

# THE AFRICAN MINING VISION A FEMINIST ANALYSIS



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## **ACRONOMYMS**

<b>AMDC:</b>	Africa Minerals Development Cooperation
<b>AMV:</b>	Africa Mining Vision
<b>ASM:</b>	Artisanal Small Scale Miners
<b>AU:</b>	Africa Union
<b>CSOT:</b>	Community Share Ownership Trust
<b>CSR:</b>	Cooperate Social Responsibility
<b>CMV:</b>	Country Mining Vision
<b>EIA:</b>	Environment Impact Assessment
<b>FGD:</b>	Focus Group Discussion
<b>KII:</b>	Key Informant Interview
<b>LSM:</b>	Large Scale Mining
<b>MADF:</b>	Minerals and Africa Development Framework
<b>SSM:</b>	Small Scale Mining
<b>ZCDC:</b>	Zimbabwe Consolidated Diamond Company
<b>ZIMASCO:</b>	Zimbabwe Alloy Smelting Company
<b>ZIMASSET:</b>	Zimbabwe Agenda for Sustainable Socio-Economic Transformation

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## Executive summary

Despite Africa's vast mineral wealth, many of its people live in poverty. The Africa Mining Vision (AMV)<sup>1</sup> aims to help address this situation through the "transparent, equitable and optimal exploitation of mineral resources to underpin broad based sustainable growth and socio-economic development." To this end, the AMV's stated objectives are to:

- promote good governance;
- develop institutional and human capacity;
- optimise knowledge and use of minerals;
- build local and regional infrastructure;
- stimulate economic diversification;
- harness the potential of artisanal and small-scale mining.

The intention is that African States should domesticate the objectives of the AMV into their policies, laws and strategies, and make them legally binding. In addition, the second AU Conference of Ministers Responsible for Mineral Resources Development (through its Declaration on Building a Sustainable Future for Africa's Extractives Industry) approved the AMV Action Plan in December 2011. The Action Plan outlines nine clusters; mineral rents and management, geological and mining formation systems, human and institutional capacities, artisanal and small-scale mining, mineral sector governance; research and development, environmental and social issues; and linkages and diversification. Together, the AMV and AMV Action Plan have the

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<sup>1</sup> In August 2008, the United Nations Economic Commission for Africa (ECA) convened a meeting of the technical taskforce to draft the new *Africa Mining Vision* in preparation for the First African Union Conference of Ministers Responsible for Mineral Resources Development. The taskforce, jointly established by the African Union (AU) and ECA, also includes representatives from the African Mining Partnership (the intergovernmental forum of African ministers responsible for mining), the African Development Bank (AfDB), UNCTAD, and UNIDO.

power to influence policy and legal direction of the mineral governance sector in Africa.

However, the voice of African women is absent in the AMV, which was developed by policy- and decision-makers rather than by grassroots communities. As such, this paper argues that the AMV pays only lip service to prioritizing women's rights. The AMV has also been criticised for its lack of analysis of 'mineral costs' – the economic value that women add to the process through their unpaid care work, and the social, emotional and financial toll that the industry takes – for example, through the impact of displacement of communities to make way for mining operations. At no point does the AMV emphasised the need for community participation or for free, prior and informed consent (FPIC) to decide whether extraction should take place or not. The assumption is that communities wholly agree that mining is best for their development.

The study seeks to provide a critical analysis of, and feminist perspective on, the AMV in the context of Zimbabwe. Research involved a desk review, focus groups and key informant interviews, and has generated case studies that reflect the day-to-day realities for women engaged in mining and living in mining communities. The study notes that eight years after Zimbabwe signed the AMV, the country still falls short of achieving the objectives set out in the AMV Action Plan. Despite ratifying and implementing various international and regional women's rights declarations – including the Convention on the Elimination of Discrimination Against Women (CEDAW), and the Sustainable Development Goals (SDGs, especially Goal 5 on gender equality) – Zimbabwe's mining sector governance remains gender-biased. An opportunity to rectify this lies in efforts currently being made to reform the country's main legislation on the issue – the Mines and Minerals Bill, which is currently under debate in Zimbabwe's parliament. A group of organisations known as the Platform on Gender and Extractives submitted a gender analysis of the Mines and Minerals Bill to the Parliament Portfolio Committee on Mines and Energy.<sup>2</sup> The submission covered issues including equal representation of women and men

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<sup>2</sup> Position Paper on the gender analysis of the Mines and Minerals Bill by Platform on Gender and Extractives (including Oxfam, WLSA, ZELA, ActionAid, UN Women, CNRG).

on the Mining Affairs Board, a quota system for allocation of mining claims to women, FPIC, and the protection of farms against prospecting miners, among others.

## Why do we need a feminist view on the African Mining Vision?

In the past decade, foreign companies or governments have acquired (often through land grabs) 227 million hectares of land.<sup>3</sup> Half of this is in Africa. This means land for agriculture – women’s major source of livelihood – is under threat.

Africa has the highest rural population in the world, meaning that more women live in rural areas threatened by mineral extraction in Africa than on any other continent. More than 60% of employed women in Africa work in agriculture and are at risk of being displaced to make way for mining – often without giving their FPIC, and often without the offer of livelihood alternatives.<sup>4</sup>

And it doesn’t stop there. Land degradation and pollution resulting from mining affects water sources, increasing women and girls’ care and work burden as they are the ones who collect water and firewood on behalf of the family.

Women who work in mining are disadvantaged by the industry too. Women constitute 50% of the artisanal and small-scale miners in the world, and work in often unregulated and risky conditions. They are offered no form of protection and their participation in decision-making and other processes in the industry is also very poor.

Women are crucial to socio-economic development in that the caring and other productive labour they provide is fundamental to human survival. If this role (caring is currently largely seen as a female domain) is not considered in initiatives such as the AMV, then such policies will fail and effectively continue to marginalise women.

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<sup>3</sup> WoMin Analytical Paper on the Africa Mining Vision.

<sup>4</sup> WoMin Analytical Paper on the Africa Mining Vision.

## Feminism as a framework for analysing the AMV

Feminism is a belief that women all over the world face some form of oppression or exploitation.<sup>5</sup> Feminism is also a worldwide movement for the redistribution of power – a commitment to work individually and collectively in everyday life to end all forms of oppression, based on factors such as gender, class, race and culture.<sup>6</sup> It is important to note that there are different types of feminism. This study is rooted in feminist legal theory.

## Using feminist legal theory

As described above, the AMV as a policy framework has the power to influence laws and policies on mineral sector governance across African states. To date, men have dominated policy-setting around initiatives such as the AMV, resulting in laws and provisions (such as mining laws) that favour men and leave women to live with the real-life consequences of those policies. This paper uses feminist legal theory to analyse the AMV – a theory that starts with the view that throughout history the law has been fundamental to women’s subordination.

This research paper looks at women’s role as miners, employers, workers and care givers, and adopts three approaches:

- **Policy approach:** This analysed the role of women and men in policy formulation, and examined the extent to which laws and policies address gender issues.
- **Liberal approach:** This analysed the extent to which women obtain real gender equality, compared to basic/nominal equality.
- **Intersectionality approach:** Women are not a homogenous group. They face multi-dimensional levels of discrimination due to different factors such as gender, sex, class, race, colour, marital status, ethnicity and religion, to mention a few.

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<sup>5</sup> Crenshaw, K (1989) Demarginalising the intersection of race and sex: A black feminist critique of anti-discrimination doctrine, feminist theory and anti-racist politics: University of Chicago.

<sup>6</sup> Ibid.

This paper represents a good example of the benefits of using feminist legal theory in policy analysis: applying it to the AMV reveals that the vision's key tenets refer to gender in only a limited way – and such limited reference to gender poses a risk of the law leading to the exclusion of women.

## **Women miners: a snapshot**

Research for this paper reveals that women engaged in artisanal and small-scale mining (ASM) are generally either unmarried or widowed; those that are or were married did so when they were girls (child marriage has an impact on education and literacy, the ability to access, control and own resources). Navigating the mineral governance sector requires the ability to read and write to a certain level, so women with little education engaged in ASM are less likely to be able to take part in decision-making around their employment. It also limits them in moving beyond artisanal and small-scale activities and into other sectors of mining.

## **The situation of mining communities: a snapshot**

### **Case study: The effects of extraction in Mhondongori community**

There are two large-scale chrome mining companies in Mhondongori, Zvishavane – namely ZIMASCO and ZimAlloys. The women and men from this community shared their experiences of these companies and their employees. One focus group discussion member stated that: “Before the miners came, each household had 16 hectares of land, of which 12 hectares were for agricultural use and the remaining four hectares for grazing. This land has been degraded to the extent that it can no longer be farmed. This is so because the workers are cutting down trees for many reasons – [for example] to build their makeshift shelters [as the mining company does not provide housing] or firewood, which they sell.

[Firewood comes from] an indigenous tree which is unique to the Mhondongori community. The tree is special in that its wood is durable and resistant to termites, even after being cut. The workers are cutting down this tree and selling to people from the nearby city of Gweru. There is no electricity in the village so they burn grass as a source of light. To build their houses they also use plastics. For sanitation the miners use the bush. Our cows have died from

eating plastics and solid waste. This rubbish has also found its way to our water sources due to heavy rains, and thus contaminated our water.

During their mining activities they leave open pits, into which our cows have fallen and died. At times their wages are delayed and they deliberately trap our cows and animals so they can eat them. Our culture does not allow us to eat cows that die in this manner so they take advantage of that. They have no garage to provide maintenance for their machinery so they do it on the land. This has contributed to the damage of the land through oil that spills onto it. That oil has also found its way to water sources and further polluted the water. In conducting their mining activities they blast whenever they wish, causing a lot of noise pollution. This noise has led to the cracking of houses. In village 3 the dam collapsed due to the blasting.

The case study from Mhondongori reflects the day-to-day realities of women and men living in mining communities. It also reflects on how Zimbabwe, after eight years of signing the AMV, has only to a limited extent addressed the challenges of mining communities.

## **Analysis of the AMV tenets**

Our research analysed each tenet of the AMV using the liberal, policy and intersectionality approach described above. This sought to demonstrate the gender inequalities that the AMV embodies by deliberately not articulating aspects that impact negatively on women and /or offering solutions.

## **Mineral sector governance**

While the AMV is not legally binding, it is nevertheless hugely influential in relation to mining sector governance, and many signatories have adopted it as part of their national laws. The strategy to create a well-governed mining sector that ensures benefits for all stakeholders and surrounding communities through distributing revenue from mining to other sectors of the economy (such as agriculture and manufacturing that promote local, national and regional economies) is key to developing the sector.

Below is an analysis of Zimbabwe’s mineral governance sector against the standards set in the AMV.

<b>AFRICAN MINING VISION: AIMS</b>	<b>ANALYSIS</b>
<p>A well-governed mining sector, ensuring benefits for all stakeholders, including surrounding communities.</p>	<p>The Constitution of Zimbabwe has 97% gender equality provisions. In particular, s17 sets out that the State should take measures to ensure that women and men are equally represented in all decision-making structures. However, the Mining Affairs Board has no equal representation of women and men and the Mines and Minerals Act does not provide for this.</p>
<p>Respect for human rights by mining companies is key to their social license to operate.</p>	<p>Mining companies continue to operate without FPIC or environmental impact assessments in which communities are allowed to participate.</p>
<p>Domestic regulations enforced to protect human rights from corporate abuses. In addition, international and regional women’s rights instruments are adopted into national law.</p>	<p>Zimbabwe has more than 20 Acts of Parliament governing mining that are fragmented, confusing, cumbersome and time-consuming, especially for artisanal and small-scale miners. Women engaged in ASM find it most challenging to maneuver the legal system in what is a male-dominated sector. Most women miners are to be found working in ASM.</p>
<p>Gender analysis is used to assess mining activities in order to address gender inequalities in the sector.</p>	<p>Zimbabwe’s Mines and Minerals Bill is weak and fails to capture gender-equality provisions or to address the needs of women in extractive industries – meaning that the law remains gender-biased and the ASM sector remains unregulated.</p>

A gender and ethically-inclusive mining sector is achieved.	The new 'ease of doing business in the mining sector' initiative developed a Taskforce Working Committee on which women, youth and people with a disability (to mention a few) are under-represented.
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The AMV aims set out above lack any recommendations or guidance on how mining sector governance can be used to reform gender-inequitable laws and policies in what it is known to be a male-dominated sector. The standards in the AMV do not take into account the need to transform power relations between men and women at household, market or government level. The AMV should urgently create a platform for policy dialogue from which gender-justice goals can be worked towards.

## **Mining revenue and rents**

The AMV recognises that Africa has not reaped the financial rewards of the exploitation of its mineral resources. It now seeks to create a mining sector that generates the income and revenues needed to eradicate poverty and help finance Africa's economic growth and development.

The AMV also recognises that the competing of huge mineral revenues for governments' development financing and the possibility of the inflow of such huge revenues may undermine the international competitiveness of other economic sectors. The AMV proposes that to address this 'Dutch disease' effect, African governments should channel revenue generated from mining into long-term physical and social development in the country, including among communities directly affected by mining.

AMV AIMS	ANALYSIS
<p>A mining sector whose activities and benefits are more closely linked to and supportive of the local economy.</p> <p>A mining sector that respects local agriculture, and contributes to local growth, for example through supporting the development of manufacturing.</p> <p>A Sovereign Wealth Fund is developed.</p> <p>Income and revenue to eradicate poverty is generated.</p>	<p>Runde Rural District Council stated that there is no revenue coming in from government – despite the constitutional commitment that 5% of government revenue<sup>7</sup> (the bulk of which is generated by mining) should be remitted to local councils. Big mining companies are not remitting taxes.</p> <p>ASMs (who are mostly men) do not contribute towards community development, yet are also responsible for environmental degradation. It is this environmental degradation that affects women the most, as they perform care-giving roles that require direct interaction with the environment (e.g. fetching water and firewood).</p> <p>Zimbabwe’s Sovereign Wealth Fund Act has not been implemented. Councils are struggling to rehabilitate water sources, the environment, and roads damaged by mining.</p> <p>The Parliament Portfolio Committee on Mines and Energy reported in 2013 that communities were not benefiting from the existing diamond</p>

<sup>7</sup> Zimstats data in Mukasiri Sibanda Blog: How helpful or harmful is RBZ export incentive scheme? Available at: [www.mukasirisibanda.wordpress.com](http://www.mukasirisibanda.wordpress.com), accessed 10 September 2017.

	<p>mining companies in the area. The report also indicated that an estimated 15 billion was unaccounted for and is missing hence the citizen demand, where is our 15 billion united states dollars?<sup>8</sup> Zimbabwe's Sovereign Wealth Fund Act 2014 has not yet been implemented.</p> <p>The situation of families (women and girls) relocated to Arda Transau after diamond mines came to the area is dire. They lack income opportunities and have resorted to transactional sex for survival.<sup>9</sup></p> <p>The use of tax revenues from mining for industrial development and community development are not possible in the absence of a legal obligation on mining companies to perform corporate accountability to communities.</p>
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<sup>8</sup> Portfolio Committee on Mines and Energy on Diamond Mining (Special Marange diamond fields) 2009-2013.

<sup>9</sup> ActionAid (2015) Chatiza K, Makaza.D, Muchadenyika, D and Nyaunga F. When extractives come home: The impact of mining on women.

## Access to geological and mining information

AMV AIMS	FEMINIST PERSPECTIVE
<p>Comprehensive knowledge of Africa’s mineral endowment exists, reducing the risk of investment exploitation.</p> <p>Geological knowledge is accessible to both the public and private sector.</p> <p>Countries build their capacity to collect basic geological information to maximise value from mineral resources.</p> <p>Research teams that regularly update their skills and techniques to manage, maintain and analyse up-to-date data are formed.</p>	<p>AMV lacks explicit guidelines for public access to information on mineral revenue, contracts, geological information, and licensing processes. Feminist principles demand unrestricted access to information<sup>10</sup> as key to women’s empowerment.</p> <p>Most women in rural areas lack access to information. The AMV does not refer to the need for mining extension services. Zimbabwe does not provide mining information to the public. This includes geological information. Lack of information disproportionately affects women, as women are often used to find mineral deposits, while men rush to license the claim.</p> <p>Most women are farmers and once a mineral has been discovered on the farm, mining takes precedence over agriculture on that land. Women have lost land to miners. The Mines and Minerals Bill still does not address this problem.</p> <p>Such teams have not yet been formed in Zimbabwe. Many miners still experience double allocation of mining claims. Double allocation of mining claims is also used to push out women who may have made the claim first.</p>

<sup>10</sup> See <https://www.apc.org/en/pubs/feminist-principles-internet-version-20>.

## Building human and institutional capacity

AMV AIMS	ANALYSIS
<p>A mining sector that is knowledge-driven and that can support the international competitiveness of Africa's industrial economy.</p> <p>A strong relationship exists between the exploitation of minerals and broad eco-social development.</p> <p>Institutions responsible for negotiating mineral development agreements have significant capacity to negotiate contracts and regulate mining operations.</p> <p>Educational institutions incorporate mining skills and have variety, depth and capacity to upgrade knowledge on mining.</p> <p>Capacity development of Parliamentarians and CSOs to promote checks and balances in the management of mineral resources is built.</p>	<p>The mining sector is male-dominated. There is no affirmative action proposed by the AMV to ensure that women enroll in mining-related courses like geology, metallurgy to achieve gender equality in future.</p> <p>Women subsidise mining through supporting their husbands with unpaid domestic care work.</p> <p>There is need to address practical and strategic gender needs in order to create a conducive environment for women to participate in mining, including adequate sanitation, catering for care work and suitable clothing for women at the mines. Strategic needs are eradicating sexual harassment, gender-based violence, and including women in decision making.</p> <p>Gender mainstreaming should be a capacity-development need for all stakeholders involved in mining.</p>

### How women's unpaid care work subsidises the mining sector

The AMV fails to recognise the daily unpaid care work done by women. This work contributes to the functioning of the men who work in mines and the stability of the family unit and community. It is usually alluded to as cleaning, cooking, child care, household chores and caring for the sick, but care work is also productive labour that is unpaid. Women work in the fields more than men and engage in agricultural activities that contribute to the economy. Studies show that women make up almost 60% of the agricultural labour force in Africa

and Asia, but own less than 20% of agricultural land. In Zimbabwe, 86% of women are farm laborers on family land – yet such work is not recognised as important, and is hence unpaid.

The mining governance system has caused a double burden of unpaid care work for women. Forced displacements leave families in places with poor infrastructure and poor basic social amenities – thus women are left with the burden of securing water and firewood, and have to search for income opportunities to sustain their families. In addition, poor health and safety systems in mines, and the effects of environmental pollution, have led to injuries and illness for mine workers and family members, who then need to be nursed by women at home.

Research reveals that there is a benefit in recognising care work done by women. Globally, 13% of the GDP is estimated to come from care work. In India, care work contributes 39% to GDP. The AMV seeks to increase human productivity through skills training but fails to recognise women’s unpaid care work, and its value. There is need to redefine employment by recognising care work as work. In addition, of the distribution of mineral revenue obtained by the government in the form of taxes from mining companies, a certain percentage must be allocated to ensuring gender-responsive public services that can contribute to the reduction of the burden of care work on women.

## Women



*Ellen, 63, is a widow who has been practicing small-scale gold mining in Zvishavane for the past 14 years. Currently she is the treasurer of the Zvishavane–Mberengwa ASM Association, which comprises men and women ASM. The main role of the association is to advocate, promote and protect the rights of ASM. Ellen inherited the mining business from her husband and employs both men and women. Men go underground and women do the light duties. While she would like to grow her mining business, a major challenge is theft from*

### **Case study: Ellen’s story**

*workers, villagers and buyers because of her lack of capacity and skill to understand the industry better. Currently she lacks machinery, knowledge and research information. Further, she stated that she constantly has to worry about annually renewing her mining license. Ellen acknowledges that as ASM “we need to contribute to community development and not wait for large-scale mines to do it for us”.*

Further, include distribution of tax revenue from mining to go towards ensuring gender responsive public services that can contribute towards the reduction of the burden of care work on women.

## **Artisanal and small scale mining (ASM)**

More than 50% of ASM miners in Zimbabwe are women. Despite the government's recognition of the contribution of ASM to local economic development, ASM firmly remain in the shadow economy: poorly regulated, beyond the reach of markets, and not integrated into national policies and institutions. The AMV seeks to create a mining sector that “harnesses the potential of artisanal and small-scale mining to stimulate local/national entrepreneurship, improve livelihoods and advance integrated rural social and economic development”.

To promote the interests of women in ASM, the AMV needs to recognise what women are currently doing, and to provide them with the necessary support. However, government programmes that purport to be promoting gender equality are failing to achieve real equality. For example, the government economic policy ZIMASSET, which sought to alleviate poverty by providing capital to engage in business, has given women in Zvishavane no financial support since they started mining what turned out to be low-grade chromium (and which is failing to attract buyers). Most women interviewed for this report in the region regretted leaving their kitchen and garden activities to become women ASMs.

## Case study: Margaret, artisanal chrome miner



In 1997 Margret Zhou started working at the Akurium mine, making tea and cleaning the offices. After three years the mine closed and she found employment at the Petmus mining company (part of the Zimbabwe Alloy Smelting Company). She started as a general labourer, digging chrome. She used to lift 14-pound hammers and it was painful. She was later promoted to supervisor and worked for seven years, receiving training in first aid and

in the technique of blasting. During blasting she sustained a leg injury and ultimately lost her job.

Margaret states that as a woman, working at Pitmus was really challenging. The environment was male dominated. Often she would start work at 6am and finish at 7pm. She had to wake up early to prepare the children for school, and ensure food was available for them and her husband. When she got home she had to the same household chores. Due to lack of economic opportunities she had to endure for the families' livelihood she now suffers chest pains and her womb is ruptured. Despite this she has managed to ensure that all her children go to school, bought cattle and household goods for the family.

## Environment and social issues

AMV AIM	ANALYSIS
<p>Mining does as little environmental damage as possible, is socially responsible, and appreciated by all stakeholders.</p>	<p>Most rural women’s livelihoods and survival depends on the land. The AMV does not mention the role that mining plays in climate change, and its damage to the environment.</p>
<p>Strategic Environmental assessments and Social Assessments, Health Impact</p>	<p>The AMV is silent on the ongoing environmental and social disruption caused by mining – i.e. how</p>

<p>Assessments and Environmental Social Impact Assessments (ESIA) are mandatory for all mining project approvals. Strengthened government capacity to govern ESIA, management and regulation exists.</p> <p>Mining companies improve their practices and corporate social responsibility.</p>	<p>governments should address displacement, fair compensation and the loss of property that families encounter once a mine comes into their community.</p> <p>Cooperate accountability provides a legal obligation for mining companies to practice community development projects as opposed to CSR proposed by the AMV. Women remain vulnerable in an environment where protection against potential abuse is not provided.</p>
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**Case study: Community fights arbitrary evictions by mining company**

In 2016, Marange Development Trust (MDT) wrote a letter to the permanent secretary in the Ministry of Mines and Mining Development complaining about the conduct of Zimbabwe Consolidated Diamond Company (ZCDC), which was mining within people’s homesteads and exposing children and villagers to respiratory health risks through dust pollution. After the complaint against ZCDC, the Provincial Administrator of Mutare and ZCDC attempted to relocate the affected families. The communities were coerced to sign consent forms for the relocation, which would be made without compensation. MDT, with legal advice and support from Zimbabwe Environmental Law Association (ZELA), instituted an urgent application in the High Court against the Provincial Administrator and ZCDC for not following due process of the law against freedom from arbitrary eviction. The urgent application was granted and an interdict was granted restricting the actors from violating the constitutional rights of villagers.

MDT also received help from ZELA over concerns that ZCDC had not involved the community in the development of the company’s Environmental Impact Assessment (EIA) report for its mining operations. ZELA helped the

community write to ZCDC requesting that it provide the community with its EIA documents. The company's failure to respond or provide the requested EIA document resulted in the community group being helped by ZELA to file a legal application against the company for operating without an EIA. MDT filed an application in the High Court against ZCDC and the Environmental Management Agency (EMA), seeking an order from the Court to interdict the company from carrying out mining operations until the law was complied with. On 1 August 2017 the High Court of Zimbabwe ordered an immediate halt to ZCDC's diamond mining operations in Marange, pending approval of an EIA certificate by the EMA.

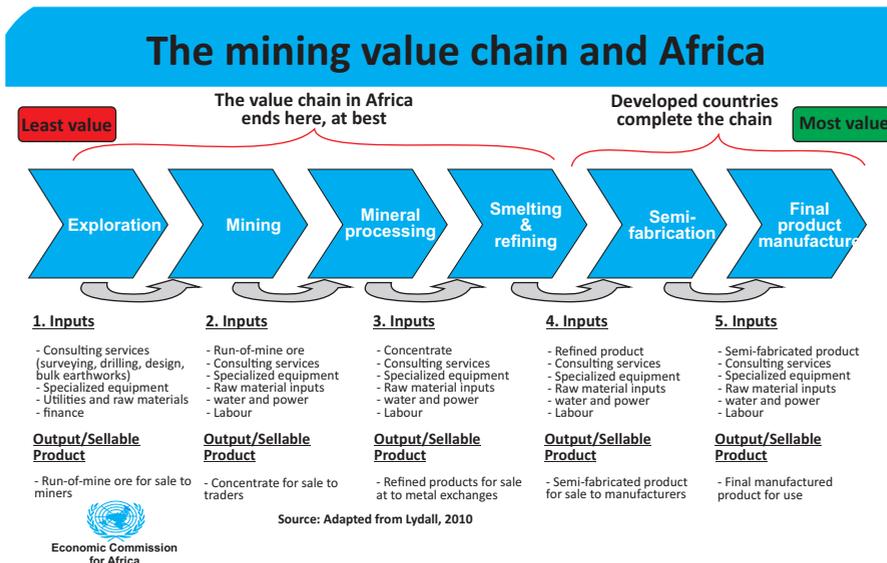
The case of Marange vs ZCDC shows how the responsible government institutions are not effectively monitoring mining companies' operations to ensure they are environmentally friendly, and protect the environment for the community. It is important to note that two weeks after the judgment the mine had resumed operations, though it takes at least three months to conduct an environmental impact assessment and conduct public consultations. The community was not consulted and they remain in a catch-22 situation – to either continue to suffer the pollution generated by the mine, or consent to be displaced to an area of 'relocation'.

## **Mineral development and women's participation**

Mineral development includes aspects such as added value (the refining of the raw material), research and development, and access to technological information and infrastructure. Africa realises the least value from mining as participation (see Figure 1). Instead, developed countries complete the value chain through semi-fabrication and final production, thereby realising the most value. It is important for Africa to generate new knowledge and to be involved in all steps in the mineral value chain. This knowledge exists in Zimbabwe, but the financial capacity to capitalise upon it is lacking (e.g. women could diversify into jewelry making and protect their health and safety from the mines). Furthermore, research as an activity should be enshrined in all international and national laws and policies so that mining companies can finance more research. Zimbabwe has its own minerals research unit and School of Mines, but, they have no proactive systems to promote women's participation. The

School of Mines is male dominated and should have an affirmative action programme to promote women’s participation.

**Figure 1: The mining value chain and Africa**



## Recommendations

This study makes the following recommendations to stakeholders to reframe the perspectives and actions of the whole mining sector, in the interests of gender justice.

### 1. Ministry of Mines and Mining Development should:

Develop an organised, evidence-informed legal framework and gender-responsive mining policy (e.g. a Zimbabwe Mining Policy/Charter) that aims to:

- enshrine women’s equal participation in decision-making in mining governance structures;
- recognise and take steps to reorganise and redistribute women’s unequal burden of unpaid care work;
- promote public participation;
- ensure that the principles of free, prior, informed consent are effectively adopted and that communities are aware of all socio-

- economic and environmental impacts of mining; before they give their consent;
- ensure that there are policies that address displacement, compensation, and violence against women in the extractives sector;
  - outline the processes required by mining companies to meet their corporate accountability requirements;
  - channel mineral revenue towards women's economic empowerment initiatives and towards promoting gender equality throughout the whole mining value chain;
  - be an inclusive and consultative process that includes women, particularly the most marginalised;
  - be enforceable, with measurements for success.

### **The Portfolio Committee on Mines and Energy should:**

- have compulsory training on gender issues, and monitor the impact of gender in the mining sector;
- play an oversight role over the implementation of mining law and policy;
- hold extractive companies to account based on analysis of their performance in relation to gender issues.

### **Funding partners and civil society should:**

- create the space for, and support women to be active in, lobbying for a feminist AMV; understanding and addressing the reasons that women may be unwilling to be involved;
- support the participation of women in mining, through promoting existing women in mining associations and creating young women associations in mining;
- build women's capacity through legal support and skills training to hold duty bearers accountable to gender equality outcomes in the extractives sector. Mining communities need to have their capacity

- built to be able to claim and demand their rights in the mining governance sector;
- provide financial and other support for human rights defenders so that they can safely engage and carry out their work in mining communities;
  - create civic space to amplify the voice of women and men against the negative impacts of extractives. Civil society organisations should engage in collective action to disseminate the findings of feminist analyses of the African Mining Vision.

### **The mining companies should:**

- move from corporate social responsibility to corporate accountability. Mining houses should be bound by law to be accountable for their performance in relation to social responsibility, sustainability and environmental performance.

### **All stakeholders – addressing unpaid work:**

Formally employed or unemployed women face the burden of unpaid care work due to socially ascribed gender roles. For employed women, care work represents a double burden.

- Labour laws should recognise the unequal burden of women's unpaid care work and provide free, accessible, gender-responsive public services such as child care, to reduce and redistribute that burden.
- Work programmes should proactively encourage women, including those from particularly marginalised groups, to ensure they are supported on their journey towards to better-paid work. This requires addressing women's and girls' access to education and training.
- Civil society organisations should promote positive social norms and attitudes to women's paid work and unpaid care work, taking action to redress the balance of power between men and women, and to eliminate the inequality that currently flourishes at household, local, national and global levels.



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