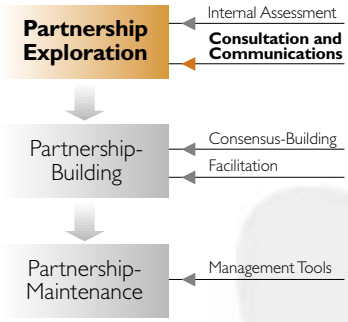
4

MODULE 4
Consultation and Communications



Business Partners for Development
Natural Resources Cluster

Principal Authors

Michael Warner

Natural Resources Cluster Secretariat
Business Partners for Development
c/o CARE International UK
8-14 Southampton Street
London WC2E 7HA
bpd@uk.care.org

Daniel Johnston, with Norman MacLeod

Hope Johnston and Associates
Vancouver Island Office
2871 Barnes Road
Nanaimo, BC Canada V9X 1N9
npmacleod@home.com
danieljohnston@bc.sympatico.ca

Alex Grzybowski

Alex Grzybowski and Associates
515 Norris Road
Sidney, BC Canada V8l 5M8
grzybowski@tnet.net

Richard Roberts, with Joan Gregus

Praxis Inc.
2215-19 Street
Calgary, Alberta Canada T2T 4X1
roberts@praxis.ca
gregus@praxis.ca

Editing

Michael Warner
Natural Resources Cluster Secretariat
Business Partners for Development
Joan Gregus and Richard Roberts
Praxis, Inc.

Design and Layout

Ong,Lee Design
Praxis, Inc.

March, 2001 - Version 1.0
Printed in Canada

4

MODULE 4
Consultation and Communications

Purpose

Consulting to find the right partners is a task all in itself. This module builds capacity so that participants can initiate a process of multi-party consultation and supporting communications with the purpose of finding suitable partners and validating the assumptions made in an *Internal Assessment* of partnership risk, costs and benefits.

This module will help participants identify a broad range of potential stakeholders interested in forming partnerships in specific social areas. The module will show participants how they can jointly design an acceptable process of consultation and will demonstrate the need to keep the partners and others involved and informed at all stages of the partnering process.

Health care NGO working with ex-mine employees on the Copperbell, Zambia

Sessions

This module is designed to last **one-day** and is divided as follows:

Session 1 - Experiences of Participants (p. 4-4)
- sharing participants' experiences with consultation
- identifying the overall principles of consultation

Session 2 - Characteristics of Those Being Consulted and Methods to Consult (p. 4-8)
- understanding the characteristics that define the range of stakeholders
- approaches to facilitate the identification of partners' underlying interests
- methods for communicating with potential partners
- techniques for effective feedback

Applications

Consultation and communications are essential components in each phase of the partnering process. In the first phase, *partnership exploration*, there is a need to consult and communicate with stakeholders and potentially interested parties to determine their appropriateness and willingness for engaging in a partnership arrangement.

In partnership building, communications are necessary to keep stakeholders involved and aware of the activities and process.

Finally, in the *partnership maintenance* phase, it becomes important to communicate with the partners and to keep the partners in communication with each other to maintain consistent contact and understanding.

As with *Module 3 – Internal Assessment* - this module will likely be undertaken as part of a broader exercise of external consultation or participatory planning by an organisation (i.e. 'on-the-job' training). As such, the process may not require extensive additional time, activities or resources.

How To Use This Module

The module assumes that the participants have some existing level of skill in public consultation. This module identifies the additional skills that organisations need to find "suitable" and "willing" partners.

The sessions in this module can be delivered in a variety of sequences and levels of detail depending on the nature of the training participants. Experienced participants may benefit from more in-depth analysis of consultation approaches and methodologies relevant to partnering, as well as more extensive debriefs of the breakout group activities.

Less experienced participants may be limited in their ability to refine their consultation skills, and may require greater focus on basic methods such as interview and meeting techniques.

This module is closely linked with *Module 3—Internal Assessment*. Module 3 resulted in four outcomes:

- a best (in-house) guess the social 'theme(s)' that might form the basis of a process of consultation to find prospective partners;
- a 'best guess' identification of those who might help in identifying prospective partners or who could undermine a process of partnering;

- a 'best guess' of those who may become actual partners, the resources they would contribute, and the roles they would play; and
- a 'best guess' as to the potential costs and time required to develop the partnership around the selected social theme(s).

It is important to understand that these outcomes are the starting point for this module. While there are many consultation and communications techniques, many of which may be used in the overall public consultation process for the project, only a few consultation techniques are appropriate, or necessary, for the specific task of partner identification. For this reason, only a limited set of techniques are identified and used in this module.

There are many other training programs and manuals which present the broader approaches and methods of public consultation.

Useful Materials for Training

- Overhead Projector
- Flip-chart paper
- Marker pens
- Masking tape/tack
- Post-It Notes (large)

Session 1 – Experiences of Participants

Aim

The aim of this session is for participants to share their experiences of consultation. From this, the overall principles of consultation will be identified.

Learning Objectives

- to identify what participants know about consultation and communications;
- to understand the differences between consultation processes related to specific projects and the consultation techniques appropriate for finding partners; and
- to develop a set of overall principles for partnership consultation.

Guidance for Trainers

1. **Comparing Consultation Processes -** In plenary discussion, briefly discuss the outcomes of a process of internal assessment of partnership risk, costs and benefits (*Module 3*). Introduce the participants to the differences between consultation 'in partnering' and broader 'project-focussed' consultation. Refer to *Handouts 4.1 and 4.2.*
2. **Participant Experiences -** In break-out groups, have participants share their personal experiences with consultation in general and in relation to partnering specifically. Encourage each participant to identify the successful/unsuccessful and effective/ineffective aspects of their experiences. From these discussions, invite participants to generate a list indicating what they consider to be the elements or principles of successful consultation and related communications. Provide 30 minutes for this exercise.
3. **Criteria for 'Finding' Partners –** Facilitate a discussion with the group aimed at generating key criteria for identifying and selecting 'good' partners. Handout 4.3 is an example of criteria used to select an NGO partner to work with a mining company. Do the criteria differ for government, NGO, donor, company and communities?

HANDOUT 4.1

Reasons to Consult in the Partnering Process

Partnership Exploration

- to widen the search for
  - potential partners;
  - those who might help identify partners; and
  - those who could undermine a process of partnering if not consulted or informed.
- to identify the relationships between these parties, e.g. supportive, subordinate, adversarial, etc.
- to identify areas of potential complementarity between potential partners in terms of the objectives of social programmes
- to agree a common social 'theme' which can act as the basis for attracting potential partnes into dialogue
- to develop mutual understanding of the underlying interests and motivations of different potential parties in relation to the agreed 'theme'
- to explore the expectations of potential partners as to their role within a potential partnership and the benefits they anticipate
- to begin to build a degree of trust between parties
- to agree the design of an acceptable process of partnership-building and related decision-making
- to establish channels of communication, information, dissemination and response with and between potential partners

Partnership Building

- to ratify agreements reached on the structure of a partnership arrangement with the constituents of each member partner
- to communicate agreements reached to a wider audience of interested parties

Partnership Maintenance

- to maintain information flows between the partners
- to maintain internal cohesion between the partners when changes need to be made to the agreed workplan or to individual's roles
- to maintain the support of the partners' constituents and wider public over the life of the partnership
- to communicate to a wider audience the results of the partnership in terms of business benefit and development impact

HANDOUT

4.2

Differences Between Project-Based and Partnership-Based Consultation

- Consulting with potential partners will be different from a broad-based project consultation process with the public. Partnership-based consultation will be focussed around specific social themes (e.g. health, education) rather than the project itself.

- In partnership-based consultation, there is a need to develop collective 'buy-in' to a social theme. In project-based consultation this pursuit of collective 'buy-in' is less marked. The objective is more the improvement of some draft plan, be that for project design, impact mitigation, resettlement schemes, etc.

- In partnership-based consultation the management of expectations is critical. For example, care needs to be taken not to raise expectations that 'all' can become partners. There needs to be at least two types of outcomes: that of "potential partners" and that of "content to be observers."

- Parnership-based consultation is the 'beginning' of a process of design (e.g. of a health care facility; local infrastructure; programmed of local business development, etc.). Often project-based consultation takes place 'towards the end' of the design process.

HANDOUT

4.3

Examples of Criteria for the Selection of NGO Partners

The following material is an example of the criteria used in the process of consultation to find partner NGOs for the Sarshatali Coal Mining Project, India.

- credible in development theory
- a good track record as an organisation
- good knowledge of professional organisations, individuals and network in the area, region or country
- good facilitation skills
- no "top-down" agenda (i.e. a non-prescriptive approach to working with grassroots organisations)
- no political or religious agenda
- must be a legally registered organisation
- vision and approach acceptable to other potential partners
- knowledge of the area and the culture(s)
- acceptability to government and political administration
- professionalism - planning, budget, manpower, accountability
- capacity to mobilise and do the work on time
- openness to outside support

Session 2 - Characteristics of Those Being Consulted and Methods to Consult

Aim

The aim of this session is to enable participants to understand and identify the various characteristics present in the broad range of potential consultees involved in the partnering process. The module reviews various methods to facilitate the identification of the "suitability" and "willingness" of potential partners.

Learning Objectives

- to identify the differing characteristics of the broad range of potential partners that may be encountered in the exploration, building and maintenance of tri-sector partnerships;
- to recognise the special characteristics (including cultural differences) of potential partners; and
- to identify the most appropriate techniques and approaches to partnership consultation and communication.

Guidance for Trainers

1. **Identification of Key Characteristics** - In plenary, introduce and discuss how differences in culture and characteristics among potential partners may influence a process of consultation. Encourage the participants to share personal examples. Have the group develop a matrix of (a) characteristics of potential partners (*Handout 4.4*), against (b) the following types of consultees:
   - community leaders
   - oil/gas/mining executives (operational level)
   - oil/gas/mining HSE/Community Affairs managers (operational level)
   - NGO directors
   - government department officials (municipal)
   - industry regulators

   Participants should identify 'inside' the matrix whether the characteristics for each potential partner are strong(√√), moderate (√) or weak (X). This should take approximately 30 minutes.

2. **Consultation and Communications Techniques** - In plenary, using *Handout 4.5* as a guide, lead a group discussion on the techniques for consulting and communicating with potential partners. Based on the discussion, develop an expanded list of methods and techniques.

3. **Matching Characteristics with Techniques** - Invite participants to break into small groups. Using the results of the previous exercises (key characteristics matrix and list of

techniques), ask the participants to identify *which techniques would be most appropriate for which types of partners***?** Have the participants record their results on the same matrix. Back in plenary, invite each group to present their results. Draw out the similarities and differences. Discuss the implications that 'multiple' characteristics have on the consultation and communications techniques used. *Ask: Which characteristics would be most important to respond to?*

4. **Case-Example** - The case-example in *Handout 4.6* should only be used when no other example is available from either the trainer or participants. If the example is drawn from the participants, allow time for yourself to prepare the relevant materials.

5. **Part 1 - Designing a ToR for Partnership Consultation** - Divide the participants into groups of three or four. Provide each with copies of the case-example and ask them to read through the brief twice. The overall aim of the exercise is for the members of each group to work together to *develop a single Terms of Reference (ToR) designed to govern a process of consultation to identify organisations suitable and willing to enter into a partnership between the company, government and civil society to better manage the process of resettlement resulting from the construction of new oil facilities.*

   To inform preparation of the ToR each group should work through the following steps:

   - **agree the wording of the partnership 'theme'** - a short statement that will act as the focus for discussion during the proposed consultation. The statement should be attractive to 'all' potential partners (no more than 12 words total);
   - **identify through brainstorming all those to be consulted** and for what reason be that:
     (a) key informants who might help identify potential partners;
     (b)organisations who might join the partnership and contribute specific/ unique complementary resources;
     (c) parties who if not consulted might undermine the partnering process
   - **identify the techniques of consultation and communication** to be used with each consultee. Decide, for example, whether any part of the consultation process will take place as an exploratory workshop, i.e. with selected consultees
   - **agree the suitability criteria** to be applied in deciding who to invite to enter into negotiations to agree the partnership

   The exercise should last around 1 to 1.5 hours.

6. **Part 2 - Debrief** - In plenary each group presents back the key elements of their ToR, providing justification hwere necessary. Invite the participants to compare their ToR to *Handout 4.8* - a ToR prepared to find candidates for a proposed mine development in West Bengal, India.

7. **Part 3 - Reviewing Results** - In plenary discuss the results of the exercise in terms of identifying partnership "themes" and determining the means of consultation and communications with potential partners.

Workplanning

Where practicable the trainer will work with the participants to apply the methods and techniques learned in practice. In its simplest form this will mean working with the participants to prepare a Consultation Plan and related ToR. *Handout 4.8* offers some general criteria to assist in the preparation of these plans. Depending upon the stage of the partnering process, different types of Plans can be developed. Options include:

Option 1 - Parnership Exploration - a consultation plan to manage a process of consultation and communications with the aim of finding suitable partners (see *Handouts 4.1* and *4.7* for guidance)

Option 2 - Partnership Building - a consultation plan to ratify agreements reached on the structure of a partnership arrangement with the partners' constituents and/or to communicate agreements reached to a wider audience of interested parties.

Option 3 - Partnership Maintenance - a consultation plan to encourage information flows within a partnership; maintain the support of the partners' constituents and the wider public over the life of the partnership, or communicate the results of the partnership in terms of business benefit and development impact. This plan can be included as part of the formal Memorandum of Understanding between the partners.

HANDOUT

4.4

General Characteristics of Potential Partners

- experienced working in voluntary partnerships on social issues
- likely to be informed about the issues related to the social theme of the partnership
- hostile or fearful of the concept of partnership
- experienced in being the subject of a consultation process
- have particular cultural sensitivities that must be respected
- representative of their wider organization or constituents
- the decision-makers within their organization
- experienced in relationship management

HANDOUT 4.5

Range of Techniques in Consulting and Communicating with Potential Partners

CONSULTATION TECHNIQUES

Interviews/Meetings (one-on-one)

Small Group Meetings

Questionnaires

Focus Groups

Exploratory Workshops with 'Selected' Representatives

Telephone Interviews

COMMUNICATIONS TECHNIQUES

Periodic Meetings

Mailings and Newsletters

Brochures

E-mail

Public Meetings

Viewing Centres

Open Houses

Media - Radio or Television

Word of Mouth

Theatre/Story Telling

Video Footage

HANDOUT

4.6a

Case-example to Identify Potential Partnerships for Offshore Oil and Gas Development

The Business Context

The National Energy Company (NEC) has determined that there is scope to double production from its existing offshore reserves - all of which lie within the country's legal limits. The current operating facilities include a near-shore oil platform, with underwater pipeline connected to a land-based transfer facility. The oil is then piped overland 40km to a refinery where it is processed and shipped to both domestic and export markets. A docking terminal adjacent to the refinery has capacity to accommodate ocean-going vessels.

The proposed oil expansion project will require a doubling of all gathering, transportation, refining and distribution capacity over a five year period, including a new onshore pipeline with its own 'right of way'. A large number of manual and semi-skilled construction workers will be needed. The size of the workforce required at different stages of development is summarised in Table 1. The workers will need to be accommodated locally for the duration of their employment. The anticipated operating workforce will double with respect to each facility (see Table 2.).

The Social Context

There are three major urban centres within the project area. The characteristics of these are outlined below:

Regional Centre A

- population 50,000, with an annual growth rate of 4%
- significant increases in migrant population are anticipated following news of NEC's proposal to expand facilities
- unemployment stands at 65% - many of these were manual workers who arrived during a previous period of oil expansion, who decided to stay on when construction ceased
- economic activities include:
  - formal employment: oil-related activities (1,100), regional government authority (320 spread across the Departments of Infrastructure, Health, Education, Rural Development and Family Welfare plus the Governors Office), and local commerce (900 - manufacturing, retail and banking)
  - informal economic activities: fishing, tourism and trade

Market Town B

- population 5,000, with annual growth rate of 9%
- town grew as a centre for manual construction workers during a pervious period of oil development
- economic activities include:
  - formal employment: oil-related activities (70) and local commerce (30 mostly in fish processing);
  - informal economic activities: fishing, agriculture and small-scale trade
- the coastal area of town is currently being 'discovered' by the tourism industry

Urban Centre C

- population 15,000
- the population has declined in recent years due to over-fishing of the coastal waters
- unemployment stands at 90%
- economic activities include:
  - formal employment in oil-related activities (120), district government administration (50) and local commerce (70 mostly in fishing and agricultural processing)
  - informal economic activities: fishing and agriculture

HANDOUT

4.6.b

Resettlement

The company (NEC) plans to begin its expansion project within a year. An Environmental Impact study has been completed and other permitting requirements of the local regulators have been met. Final approval for the expansion plans is pending from the State Government, as is finalisation of an Investment Agreement with a consortium of banks.

A small indigenous community (250 households) - Lagoo Village - resides in an isolated valley lying between settlements B and C. Because of the constraints of the local terrain, the community is located in the only possible 'right of way' available for the proposed new pipeline. NEC and development planning officers from the Regional Authority have agreed that the community must be resettled if the expansion plans are to realised. The regional Governor is also in agreement, as is the chairman of the Lagoo Village Committee.

The indigenous community is poor. Socio-economic characteristics include:

- seasonal malnutrition
- average 65% of cash income spent on food
- main occupations: rain-fed agriculture and seasonal wage labour
- holdings average 1 ha
- half of all households are landless
- infrastructure is weak: no hard surfaced access to markets, no electricity, no health care and no irrigation
- wells and ponds provide drinking water. Water scarcity is common. Water quality is poor, with bacteriological contamination common.

A number of non-governmental organisations work in Lagoo Village on issues of health and agriculture intensification. It is known that some of these are funded through an international NGO - the Social Concern Agency - based in Regional Centre A.

Drawing on the results of the Environmental Impact study, NEC have prepared a Resettlement and Rehabilitation Plan for the indigenous community. The Plan includes commitment to fund new housing and infrastructure (electricity, water and sanitation, primary education and health care facilities). The budget set aside by NEC is based on the assumption that the site selected for relocation will be within or immediately adjacent to an existing urban area (either settlement A, B or C). The aim here is to reduce overall costs, particularly of installing infrastructure.

During consultation with the affected community (as part of the Environmental Impact study) three options emerged as possible sites for resettlement.

- **Option 1** - Relocation of all households together to a site on the outskirts of Regional Centre A.
- **Option 2** - Relocation to various parts of Market Town B or Urban Area C, depending on the choice of the affected families
- **Option 3** - Relocation of all households together to a single 'green-field' site 4km north of Market Town B

Currently, NEC favours Option 1, the Regional Governor favours Option 2 and the Village Committee of Lagoo Village together with the Social Concern Agency favour Option 3.

HANDOUT

4.6.c

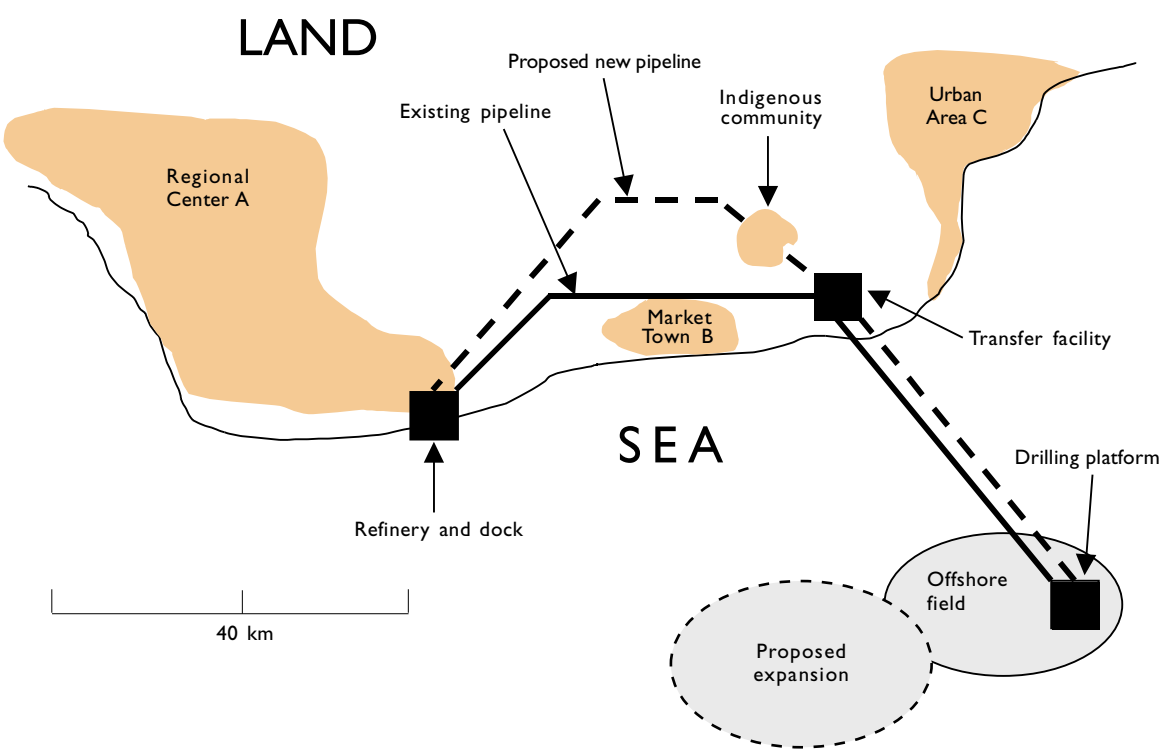
Table 1
Construction Workforce Requirements

Faculties	Time-frame (yrs)	Average Workforce requirement	Peak Workforce requirement
Offshore platform & Underwater pipeline	2 to 3	500	3,400
Transfer facility	2	300	500
Pipeline to refinery	2	200	300
Refinery and dock	4-5	1,500	2,500

Table 2
Operating Workforce Requirements

Faculties	Existing Workforce	Total Proposed Workforce
Offshore platform & Underwater pipeline	300	600
Transfer facility	20	40
Pipeline to refinery	20	40
Refinery and dock	950	1900
Totals	1,290	2,580

Regional Map



HANDOUT 4.7

Example: Terms of Reference for a process of consultation to find partners to undertake a Livelihoods Assessment in the vicinity of the Sarshatali Coal Mining Project, India

- Develop further the initial list of potential partners identified 'in-house' by the Company (including community based organizations, NGOs, local private sector, official development assistance agencies, international and national foundations, local and district government, etc.).
- Prepare a 'network map' showing how these organisations are linked (or not) to each other and identify the strength of each linkage.
- Develop a set of objective criteria to facilitate a rapid 'telephone-based' scoping-interview with potential partners to determine their likely suitability and interest in a partnership for Livelihoods Assessment in the vicinity of Sarshatali Coal Mine.
- Scope (telephone or other form of contact) the expanded list of organizations for their suitability and interest as partners. Develop a prioritized list of organizations to visit in person.
- Prepare a more detailed proforma to help guide the consultation visits.
- Visit each organization prioritized in the scoping and inform them about the mining project, the company's proposed social investment activities, and the partnership 'theme' (e.g. a Livelihoods Assessment).
- At a minimum, apply the following criteria to gauge the potential suitability of the prioritized organization in acting as a partner:
    - skills, capabilities and resources that contribute uniquely and complement the partnership theme;
    - the cost and time involved in bridging any skills gaps identified;
    - their willingness to work with the other likely partners and share the risk of collaboration;
    - the capability to implement or deliver the resources they intend to commit to the partnership; and
    - invite comments on an acceptable process of partnership formulation including the preferred venue, roll of external facilitators (if any), and type and status of any agreement reached.
- Where there are no viable candidates for partners, make recommendations on how an appropriate organization might be formed and funded, identifying also the skills, resources and roles it would play in the overall partnership arrangement.
- Prepare a report and make recommendations for suitable partners.
- Revise the draft final report in light of comments received.

HANDOUT 4.8

Key Elements of a Partnership Consultation Plan

- purpose and objectives
- list of consultees
- appropriate consultation and communication techniques
- schedule and deadlines
- Terms of Reference for those undertaking the consultation (see Handout 4.7 for example)

Key Lessons for Participants

- Finding the right partners is an essential step in the partnering process. Consultation and good communication skills are critical in performing this step.
- Each potential partner has unique characteristics and in response each requires appropriate consultation techniques.
- Consultation and communication skills are relevant to all stages of the partnering process - exploration, building and maintenance.

Further Reading

Manual on Public Involvement in Environmental Assessment: Planning and Implementing Public Involvement Programs, Federal Environmental Assessment Agency (now Canadian Environmental Assessment Agency)

NREM Project Public Participation and Conflict Management Training Materials, Canadian International Development Agency (CIDA)

Future Directions for the EIA Improvement Project: Initial Stakeholder Workshop, SPDC (Royal Dutch/Shell, Nigeria) - http://www.bpd-naturalresources.org/reports/nigerianov.pdf