the rehabilitation of the land degraded by mining activities. The current approach of fining companies that do not meet their Environmental Impact Assessment plans is not working judging by the flight of mining companies from the communities, as soon as the resources deplete without rehabilitating the land;

• Government may have to consider legislating CSR and requiring a certain percentage of profits to be ploughed back into the communities. Alternatively, the agreements with mining companies need to be revisited and be made legally enforceable. In some communities, companies have not met their side of obligations and it’s not clear whether the pledges for seed capital were sound at law;

• Subsequent to the recommendation above, government must urgently intervene to ensure that mining companies meet their pledges and obligations for the 10 percent share ownership by communities as well as seed capital investment to the CSOTs. So far, most communities haven’t received the money promised and only one mining company has ceded the shares and issued out certificates;

• Government must allow communities to choose their representatives for women, youth and the disabled. As it stands, the CSOT boards do not reflect the wishes of the communities but of the government acting in the interest of the communities. This approach was rejected by the communities who took part in the exchange visits.

• In relation to the CSOTs, government must grant reprieve to local boards to by-pass public procurement policies to allow competent locals to be contracted to undertake projects commissioned in their communities. Of course, other measures have to be put in place to undertake quality assurance as well as limit corruption in the awarding of tenders.

Key Recommendations to ZELA

• To strengthen awareness raising programs on policies, including provisions of laws governing CSOTs. This will allow communities to become effective in the planning and implementation of projects.

• To sustain community education on their environmental rights and responsibilities. It is working as communities that ZELA works with have demonstrated capacity to hold the mining companies and CSOT leaderships accountable.
• Advocate for crafting and implementation of CSR laws in the face of mining companies’ arrogance. With the CSOT many companies have not rose to the occasion yet they continue to exploit mineral resources of the communities.
• Investigate legal and policy loopholes resulting in companies not meeting their obligations to CSOTs and do follow up work such litigation or support re-crafting of new legally binding agreements.
• Follow up on the learning of the exchange and establish how it is impacting communities; particularly, how are the communities coming from CSOTs that have not taken-off the ground are using what they learnt to benefit their communities.
• Need to continue facilitating public hearings and exchanges.
• For government to actually facilitate outreach meetings so that communities know more about CSOTs and the IEEA.
Case Stories

1. CSOT and CSR Strengthens the Reproductive Health of Women

Both the Millennium Development Goals (MDGs) and their successive framework the Sustainable Development Goals (SDGs) recognise that development at both local and global level will not be possible unless communities are healthy. Goal number 3 of the recently adopted SDGs which seeks to ‘Ensure healthy lives and promote well-being for all at all ages’ has its key targets of reducing maternal deaths as well as preventable deaths of new-borns.

According to the 2002 Census, maternal mortality ratio reached a high of 1068 per 1000 births and has declined almost by 50 percent in the next 10 years as the 2012 Census note that only 525 women per thousand had died giving birth in the preceding period.

The Multiple Indicators Cluster Survey of 2014, indicate that child mortality remain unsustainably high but suggests that both maternal and child deaths have been going down due to efforts of stakeholders in increasing access to health care. In communities such as Shurugwi, the efforts of Community Share Ownership Trusts (CSOT) as well as interventions of mining companies through corporate social responsibility (CSR) cannot be underestimated in this regard.

At Chironde clinic, in ward 19, where a local mining company has built a Waiting Mothers’ Shelter the local community testified to the huge impact that such a development would have on their health as a community. ‘Mothers and their new-borns were dying during birth because of the distances they had to walk to the clinic. With the shelters, we can be closer to medical attention,’ said Memory Ndebele one of the expecting mothers who were staying at the clinic, thanks to the MIMOSA constructed shelter.
Costa Majokoringo during an interview with the documentation team of the Exchange Visit
developments in the Tongogara CSOT, local chief and trustee, chief Banga admitted that many people come to him seeking loans adding that they are not in the business of giving loans to communities.

This admission raises questions on whether the investments the CSOTs are meeting the actual needs of the communities. The major obstacle to reaching these needs, of course, shall remain the ability of the CSOT leaders to consult the locals and program according to the priorities of the communities they represent.

‘They don’t consult us. We are only invited to the table to eat. No one asks us if the food being prepared is indeed what we want to eat,’ he said, metaphorically raising concerns of the exclusion of the communities in the planning of development projects. He said the effect of this exclusion has been undertaking projects that communities do not need at the expense of their real needs. ‘Some of the boreholes they drilled are next to already existing ones and are unwarranted,’ he highlighted.

Majokoringo says if he could get funding from the CSOTs, he would mechanise his irrigation as well as buy seed and chemicals. He questioned, how without income, is he expected to pay school fees for his 5 grandchildren in the state-of-the-art schools being built by the CSOTs?

Perhaps an important question that CSOT leaderships need to reflect on is whether are doing enough to meet the actual needs of their communities.

3. Culture: The Unheralded Casualty of Irresponsible Mining

The impact of mining activities on the communities that have mineral resources is well document and possibly the basis of corporate social responsibility the world over and, in Zimbabwe in particular, probably one of the arguments why the Community Share Ownership Trust (CSOT) schemes were initiated.

However, while extracting minerals from the communal land of locals as well as the resultant damage to the land can be compensated in monetary terms, how can the social effects of the same be tackled? Clearly, money cannot compensate for what people lose in their spiritual lives and culture. This is the conundrum that villagers under Chief Mapanzure battle with in the aftermath of the open pit chrome mining.

In the pre-independence Zimbabwe, when now 75 year old, Cuthbert Joubert Makaya was a young boy herding his family’s cattle in the valleys of the Great Dyke in Zvishavane, Dzivarasekwa, a sacred perennial pool sat over the precious mineral of chrome. To the locals, whether they had knowledge or not of the material riches lying in their area, Dzivarasekwa was not to be disturbed. It existed there, in their midst, its depth only explored by mermaids which locals believed inhabited the revered pool.

‘We used to hear the sound of drums coming out of the pool and sometimes locals saw mysterious clothes spread to dry in the sun around the pool. These were signs for the locals that our ancestors watched over us and spoke to us through Dzivarasekwa,’ Makaya, a retired headmaster told the Great Dyke exchange visit participants who took a tour of the Mapanzure community to see for themselves the damage done by the mining companies.

*Cuthbert Joubert Makaya (left) explains about desecration of Dzivarasekwa while Chief Mapanzura looks on*
'However, all that is gone. The mining companies came and desecrated this holy shrine,' he lamented pointing to the chrome mined open pits where the pool used to lie. He added that efforts to stop mining activities in the site were met with resistance from the mining companies who held claims, and some among the leadership who were bribed through material gains to mortgage the shrine together with the community’s belief.

Makaya encouraged activists to count, among land degradation and economic exploitation, the loss of places of cultural significance to the locals arguing that this is often overlooked.

While governments will prioritise economic development and mining companies paying as much as possible to extract precious minerals, neither money nor development will replenish a people’s beliefs once lost. Soon, elders like Makaya, who are in the twilight of their lives will be buried under the mineral-rich sands of Mapanzure and, sadly, with them the memories of Dzivarasekwa and its cultural significance.

Makaya concluded that all that was supposed to be done was to perform rituals by locals and the miners to compensate and be at peace with the traditions of the locals. However, arrogance on the part of mining companies with deep pockets as well as disrespect for the cultures and beliefs of locals stood in the way. No wonder, the community is plagued by various calamities. ‘The ancestors are angry,’ he said.

4. Community Involvement in CSOTs Saves Costs

The culture of top-to-bottom project development and implementation permeates the Zimbabwean political and development sector. Often, communities get developmental projects that their leadership believe will benefit them.

Although this culture is prevalent, it has undesirable consequences. For the Community Share Ownership Trusts (CSOTs), many downsides of excluding communities were visible throughout the Great Dyke Exchange Visit facilitated by the Zimbabwe Environmental Law Association, in which communities from several mining communities across the country visited Shurugwi and Zvishavane districts to learn on how CSOTs as well as corporate social responsibility (CSR) can benefit communities.

While the obvious negation of elite leadership-driven development projects is seen in the redundancy of projects, with some turning into white elephants, the Zvishavane CSOTs taught the delegates that community involvement can benefit communities in monetary terms.

After grappling with the issue on how communities can sustainably do more with the finite financial resources injected into the CSOTs as seed capital by the mining companies, the Zvishavane community decided that the solution was in community involvement. The CSOT leadership figured out that if they consult people on the projects they want, the people in turn, would be willing to supply labour and skills to the project. This in turn will reduce costs of delivering projects.

Having realised the profligacy of awarding every CSOT development project to tender, the trustees for the Zvishavane CSOT reached a decision to only supply communities with the materials they need and let them provide labour and skills. In one of the wards, the community is at advanced stage building nurses homes and toilets to a clinic built for them by the CSOT. Organizing themselves through traditional leaders, communities are taking turns to come and work in building their clinic.

And what’s more? ‘We have realised that through this approach, we can build three nurses’
houses with the amount that could previously build us one through outsourcing labour and
skills by the tendering process,’ said Chief Mapanzure a trustee of the local CSOT. ‘And if
you can notice, there isn’t even a difference in quality and standards. In any case contractors
who won tenders were just coming to recruit builders and labourers in the community,’ he
added.

Participants in the exchange visit could not agree more with the chief. Many, during the tour
of the Msasa primary school and the local Vocational Training Centre (VTC) in Shurugwi
questioned why a few classroom blocks cost almost half a million dollars when the community
had built a VTC of matching quality at far less, providing own labour and skills.

With CSOT administrators and trustees bound by the dictates of the public procurement
regulations, without possibility to deliberately empower local service providers, the true sense
of local empowerment in CSOTs is lost. Outsiders, who come and exploit the local labour
and services, yet pocketing the money, often win tenders. Involving communities in their
own projects will not line the pockets of individuals with skills or willing to use their labour;
however, it will ensure that communities benefiting from CSOTs will save money and realise
more from the resources they have- it becomes the case of less meaning more.

However, communities will not give their labour and skills when they don’t feel they were
involved in the planning of the projects. However, practice has already taught us that if
CSOT leaders involve communities, they can save costs of undertaking projects.