



MANDELA MINING PRECINCT
MINDS FOR MINES

Guideline:

COMMUNITY INCLUSIVITY MODEL

SATCAP 2020

About the Mandela Mining Precinct

The Mandela Mining Precinct is a Public-Private Partnership between the Department of Science and Innovation and the Minerals Council South Africa. The Precinct is jointly hosted by the Council for Scientific and Industrial Research and the Minerals Council. The Mandela Mining Precinct is an initiative aimed at revitalising mining research, development and Innovation in South Africa to ensure the sustainability of the industry. This is achieved through the South African Mining Extraction, Research, Development and Innovation (SAMERDI) strategy.

The strategy comprises six research programmes:

1. Longevity of Current Mining;
2. Mechanised Mining Systems;
3. Advanced Orebody Knowledge;
4. Real-Time Information Management Systems;
5. **Successful Application of Technologies Centred Around People**; and
6. Test Mine.

This guideline was developed under the Successful Application of Technologies Centred Around People (SATCAP) research programme. The programme is aimed at understanding the effects, impacts and challenges of mining modernisation on people in the minerals sector.

ISBN number: SATCAP 2020 WP4 Test Mine

Contact details enquiries@mandelaminingprecinct.org.za
www.mandelaminingprecinct.org.za

Author: Dr Sherin Ramparsad (Mandela Mining Precinct)

Approved: A. Saffy (SATCAP TSC Chairperson)

Table of Contents

1	INTRODUCTION	4
2	AIM OF THE PROJECT, OBJECTIVES AND METHODOLOGY	6
3.	FINDINGS	8
4.	FINDINGS AND RECOMMENDATIONS	10
5.	CONCLUSION	16



CHAPTER 1

Introduction



1. INTRODUCTION

Name of Programme	SATCAP	
Work-package	Number	Title
	4	Test Mine: Community Inclusivity Model
Service Provider(s)	Wits University (Lead), CSIR, EUP	

This study explores what is needed for community engagement and benefit-sharing to keep pace with the mine modernisation agenda and the implications for the social license to operate. Specifically, the aim of the research was to develop a community engagement and inclusivity (or benefit-sharing) model that supports shared value creation in the context of mining modernisation.



CHAPTER 2

Aim of the Project,
Objectives and
Methodology

2. AIM OF THE PROJECT, OBJECTIVES AND METHODOLOGY

The hypothesis that underpins this research is that existing approaches for community engagement and inclusion for mining modernisation are inadequate. The statutory engagement requirements, primarily conducted in the basis of the Social and Labour Plan, the Mining Charter III and the Future Forums are inadequate to deal with the new opportunities for increased community inclusion arising as an outcome of mining modernisation, and therefore need review.

The aim is to identify an approach and model for community engagement and inclusion, applicable for mining modernisation. The objectives included:

- To develop and recommend a community engagement and inclusivity model that supports shared value creation in the context of mining modernisation;
- To identify the capacity development necessary to support community engagement and inclusion for mining modernisation; and
- To make recommendations on curricula required to build capacity of both the community and mining role-players that could enhance engagement and inclusion practices for mining modernisation.

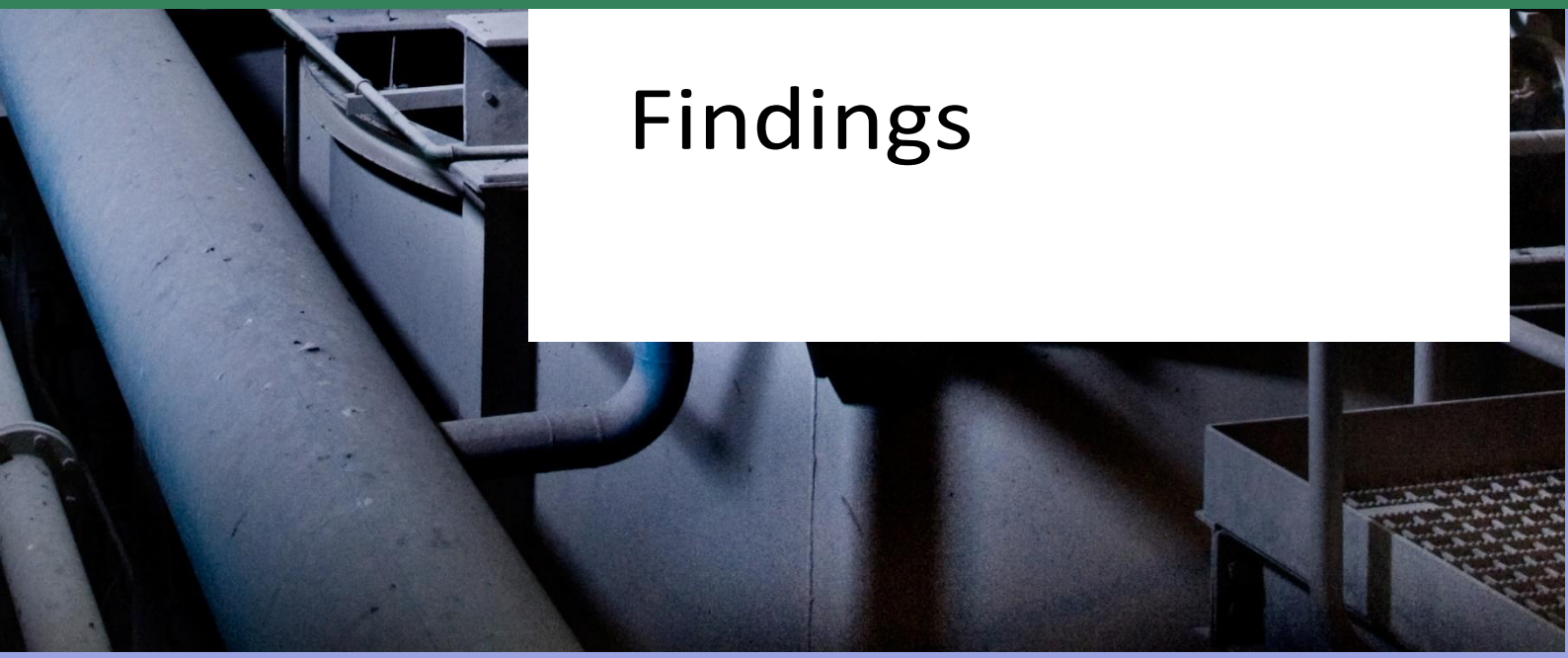
Covid-19 lockdown restrictions had impact on this study in terms of more extensive data gathering. In total 20 key informant interviews were conducted with both community and industry stakeholders. Community stakeholders were selected at the national and mine site levels. Industry stakeholders at three modernising platinum mine sites were selected because they worked in social performance and/or local socio-economic and enterprise development. All key informants were purposively selected.

Key informant interviews (KIIs) at the national level (n=12) included civil society organisations, academics and senior consultants representing or working with mining affected communities and a sector industry representative. At the mine site level KIIs (n=8) were conducted to detail and review the engagement and inclusion approach at three modernising mine sites. All interviews were conducted in English using telephonic/virtual platforms. Interviews were recorded with the respondents' permission and notes taken. A thematic analysis of qualitative data was conducted using inductive and deductive codes and interview notes and verbatim quotes were captured into an excel spread sheet.



CHAPTER 3

Findings



3. FINDINGS

The findings indicate concerns about the practice with respect to community engagement and inclusion. It is suggested that there are several systemic failures associated with the implementation of the current statutory arrangements for community engagement and inclusion:

- The poor integration and delivery of the country's development programmes at the local and regional level is the best example of this.
- The absence of capacity in many municipalities to drive the development agenda severely impedes the effectiveness of SLPs.
- The absence of sufficient guidance in the regulations of the Mineral Petroleum Resources Development Act (MPRDA) about what constitutes consultation is another. Mine officials who work in the social performance space have a complex role navigating these systemic failures and this is not sufficiently recognised within the sector.
- In South Africa's mining regions there is a legacy of perceived poor practice which requires a radical shift in the commitment of industry to do better. Mining impact remediation and mining benefit-sharing are not siloed for communities, as is the case for industry. This remains unsatisfactory for many community stakeholders and contributes to ongoing unhappiness.
- Very significantly this study found that from a community perspective, mine modernisation in and of itself is not the reason for a new model of engagement and inclusion. Community stakeholders support the current regulatory mechanisms albeit with significant improvements in its implementation. Modernisation will however accelerate deteriorating relations between communities and mining operations because operations would no longer be able to use the threat of major job losses as a stick to gain community co-operation.

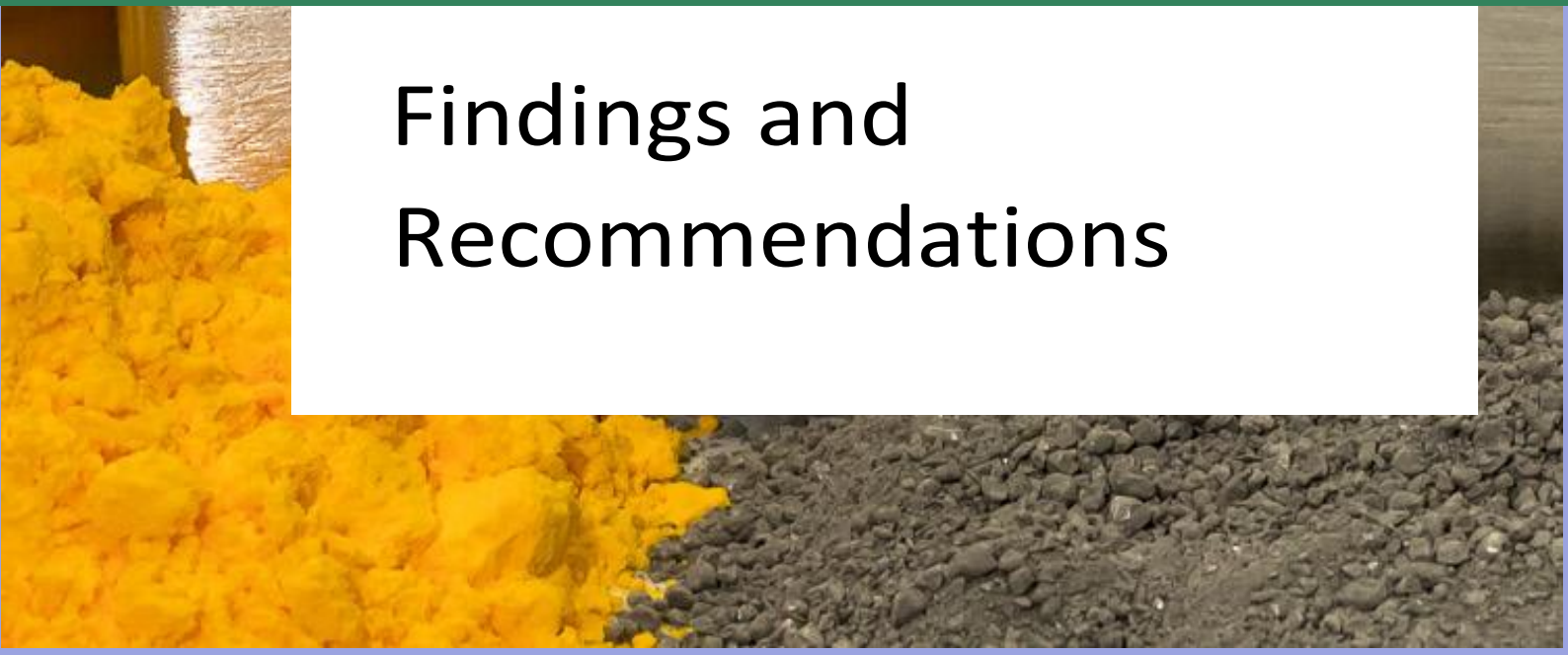
The increased mobilisation and organisation of communities provides both opportunities for new types of engagement and a threat of unrest in mining communities. It was found, through the study, that community stakeholders are poorly informed about modernisation and that they are excluded from conversations happening in the sector. There is an urgent case for industry to reach out to community stakeholders to engage representatives about the vision for mining in the future.

For community stakeholders, this study confirms that the most pressing agenda is to secure a positive shift in their everyday experience of engagement and inclusion, and the model presented in this section sets out what is necessary to achieve this. This study proposes a model for engagement and inclusion that can be voluntarily adopted by industry under the current legislation.



2017 Z1027.5

CHAPTER 4



Findings and
Recommendations

4. FINDINGS AND RECOMMENDATIONS

This study set out to recommend a model for community engagement and inclusion that will support the South African mining sector as it continues to modernise. Figure 1 is an illustration of the model that has emerged from this research. It introduces a set of voluntary actions that can be taken by industry that may significantly improve overall performance. The model proposes two levels of intervention. The first is at the sector or level of mining regions and the second at the mine operation. Although the model conceives of interventions happening at a mine operation in the absence of sectoral and/or regional actions, it is the synergy between the two that will make for the most difference. The recommendations for each of these actions are bulleted below.

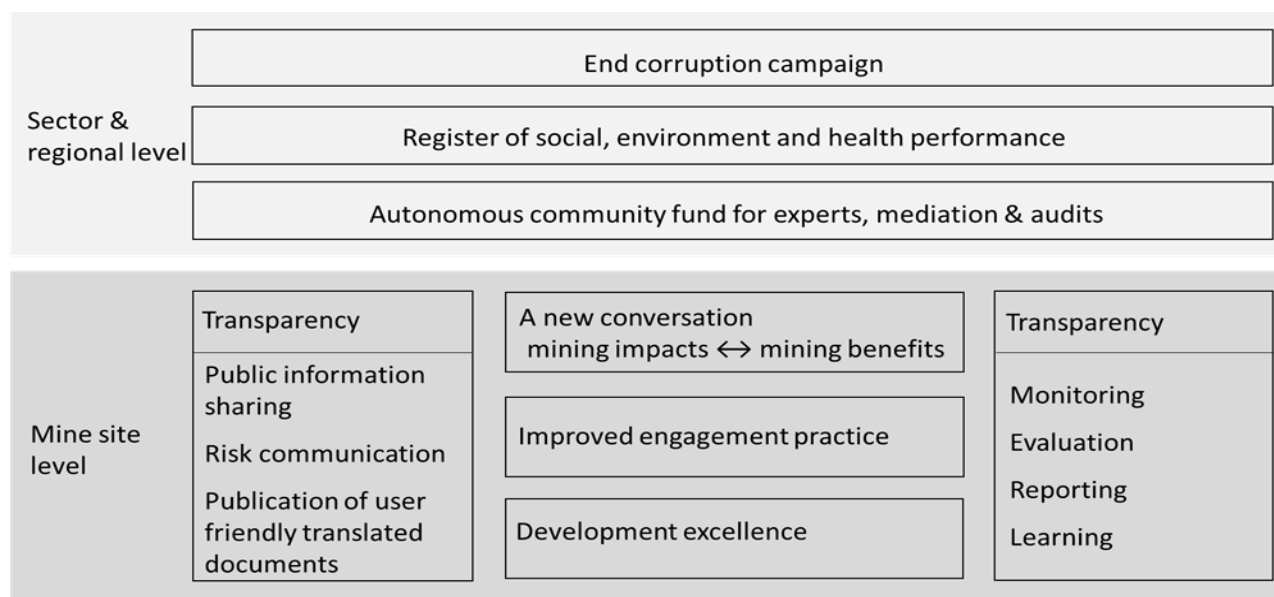


Figure 1. A model for community engagement and inclusion in a modernising industry

Sector and regional level interventions

At the sector or regional level three types of interventions emerge. These include interventions to address corruption, to make social, environmental and health performance more visible and the establishment of a fund to support the procurement of expertise on behalf of communities.

Recommendations:

a) A sector committed to ending corruption

- Industry to explore with existing anti-corruption agencies the mechanisms to identify and prosecute those involved with corrupt practices in community-benefit sharing in mining;
- The promotion of confidential reporting of corrupt practices related to mine- benefit sharing through existing or dedicated telephone or other hotlines; and
- Improved reporting of anti-corruption actions in the sector by national stakeholders including the Minerals Council of South Africa.

b) Register of social, environmental and health performance

- Establish a national data base/register for social, environment and health performance. Pilot the data base in one mining region. Provide one standardised template to be completed per mine site. Note: the

RMF template can be completed by external auditors if a mine chooses not to co-operate with its completion (see <https://www.responsibleminingfoundation.org/msat/>);

- National auditing using a revised template such as that developed by the RMF; and
- Annual performance reports by mining region and commodity type.

c) *Autonomous community fund for experts, mediation and auditing*

- The sector advances the realisation of an independent fund in support of mining affected communities accessing expertise and other resources in order to further constructive and informed engagement in the sector.
- Pilot this fund in one mining region for one year. Thereafter roll-out the fund into the sector as a whole.

Mine site level interventions

Interventions at the mine site level can happen autonomously of those being proposed at the regional and national level. However, to ensure overall best performance it is the synergy of developments at the site level along with those at the regional and sector level that will make for the difference. At the mine site level there are four proposed interventions that focus of improving transparency, the promotion of a new type of conversation at the local level with communities, better engagement practice and the promotion of development excellence.

Recommendations:

a) *Transparency*

Public information sharing:

- Training about risk communication and public information sharing related to environmental and health impacts and benefit-sharing to be provided to practitioners and mine managers;
- Urgent compliance with mining and environmental legislation to make documents available to communities. This must include the SLP and annual review; the environmental management plan; the mine closure plan and financial provisions; and
- All documents to be translated and disseminated in communities.

Monitoring, evaluation, reporting and learning (MERL):

- Mining companies/mines to appoint independent MERL expertise to facilitate learning and reporting to communities and to avoid pitfalls in development and environmental practice;
- Community stakeholders to be provided with the opportunity to participate in review processes. Either through the establishment of community structures, through action research as a central component of an independent review, and/or through an independent process of community auditing; and
- Training courses to be made available to industry and community stakeholders to strengthen capacity for review processes.

b) *A new type of conversation*

- Social performance departments at a mining operation should form one team through a merger or close collaboration with professionals conducting environmental and health assessments and remediation. A new social, environment and health performance team should be established that can lead integrated discussions of mining impacts and benefits with communities;
- Community representatives should be provided with regular integrated reports of impacts and benefit-sharing; and

- Training courses/workshops to be made available for industry and community representatives about integrated engagement and reporting.

c) *Improved engagement practice*

- An industry standard for the training of social, environmental and health practitioners should be set. Currently the Wits Mining Institute at the University of the Witwatersrand in partnership with consulting firm Synergy Global run the only accredited training courses in Africa. Their Certificate and Advanced Certificate in Community Relations Practice (or the equivalent thereof) should be minimum requirements for practitioners working on mine sites. The adequate training of practitioners should be considered a priority;
- A centre for advanced training at Masters level for senior social and environment performance practitioners should be established to support career advancement (For a proposed curricula refer to documentation from the University of the Witwatersrand which describes the development of a post-graduate study growing out of the present Certificate and Advanced Certificate Programmes. This found in Appendix 4 in the full report); and
- Annual programme of workshops to improve the knowledge of Board members and senior mine management about community engagement and inclusion.

d) *Development excellence*

- National, regional and district workshops facilitated with stakeholders to examine the opportunities for collaboration and working at scale.
- Case studies of regional collaboration are prepared to support learning and teaching in the sector about best development practice.
- Training courses to be made available for industry and community representatives focused on commonplace development challenges in mining regions including but not limited to, integrated development planning and practice, education and skills development in mining regions, the implementation and governance of community trusts, and the role of MERL in development practice.

Capacity building at the mine site for community engagement and inclusion

Figure 2 illustrates how in the event of an individual mine site adopting the recommendations here it would create a wheel of engagement and inclusion at the mine site that will primarily achieve a new level of transparency about mining impacts and benefit-sharing and have established new capacity within the mine organizational structure. A capacity development framework called ROACH (Results-oriented approach to capacity development and change) informed the recommendations with respect to capacity development (Boesan and Therkildsen, 2005; Coulson et al., 2010). This framework addresses capacity in six critical domains of organisational functioning: These are institutional arrangements including policy; inter-relations between people and organisations; system tools; skills and awareness; incentives and funding. For capacity development to have meaning capacity must be built simultaneously in several critical domains.

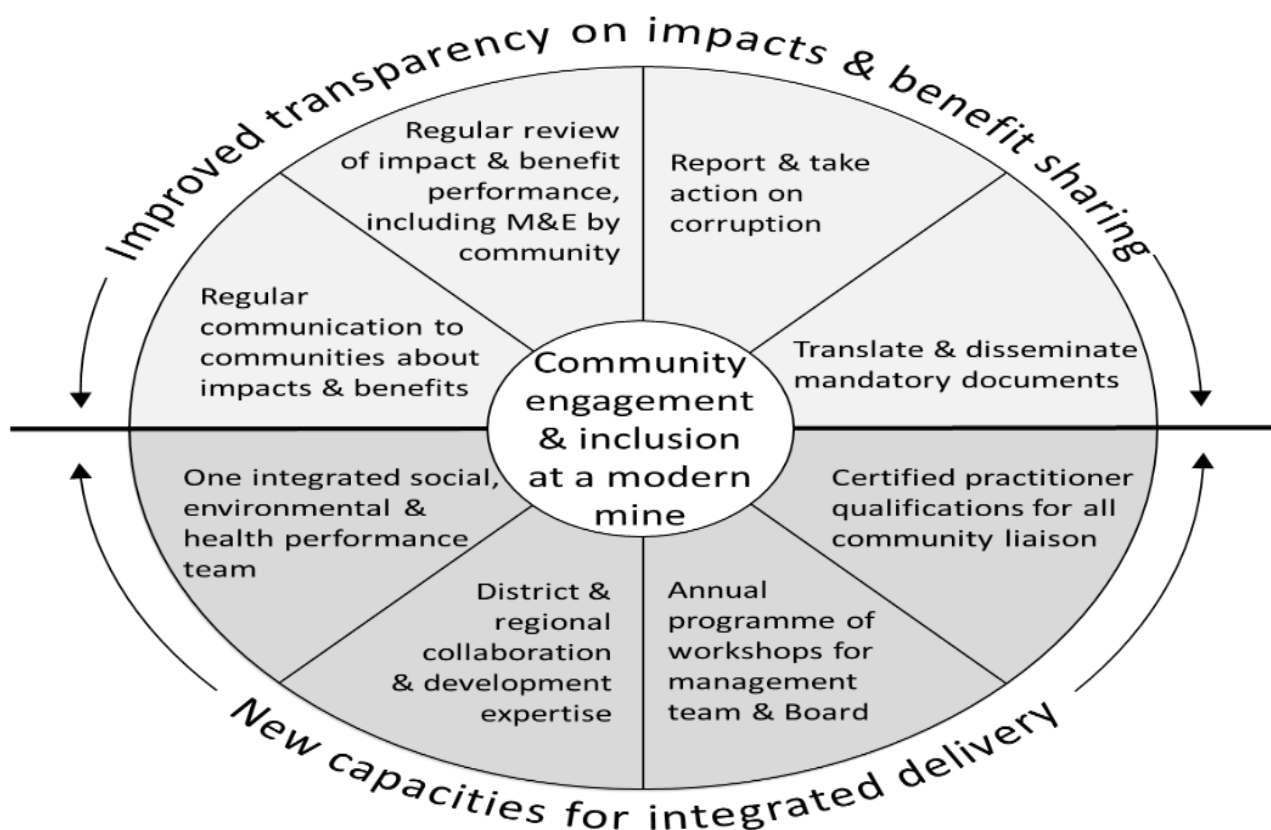


Figure 2. Wheel of engagement and inclusion for a modern mine

Figure 2 shows a wheel or circle that is divided into two halves. The top piece of the wheel describes the key areas of performance that must improve if community engagement and inclusion is to modernize in keeping with the mine. The bottom half of the wheel identifies where capacity must be built. Areas identified for performance improvement (top half of the wheel) will directly contribute to a better record at the site level with respect to transparency related to mining impacts and benefit-sharing. Four specific activities will encourage this performance change. These are key mine site level activities that are also described in the recommendations above. The key activities are:

- I. Report and take action on corruption at the mine and affecting work with the local community.
- II. Translate and disseminate in local communities all mandatory documents including the SLP, the annual review of the SLP, Environmental Management Plan, Mine Closure Plans and Financial Provisions.
- III. Commit to regular communication with communities about both mining impacts and benefit-sharing using well-recognized risk communication approaches.
- IV. Undertake regular monitoring and evaluation of impact remediation and benefit-sharing. Permit communities to participate in review processes.

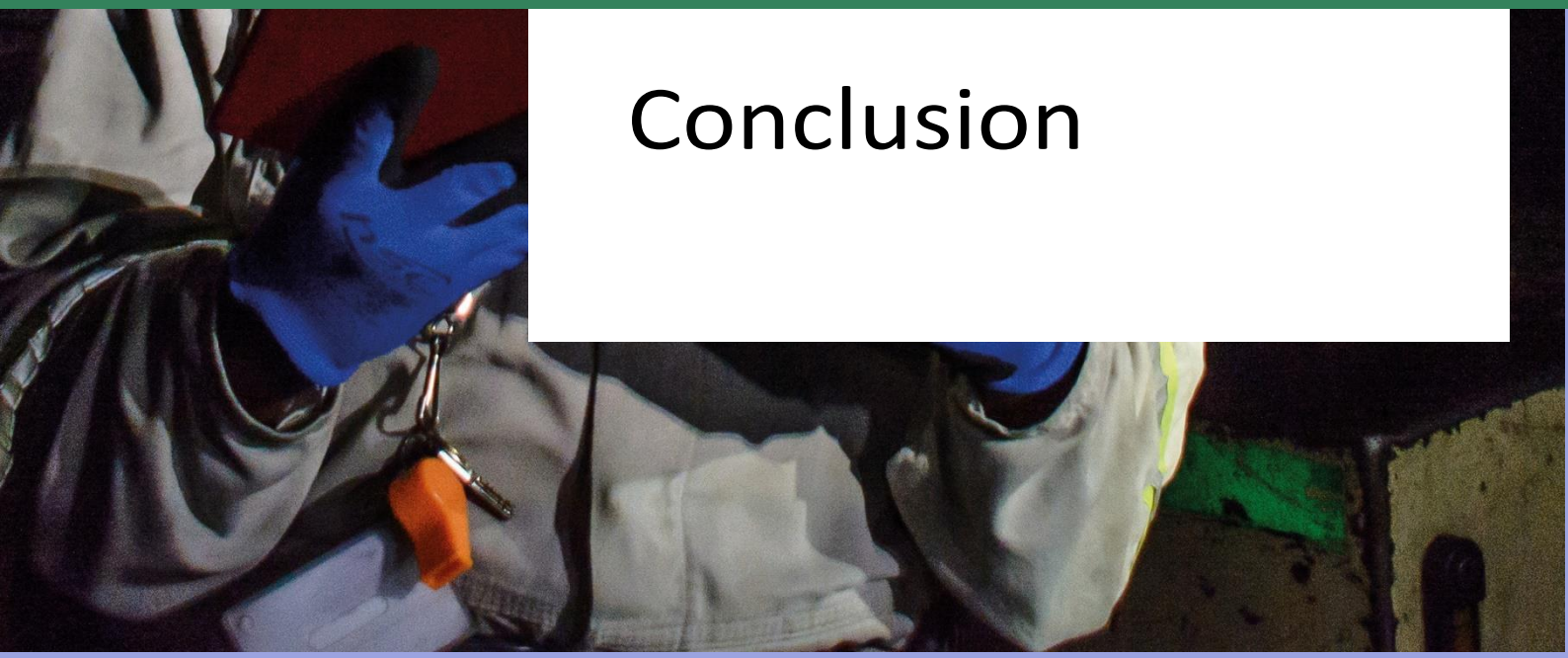
Figure 2 shows how improved transparency related to mining impacts and benefit sharing will rely on the mine site having developed enhanced capacity and thus the proposals developed in this report are certainly not business as usual. The four critical areas for capacity enhancement at the mine site ensure that there are new institutional arrangements at the mine site for social, environment and health performance, there is awareness and skills development and that inter-relations between institutions grow through new collaborations. The actions to improve capacity at the mine site are:

- I. The establishment of one integrated team or department of social, environmental and health performance.
- II. All practitioners in this integrated department should be suitably qualified, for example by holding professional Certificate/Advanced Certificates in Community Relations Practice.
- III. An annual programme of workshops is help for senior mine managers and the Board to keep abreast of new developments and best practice in community engagement and inclusion.
- IV. Opportunities for collaboration with other mines and institutions at the district/regional level are pursued in the interest of enhancing development outcomes by working at scale. This vision is aligned with that found in section 2.5.2 of the Mining Charter III. Additional external capacity for development expertise is secured to support working at scale.



CHAPTER 5

Conclusion



3. CONCLUSION

As mining modernises, community engagement and inclusion become more important. Mines form part of the broader socio-ecological system, and hence continuous stakeholder engagement and inclusion is needed in the current context and modernising socio-ecological system, for collaborative modernisation efforts. Taking stakeholders along is important for building and sustaining of relationships, as well as for allowing of meaningful engagement.

This study has found that community stakeholders are poorly informed about modernisation and that they are excluded from conversations happening in the sector. For community stakeholders, this study has confirmed that the most pressing agenda is to secure a positive shift in their everyday experience of engagement and inclusion. The study has advised that there is an urgent case for industry to reach out to community stakeholders to engage community leaders about the vision for mining in the future. Mining companies are best placed to actively engage with communities to take the modernisation agenda forward.

The study offers recommendations to mining companies for the inclusion of stakeholders in mining modernisation through a recommended community inclusivity model. The community inclusivity model may be customised for use by mining companies, as per their unique contexts and experiences.