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Design and Layout

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March, 2001-Version 1.0 Printed in Canada

MODULE 5 Consensus-Building

Purpose

A precursor to building successful partnerships is for each party to understand the principles of consensus-building. The aim of this module is to strengthen the consensus-building skills of representatives from oil, gas and mining operations, civil society organisations and government authorities, so that agreement can be reached to work in partnership to manage social issues.



Pipeline from oil fields in Casanare, Colombia

Sessions

This module is designed to last **two-days** and is divided as follows:

Session 1 – Structuring Partnerships (p. 5-3)

- structural components of a partnership
- role of consensus-building

Session 2 – Types of Negotiation

- (p. 5-11)
- five types of negotiation
- principles of consensual negotiation

Session 3 – Building Trust (p. 5-15)

- obstacles to trust
- listening and questioning skills

Session 4 – Interests and Options (p. 5-24)

- 'interests versus positions'
- joint problem solving
- first role-play exercise

Session 5 – Case-Example - Building a Partnership for Resettlement (p. 5-32)

- second role-play building a partnership to manage resettlement
- principles of consensus-building



Open case copper mine, Zambia

Applications

Consensus-building skills are central to both the initial formation and long-term maintenance of any multi-party, crosscultural, partnership. Tri-sector partnerships for social investment in the oil, gas and mining sectors are no exception.

Consensus-building skills include:

- developing mutual trust;
- ensuring effective communication;
- satisfying underlying interests; and
- participating in joint problem solving.

Although third-party facilitation (see *Module 6*) is often necessary to help participants reach agreement, the task is simplified and the results more sustainable if the parties themselves understand the principles of consensus-building. This module is designed in part to introduce these principles.

Useful Materials for Training

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

How to Use This Module

Everybody 'thinks' they know how to negotiate. However, most people have only ever tried to negotiate in an adversarial manner, where the objective is to maximise one's gain at the expense of another (winlose). Negotiating a 'win-win' consensus is quite different.

It is anticipated that all participants will have already experienced the negotiation role-play in the Route Map module. As a result, they may have appreciated some of the difficulty in negotiating a consensus between business, NGO, community leaders and government authority. The effectiveness with which the participants coped with this exercise should give some indication of where to place the emphasis in delivering this module.

For example, where participants failed to reach agreement, particularly where this had to do with the parties inability to reveal or satisfy underlying interests, emphasis should be given to exploring the difference between 'positions' and 'interests', and stressing the importance of communication skills in this regard. Where the participants coped well, more time can be spent on how the principles of consensus-building are relevant to formulating the detailed structure of a partnership.

Session 1 – Structuring Partnerships

Aim

The effectiveness with which a partnership functions and delivers its objectives is dependent in part upon how it is constructed. This session explores the key structural elements of partnerships for managing social issues in the oil, gas and mining sectors, with a focus on the role of consensus-building in designing and agreeing these elements.

Learning Objectives

- to determine the key structural components of successful tri-sectoral partnerships for social management in the oil, gas and mining sectors; and
- to identify the role for consensusbuilding in developing and agreeing this structure.



Exploratory partnering workshop: brainstorming potential roles and responsibilities.

Guidance for Trainer

1. Structuring Partnerships -

Recollecting the role-play exercise from the Route Map module (see briefings in Handouts 2.14, 2.15, 2.16 and 2.17) remind participants that: the mining operation has just completed a process of consultation to find prospective partners from civil society and local government around the notion of developing a partnership for health care services in the vicinity of the proposed mine. The partners have acknowledged their mutual interest in working in partnership and have agreed to jointly develop a Memorandum of Understanding (MoU) on how the partnership will be structured. Invite comment from the participants on the following:

- what elements should be included in this MoU; and
- around which elements will consensus need to be built?

Compare the participants' responses with the structure of a partnership presented in *Handouts 5.1* and *5.2*. *Handout 5.3* is an example of the MoU completed for the Las Cristinas coal mining project in Venezuela.



Partnership Structure

- partner representatives
- boundaries and target population
- a common vision
- the partnership's objectives
- the workplan for meeting the objectives including:
 - the key activities, schedules and performance indicators
 - the skills and resources committed by each partner
 - the division of roles and responsibility for each activity
 - decision-making principles
- a grievance mechanism
- mechanisms for transparency and communication
- efforts to ensure the capacity to deliver
- measures to mitigate threats and risks
- procedures for monitoring and learning



Partnership Structure (in detail)

As with any adaptive organisation, partnerships for managing social issues in the oil, gas and mining sectors need to combine flexibility with structure, rules and modalities. The key difference between a partnership and many other forms of human organisation is that the structure, (e.g. votes, rules and modalities) are established (and changed) by mutual consent. A generalised set of structural components for effective partnerships is as follows:

- the partner organisations, and the legitimate representatives, negotiators, decision-makers and constituents of each
- the geographic boundaries and/or target population of the partnership's social management/community development activities
- a common vision for the partnership captured as a short 'vision statement'
- the partnership's objectives, both the shared objectives and those specific to individual partners (based on the underlying interests of the partners)
- ✓ the joint workplan for meeting these objectives including:
 - the key activities and tasks expected of each partner, captured as workplans, schedules and performance indicators
 - the skills and resources committed by each partner to implement each activity, including both 'tangible' resources (e.g. finance, human skills, etc.), and 'intangible' (e.g. access to vulnerable community groups, credibility with senior government officials, critical information such as surveys or databases increased efficiency, etc.)
 - the division of roles and responsibilities for each activity and any associated administrative and funding arrangements
 - agreement on the principles for decision-making (e.g. respect for different views, unanimous, majority voting)
- ✓ a grievance mechanism to resolve disputes between parties
- mechanisms for on-going transparency and communication among partners, and between partners and their constituents
- ✓ how to ensure partners have adequate capacity to deliver on their commitments
- measures to mitigate the various 'threats' to the partnership (e.g. changes in key personnel, changes in commodity prices, political elections, etc.).
- agreed monitoring and learning procedures (e.g. periodic progress reports and reflection workshops)

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Example of a Partnership Structure: MoU for the Construction and Management of a Health Care Centre – Las Cristinas Gold Mine, Placer Dome (MINCA), Venezuela

Memorandum of Understanding

Partner Organizations

The partners involved in this agreement include:

- the communities of San Isidro-Km.88, Las Claritas, Cerro Amoretti, Nuevas Claritas, Santo Domingo, Las Manacas - Tierra Blanca, Santa María del Granzón, Araimatepuy, Santa Lucia de Inaway, San Miguel de Betania and Joboshirima, of the Autonomous Municipality of Sifontes in Bolivar State;
- the Ministry of Health and Social Development;
- ✓ the Venezuelan Corporation of Guayana, Vice Presidency of Works and Services (CVG-GOSH); the 513th Jungle Infantry Battalion "Gral. de División Mariano Montilla";
- the Mayor's office of the Autonomous Municipality of Sifontes;
- the government of Bolivar State;
- The Association of Neighbours in Nuevas Claritas;
- The Association of Neighbours in San Isidro-Km.88;
- The Association of Neighbours in Cerro Amoretti; The Association of Neighbours in Santo Domingo;
- ✓ The Association of Neighbours in Las Manacas Tierra Blanca The Association of Neighbours in Santa María del Granzón;
- the Community Executive Committee of Araimatepuy;
- the Community Executive Committee of Santa Lucia de Inaway;
- the Community Executive Committee of San Miguel de Betania;
- the Community Executive Committee of Joboshirima;
- the company Minera Las Cristinas (MINCA); and
- the Humanitarian Medical Relief Foundation of Venezuela.

Geographic Boundaries and Target Population

The people who live and work in the San Isidro parish.

Partnership Vision

Healthy communities, free of infection, malnutrition and addiction, provided with high quality health services that are accessible to all, with a culture that promotes health and education, in an environment free of contamination.

Partnership Objectives

The specific objectives of this partnership are:

- To establish a health centre that focuses on promoting awareness of health issues amongst the communities and provides the following services:
 - Orthopaedic surgery
 - ✓ Gynaecology
- Dental surgery
- ► X Rays

- Laboratory services
- Ophthalmology



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- ► Surgery
- Internal medicine Paediatric services ► Family medicine
- Hospitalisation
- Mental health

Health education for local villagers

Resource and Activity Commitments

In fulfilment of a commitment made on a previous occasion, the Humanitarian Medical Relief Foundation of Venezuela (HMRV) distributed copies of the health centre's building plans to all the signatories of this Agreement. In addition, HMRV ratifies its commitment to:

Treatment for malaria

- support the initial training of the team that will work on the organisational aspect of the project
- supply equipment for the health centre
- ✓ supply an ambulance for the health centre
- rovide technical assistance in the installation of the equipment
- rovide continuous advice and consultation to support the good management and smooth operation of the centre and to train the personnel who will be rendering their services in the centre
- provide occasional voluntary services to support the administration, operation and maintenance of the centre
- provide occasional medical dental and health education services in communities that are near the centre

The mining company Minera Las Cristinas CA (MINCA) commits itself to:

- co-ordinating and supervising the building of the centre
- organising the team that is managing the construction of the centre
- dealing with customs procedures and actions relating to the importation of equipment
- provide contributions (social salaries) for the volunteers helping to build the centre

For the construction and management of the health centre, the mayor's office of the Sifontes Municipality in Bolivar State commits itself to:

- donate the unfinished building that was previously destined to go towards a Maternity Centre
- supply building materials and a cement mixer
- rovide the services of a consultant architect, two bricklayers and two helpers
- generate additional resources and contributions from other entities
- make financial contributions to help pay for a nurse and a social worker
- ✓ negotiate with the Oriente University (UDO) for students from pre and postgraduate studies in bio-analysis, medicine, dentistry, sociology and social work, to carry out work experience in the centre

For the construction and running of the health centre, the **government of Bolivar** State commits itself to:

- contribute materials to asphalt the road that gives access to the centre
- supply medicines
- ✓ take part in the selection and contracting of personnel

For the operation and management of the health centre, the Ministry of Health and Social Development commits itself to:

- revise the building plans through the Office for Medical Care Buildings of the Ministry of Health and Social Development
- approve funding through the government of Bolivar State to pay the salaries of the centre's doctors



- facilitate the process to enable the health centre to acquire legal status with respect to the Ministry of Health and Social Development
- ✓ procure medicines for the centre through the Autonomous Institute SUNEP SEFAR

For the operation of the health centre, the Malaria Department of the Ministry of Health and Social Development commits itself to:

- ✓ incorporate malaria services at the centre
- ✓ provide medicines and microscopes for the centre
- develop health education and training programmes

For the operation of the health centre, the Senior Management of **Tumeremo Hospital** commits itself to supplying medicines, provided the Hospital has sufficient resources to do so.

For the construction, operation and management of the health centre, the **representatives of the indigenous and creole communities** that are signatories of this Agreement commit themselves to:

- promote community participation through voluntary work in construction, supervision maintenance and repair of the health centre's installations and equipment
- promote community participation in voluntary activities aimed at health education and training
- promote a spirit of co-operation between communities in all activities that contribute to the efficient running of the centre

The signatories of this Agreement agree unanimously that those people chosen to be on the Executive Committee in charge of managing the health centre, as well as those volunteers selected to help at the centre, should meet the following criteria:

- must have no active, open participation in partisan political affairs
- must have vocation for humanitarian service
- must be honest and responsible
- must have the skills to carry out the activities
- must have sufficient time to carry out the activities

The selection of these people will be made without any discrimination based on race, creed, gender or any other category.

Workplan

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NOTE: The workplan detailing the initial activities, timeline and roles and responsibilities is included in Module 7 – Management Tools.

Decision Making

The Partners are committed to making decisions in a cooperative manner that strives to accommodate the interests of all concerned. The Partners will make decisions by consensus defined as the unanimous agreement of those Partners present. Partners may stand aside from decisions. No decision will be taken by the partnership that has a negative impact on a Partner that is not present when the decision is made.

The Partners may decide to change this decision making process or any other aspect of this Agreement at any time.



Administration and Communication

The Partners will meet on a bi-monthly basis to review progress with the implementation of the Partnership. The Partners will designate a chairperson or facilitator from within or outside of the Partnership every six months to organize and run the Partnership meetings. The Partners will designate one of the Partners to maintain the records of the Partnership including the reports from the working groups that are monitoring and coordinating the implementation of the specific plans in Module 3. The Partners will designate a financial officer to maintain a clear and publicly accessible record of the finances of the Partnership.

The Partnership will maintain a record of decisions and progress reports on implementation of the Agreement. This record will be publicly available. The Partners will keep each other informed of developments that may effect the implementation of the Partnership on an ongoing basis including participating in regular informal communications, and the bi-monthly meetings.

In the event that there is an actual or an anticipated change in the implementation of specific Partnership plans, those Partners that are aware of the change will immediately notify the other Partners and call a meeting of the Partners should any of the Partners feel that a meeting is required.

Partnership meetings will be open to the participation of the public. The Partners will strive to keep the public informed on the implementation of the Agreement.

Commitments To Procure Additional Resources

The partnership members recognise that in order to achieve the objectives and goals previously outlined, resources are needed (financial, technical and human) which at present are lacking. In view of this, partners commit themselves to co-ordinate the procurement of the resources required to carry out the agreed work plans and achieve the established goals.

Membership

All the signatories to the Partnership Agreement are Partners. New membership in this Partnership is encouraged and new members are expected to bring new resources and ideas to improve the Partnership. New Partners will be introduced by a decision of the existing Partners.

If existing members of the Partnership wish to withdraw they will provide the other Partners with notification in writing of their intentions, including the reasons for their withdrawal.When a Partner withdraws from the Partnership the remaining Partners will meet to amend or terminate the Partnership Agreement.

Working Groups

The working groups established to oversee and manage the implementation of the specific plans within this Agreement will provide progress reports to the Partners at the bi-monthly meetings.

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Dispute Prevention And Resolution

The Partners are committed to resolving any problems or disputes that arise in a cooperative and respectful manner. This involves:

- building and maintaining our trust in the Partnership;
- listening to each other to achieve a clear understanding of issues and interests;
- respecting our diversity;
- focusing on our interests and avoiding positions; and,
- thinking creatively to solve problems.

Where disputes or implementation problems cannot be resolved independently by the Partners, they will seek assistance in the following forms:

- expert advice, where relevant;
- ✓ facilitation or mediation;
- ✓ direction from their respective organizations on how to resolve the issue.

If Partners within the Partnership are unable to resolve a dispute between them and the dispute is undermining the capacity of the Partnership from the perspective of the other Partners, then the disputing Partners will withdraw from the Partnership.

Session 2 -Approaches to Negotiation

Aim

This session places consensual negotiation in the context of five negotiation styles. The key principles of consensus-building are introduced.

Learning Objectives

- to appreciate that there is more to negotiation than 'winning'; and
- to develop an understanding of the key principles of consensual negotiation.



Exploratory workshop: dialogue between Placer Dome, Flora and Fauna International, Rio Tinto and CARE International.

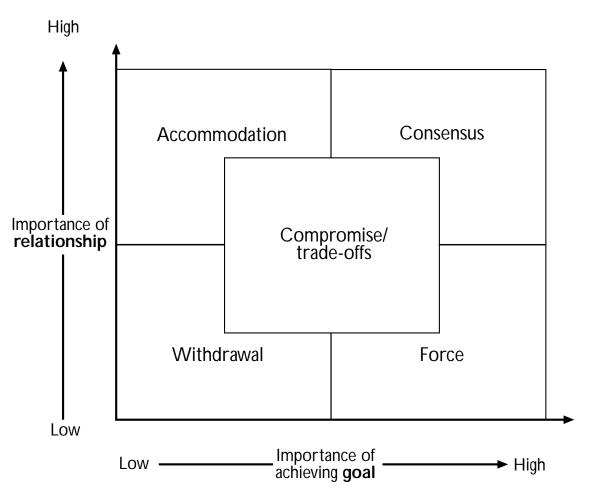
Guidance for Trainers

- 1. Participants' Experiences Invite the participants to describe occasions when they have been involved in 'negotiation'. This could be in the work place, or between friends or family. Draw out the different styles of the negotiation and their different outcomes for the different parties. For example, styles might include: aggressive, adversarial or consensual, and might be assisted by an outside party. Outcomes might include: win-win, lose-lose, losewin, or compromise. Capture these on flip-chart paper. Ask what criteria were adopted by the participants to decide on the style of negotiation (e.g. achieve goal at all cost, or maintain a good relationship). Discuss the session with reference to Handouts 5.4 and 5.5.
- 2. Principles of Consensus-Building -

Invite comment on the principles of consensus-building. Try to cluster the emerging principles in relation to the four principles presented in *Handout 5.6.* Discuss these four principles and seek approval to use them as the basis for the remainder of the training module.



Styles of Negotiation



Who Decides?

Direct Negotiation	Third Party Assisted Negotiation	Third Party Decision
 parties deal directly 	 facilitation mediation	 courts political appointees regulatory agency
decision by agreement of the negotiating parties		✓ imposed decision
no guarantee of reaching a decision		 guarantee that a decision will be made
high likelihood that the decision will be acceptable		 low likelihood that the decision will be acceptable

Four Principles for Consensus-Building

- build trust through mutual understanding and meaningful communications
- ✓ focus on underlying interests rather than positions
- ✓ widen the options, be creative and think laterally
- ✓ reach agreement that adds value for all parties

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Session 3 – Building Trust

Aim

This session provides participants with the opportunity to practice those communication skills necessary to develop trust between the parties.

Learning Objectives

- to appreciate the importance of developing mutual trust in a voluntary partnership; and
- to identify and practice key communication skills that build trust.



Guidance for Trainers

- 1. Role of 'Trust' in Partnerships In reference to the exercise on identifying Partnership Characteristics undertaken in the Route Map module (*Module 2*, *Session 1*), ask the participants to identify why the issue of 'mutual trust' seems to be central to a successful partnership and ask what is meant by 'trust'.
- 2. Obstacles to Trust Based on the participants' experiences, invite comments about which of the following 'pairs' of potential partners are most lacking in the mutual trust necessary to work in a voluntary partnership to manage social issues.
 - a) oil, gas or mining operation *and* local population affected by these operations
 - b) oil, gas or mining operation and local government service providers (e.g. health department, infrastructure department)
 - c) local government service provider and local non-governmental organisations
 - d) oil, gas or mining operation *and* local non-governmental organisations

Draw out and capture the main obstacles on flip-chart paper.



3. Using Communication Skills to Build Trust - Make a short presentation on different types of listening and questioning skills and the relevance of these to understanding the perceptions and behaviour of others (Handouts 5.7 to 5.12).

4. Listening and Questioning

Exercise - Divide the participants into pairs. Ask one person in each pair to speak to the other on any issue relating to Corporate Social Responsibility that he or she is passionate about. Any issue at all. Instruct the listener to sit opposite the speaker but to actively behave disinterested and to refrain from making any comment whatsoever. Stop the speakers after one minute. Then ask the speakers to repeat the same speech, but this time the listener must use all his or her listening and questioning skills to develop an understanding of speakers viewpoint. This includes: eye contact, body language, nodding in agreement, paraphrasing, summarising, and the use of appropriate open or closed questions. Allow 10-15 minutes for this part of the exercise. The speaker and listener then swap roles. Both parts of the exercise are repeated. The second speaker may choose the same or a different topic to the one before.

- Debrief In plenary, invite comments from the participants on which listening and questioning skills were most effective with regard to:
 - the 'listener' developing an understanding of the speaker's viewpoint; and
 - the speaker and the listener developing mutual trust.

Perceptions and Behaviour

- ► Different people and groups often have:
 - ✓ different perceptions;
 - ✓ different personalities;
 - different beliefs, basic values and traditions;
 - different goals, expectations or assumptions;
 - different ways of evaluating ideas or behavior; and
 - different histories, experiences, upbringings, and cultures.
- When people hear views, or experience the behavior of others that is different from what they expect, they may become critical or fearful and mistrust may escalate.
- Effective communication can help overcome this mistrust by developing an understanding of the differences.
- Once this understanding is achieved it may be concluded that these differences are valuable because they provide a variety of talents and skills and new ways of solving problems.
- Understanding differences can make peoples' behaviour more predictable and therefore less objectionable.

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Understanding through Listening

The lack of 'effective listening' is the most common barrier to developing an understanding of another's point of view and gaining trust.

In order to **understand** one must **listen**. In order to listen one must:

- ✓ stop talking
- ✓ be attentive to the speaker
- avoid mentally rehearsing an argument while the other is talking
- avoid assuming that once you have heard the first few words you understand the other person's point of view
- ✓ use eye contact where appropriate
- acknowledge through head nodding or other physical gestures or sounds
- avoid engaging in other activities such as reading, organizing papers, talking on the phone or to others



In many instances people are willing to provide information if they feel that they are being listened to and understood.

But how do you show that you really understand?

- by asking probing questions to clarify and expand your knowledge
- by paraphrasing and summarizing to demonstrate your understanding
- by the relevance of the questions that you ask when seeking confirmation
- ✓ by the conclusions that you reach and verbalize

Paraphrase: restate in <u>your own words</u> the content of the message the speaker has conveyed

Summarize: condense in <u>their words</u> the main points of the speaker's overall message

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Understanding through Questioning

Questions that develop understanding are generally:

- ✓ clear and focused;
- ✓ use appropriate language so the receiver is comfortable;
- ✓ not intimidating even if they touch on sensitive topics; and
- indicate that the questioner understands what the receiver has been saying while inviting further explanation.

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Open and Closed Questions

Closed questions are those which can be answered "yes" or "no", "maybe" or "I don't know".

Open-ended questions allow people to give more information and the freedom to answer the way they want to. They encourage people to say what they really think about the matters under discussion.

Consider the following closed question: "Do you support this project?" This question can be answered with a 'yes' or 'no', thereby offering nothing by way of an explanation. The question may also elicit unease since it may suggest judgement on the part of the questioner and a preferred response.

Asked in an open-ended way, this question might be: "What do you think the benefits and drawbacks of this project might be?"

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Examples of Open-ended Questions

Probing Questions "Can you say a bit more about that?"

"When did this issue first emerge?"

"How has it changed since then?"

"How does this issue relate to the others that we have discussed?"

Clarifying Questions

"When you say - "you have had enough" - what do you mean?"

Justifying Questions

"Earlier you said that you would not be able to participate and now it seems that you can. What has changed?"

Consequential Questions

"If the government accepted your proposal, how would you monitor its implementation?"

Work In Progress



Advantages and Disadvantages of Closed Questions

Advantages

- are valuable when you want to limit the answers
- are useful to help clarify a specific point
- control the discussion more than open-ended questions

Disadvantages

- limit the amount of information you get in response
- may be statements disguised as questions since they often reflect the point of view of the questioner rather than eliciting the point of view of another
- can arouse suspicion and put people on the defensive
- are a common 'western' method used to clarify a 'best guess'. In some other cultures the answer 'yes' means "I understand the question", not "what you suggest is correct."

Session 4 – Interests and Options

Aim

This session introduces two further principles of consensus-building: the importance of focusing negotiations on underlying interests rather than 'positions', and the benefits of widening the choice of options through joint problem solving.

Learning Objectives

- to be able to distinguish between underlying interests and positions;
- to practice revealing interests; and
- to practice joint problem solving through brainstorming.



Guidance for Trainer

1. Interests versus Positions - Solicit from the participants a range of social issues relevant to the oil, gas and mining sector that might lend themselves to implementation through a partnership model (e.g. resettlement, income restoration, improving community water supply or health services, supply chain services, retrenchment, etc.).

Refer participants back to the four principles of consensus-building (*Handout 5.6*). Start with one of the issues identified and ask what each participant believes its own organisations' underlying interests might be for being involved (or not being involved) in some partnership arrangement for joint management of this issue. Invite comment from others as to whether the suggestions are actually 'underlying interests' or really just 'positions'.

Capture the emerging underlying interests for each type of partner (e.g. company, local government, central government, community leaders, NGOs, aid donor, project-affected people, etc.) and cluster those that are similiar into sets. If time allows, move on to a second topic and repeat. Use *Handouts 5.13*, *5.14* and *5.15* to conceptualise the difference between interests and positions. 2. Joint Problem Solving – Using the same topic from the previous exercise explain that the aim is to solicit solutions for meeting one set of underlying interests. Get agreement from the participants about which set of underlying interests will form the basis of the brainstorm exercise.

Refer to *Handout 5.16*. This describes the basic techniques for joint brainstorming. During this exercise, encourage participation from all participants and ask that solutions be as creative as possible. Capture the flow of ideas as they emerge on flipchart paper. Use the exercise to demonstrate:

- the creativity that can be derived when people from very different types of organisations focus their diverse talents and experiences; and
- that there are many more solutions to meeting an underlying interest than the initial position put forward by any one individual.
- **3.** Role-Play Exercise: The Tree This exercise offers a chance for participants to practice identifying interests and brainstorming solutions. Divide the group into pairs. Hand one from each pair the 'Neighbour 1' briefing paper (*Handout 5.17*), and the other the 'Neighbour 2' briefing paper (*Handout 5.18*). The pair must not show each other their briefs. Allow 10 minutes for all to read their briefs. While they are reading, draw a diagram summarizing the situation (e.g. house, tree, sun, etc.). Then ask for one pair to volunteer from the audience to

undertake the exercise in front of the others. Allow about 20 minutes for the exercise. Ask the active pair to apply listening and questioning skills to build trust and reveal underlying interests and then to enter into joint problem solving. Their aim is to try to reach an agreement on what to do about the tree.

4. Debrief – Invite comment first from the active pair. How do they think they coped with: (a) using listening skills to develop understanding and trust and (b) using questioning skills to reveal underlying interests? To what extent did they adopt brainstorming techniques in trying to reach an agreement? Seek constructive comment from the other participants. Capture the key learning points on flipchart paper.

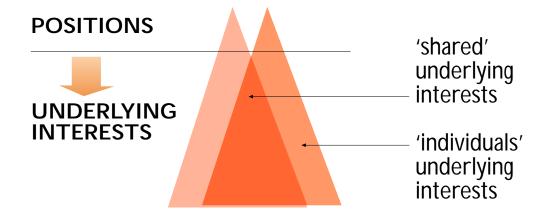


Positions versus Interests

Interests - the deeper motivations underlying what we say and do and that need to be satisfied to reach consensus

- Substantive Interests basic human needs, physical constraints
- Procedural Interests deadlines, requirements
- **Emotive Interests** status, relationships, aspirations, fears

Positions - an initial and often narrow attempt to satisfy our underlying interests



Moving discussions onto underlying interests creates room to explore a wider range of options.



Comparison of Positional and Interest-based Negotiation

Positional Negotiations	Interest-based Negotiations	
 Aims to obtain the largest possible share of a fixed quantity of resources 	Aims to achieve a high level of satisfaction for all parties	
 Usually produces 'win-lose' results 	Seeks to produce results that satisfy the underlying needs of all parties to the extent possible	
 Fosters an adversarial relationship between parties 	 Fosters a collaborative, mutually supportive relationship between parties 	
 Parties perceive their needs as conflicting 	 Parties look for shared concerns (or common ground) 	
 Parties often mislead and conceal information 	Parties jointly share information and jointly develop an understanding of the perceptions, needs and motivations of each other	
Parties begin with high initial demands and modify their positions reluctantly	Parties suspend the search for agreement until the best effort has been made to reveal and share underlying interests	
 Parties often use threats and arguments to overcome each address the other 	 Parties use mutual trust, reason and diverse experience to problem 	

'Three' Useful Questions for Revealing Underlying Interests

✓ "What are your issues?"

The answer identifies the issue(s).

✓ "What would you like to do about these issues?"

The answer is usually expressed as a position and a desired outcome.

"How would that outcome address your issues?"

The answer sometimes reveals the underlying interest behind the position.

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Brainstorming Techniques

- express all ideas as many as possible
- suspend evaluation and criticism
- ✓ record everything for all to see
- ✓ everyone should have an equal chance to contribute
- ✓ all ideas offered "without prejudice"
- search for elements of value in weak ideas, not reasons to dismiss
- follow-up systematic routes themes, concepts, word relations
- make unusual associations

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Role Play

THE TREE

NEIGHBOUR 1

A large tree grows between two houses. Most of the year the tree casts a shadow over one house in the morning and the other house in the evening. The tree is old and its many branches have continued to grow and spread. The tree is a home to many birds and insects. They sing and whistle loudly in the morning. Once each year the tree sheds its leaves, exposing both houses to the cooler winter sun.

The houses are identical and were made by the same builder. The two families that live in the houses are good neighbours. They moved into the houses at the same time 15 years ago. They work for the same company and do the same job. Their relationship has grown and become more respectful over the years. The children of the two families played together on the tree when they were young, but the children have now moved away to their own homes.

Recently a problem has developed. One of the families has asked the other to help them chop down the tree. They say that the tree is blocking the morning sun and that the roof of their house needs repairs from the falling branches and rotting leaves. The other family says that they want the tree to stay. They say that it is like an old friend. It reminds them of their children and gives them shade from the hot sun for half the day.

NEIGHBOUR 1 - For your information only:

Your **position**:

Chop down the tree

Your underlying interests:

- The tree only provides shade in the morning. You would prefer it provided shade in the afternoon when the temperature is the highest. In he morning you like to sleep in late.
- ✓ You are tired of having to clean up the leaves every year. You are getting older and it is very hard to climb up on your roof to remove branches. It is reducing the time you have to relax and it is costing you money for house repairs.
- ✓ You remember when the tree was much smaller. You enjoyed the colour it brought to your house and you would sit under it with your family to discuss the day's problems. You liked the tree when it was not so big.
- You need to find a solution to this tree. Your neighbours have been good friends and you hope that they are willing to meet your needs.



Role Play

THETREE

NEIGHBOUR 2

A large tree grows between two houses. Most of the year the tree casts a shadow over one house in the morning and the other house in the evening. The tree is old and its many branches have continued to grow and spread. The tree is a home to many birds and insects. They sing and whistle loudly in the morning. Once each year the tree sheds its leaves, exposing both houses to the cooler winter sun.

The houses are identical and were made by the same builder. The two families that live in the houses are good neighbours. They moved into the houses at the same time 15 years ago. They work for the same company and do the same job. Their relationship has grown and become more respectful over the years. The children of the two families played together on the tree when they were young, but the children have now moved away to their own homes.

Recently a problem has developed. One of the families has asked the other to help them chop down the tree. They say that the tree is blocking the morning sun and that the roof of their house needs repairs from the falling branches and rotting leaves. The other family says that they want the tree to stay. They say that it is like an old friend. It reminds them of their children and gives them shade from the hot sun for half the day.

NEIGHBOUR 2 - For your information only:

Your **position**:

Leave the tree standing

Your underlying interests:

- The tree only shades your house in the afternoon. You would prefer it provided shade in the morning. You would like to sit outside in the shade for your morning tea.
- ✓ Your son has offered to help out with some of the yearly cleanup around your house. He wants to put the leaves in his garden and will use the dead branches for firewood.
- ✓ You have noticed that the tree is not as healthy as it once was. It may be healthier with a thorough pruning.
- You need to find a solution to this problem. You are concerned it will damage your relationship with your neighbours. They have been good friends and you hope that they are willing to meet your needs.

Session 5 – Case-Example: Building a Partnership for Resettlement

Aim

This session brings the skills of consensusbuilding to address the complex task of structuring a tri-sector partnership. The case-example used is that of managing resettlement in the context plans to expanded oil production operation.

Learning Objectives

- to practice applying the principles and tools of consensus-building to agree the objectives, roles and resourcing of a partnership arrangement;
- to experience first-hand the importance of adhering to these principles when working with parties from different cultures; and
- to apply the learning from this experience to the participants' own work environment.



Reaching concensus on Phase II of the health centre partnership, Las Cristinas gold mine, Venezuela. Signitaries to the revised MoU include: Mayor of Municipality, President of MINCA, Governor of the State of Bolivar, Minister of Environment, CVGI, community leaders; HMRV (an international NGO).

Guidance for Trainer

- Introducing the Case-example Allow substantial time for this exercise. At least half a day will be required. Divide the participants into groups of eight, with four 'pairs' in each group. Each pair chooses a different role from the following:
 - Community Relations Manager (Handout 5.19.a)
 - Government Development
 Planning Officer (Handout 5.19.b)
 - Chairman of Village Committee (Handout 5.19.c)
 - Director of Local NGO (Handout 5.19.d)

Note that every participant will also need a copy of the background information to the project (see Module 4 – Consultation and Communications, Handout 4.7). At no time should the participants show each other their briefs. The overall objective of the exercise is for the participants: to reach agreement on the key structural elements of a partnership to manage resettlement. To aid the negotiation refer the participants back to the structural elements of a partnership discussed in Session 1 (Handout 5.1). Each group should prepare a summary of the agreements reached (e.g. using a single piece of flip-cart paper) and be prepared to present this at the end of the session.

- 2. Managing the Exercise Over the course of the exercise, it is entirely up to the group to decide how, and in what order, they will attempt to agree on the partnerships' various structural elements. The aim is for each participant to:
 - practice applying listening and questioning skills to build trust between each other and reveal underlying interests;
 - to enter into joint problem solving; and
 - to reach agreement on the key structural elements of the partnership.

Encourage the participants to bear in mind at all times the four principles of consensus-building (*Handout 5.6*). The participants will need to decide for themselves if and when the negotiations shift from an exploration of underlying interests, to joint problem solving, and then to the reaching of agreement. It is also for the groups to decide when they wish to take breaks from the negotiation, e.g. to take coffee.

- Debrief Back in plenary invite each group to present a summary of their agreement. Facilitate a discussion around the following:
 - Which structural elements were the easiest to agree, which the most difficult?
 - Which 'style' of negotiation was used to reach the various agreements: accommodation, force, withdrawal, compromise or consensus?

- Which principles and techniques of consensus-building were most useful to the process of reaching agreement (e.g. trust building; listening, strategic questioning; revealing underlying interests; brainstorming; joint problem solving?)
- What 'next steps' were agreed upon? (e.g. to continue negotiating another time; to seek verification of the agreements with constituents; to go forward with 'pilots' to test the best options, develop a detailed workplan, etc.).
- 4. Third-Party Facilitation Stimulate a short discussion on the merits or drawbacks of having a third-party facilitator to help the parties reach agreement. Would this have helped? The ethics, functions and tools for thirdparty facilitation are the subject of *Module 6 – Facilitation.*
- 5. Relevance to Participants Work Environment - Lastly, invite the participants to identify from their own experiences, how the skills and tools of consensus-building might help them in discharging their various social management responsibilities.



(Use Handout 4.7 as the basic project description for this exercise)

Briefing for Mr. David Thompson, Manager, Community Relations, NEC

Overview

Over the last two months, an independent consultant (contracted by NEC) has visited and consulted with a range of government agencies, non-government organisations and the people of Lagoo village. The objective of this consultation has been to discuss the possibility of the agencies and organisations forming a partnership with NEC to manage the resettlement of Lagoo Village. Not all parties consulted were enthusiastic about joining such a partnership. Many preferred to adopt an 'observer' status. However, the expectation of 'pooling' complementary resources and the aim of mutual benefits for all parties was sufficient to persuade the following organisations to agree to meet:

- National Energy Company (NEC) represented by Mr. David Thompson, Manager, Community Relations;
- ✓ The Regional Governors office represented by Mrs. Janet Colrabi, Regional Development Planning Office
- The people of Lagoo Village represented by Mr. Narnia Oftenbell. Chairman of Lagoo Village committee
- ▼ The Social Concern Agency represented by Mr. Simon Blanch, Director

The meeting began with an introduction by you explaining that the process of land acquisition for the oil expansion project was now complete and that all compensation for land lost has been paid, including that for Lagoo Village.

With this introduction over, **you write out** for all to see the key task before the group: to reach agreement on the structure of a partnership arrangement to manage the resettlement of Lagoo Village.

Briefing

You are Mr. David Thompson, Manager of Community Relations for NEC. The last three months have seen repeated delays in finalising the Investment Agreements and securing approval from the Governor's office for the oil expansion project. As a direct result you have been instructed by your Management Board to pro-actively explore the possibility that a 'partnership model' might reduce the cost burden for NEC in managing the resettlement issue.

You hope to persuade the Governor's representative that Option 1 is the most preferable resettlement site. Relocating the village to the outskirts of Regional Centre A will minimise the costs of installing the promised infrastructure, since existing roads, electricity supply, health care and water supply are already well established and can be extended at a low cost. You hope to persuade the Governor that Option 1 is commensurate with the objectives of the Regional Development Plan.

The Governor's office is clearly supportive of finding a solution to the resettlement issue. You guess that part of this enthusiasm is the increased share of royalty revenues his region can expect if the oil expansion project goes ahead. You are also encouraged by strong support for the project in the local media, linked to the expectation of new job opportunities and a 'boom' economy.

You expect that the issue of providing 'jobs' for those resettled will arise during your meeting today. Unfortunately, your room for flexibility on this issue is small. To keep the overall construction costs of the expansion project down, you have had to agree with your main contractor on a 'turn-key' contract. In such contracts it is usual for the selection of manual and semi-manual labourers to be at the contractor's discretion. You feel that if you move quickly it may be possible to add a new clause to the contract giving some employment preference to those being resettled. The contract is due to be signed within two weeks. After this time it will be too late to include the clause.

You have been informed that the chairman of Lagoo Village Council is generally favourable towards the need to resettle his village, because of the better housing and infrastructure facilities the move will bring. You are also aware that some on the village council are against the move, and that these council members have a degree of grass-roots support. You believe that by collaborating with local NGOs who work in the village the dissenting voices might be won over.

Finally, you have experience working in a previous company and know what can happen if a process of resettlement is handled insensitively. You have witnessed, for example, local demonstrations against the company, sabotage of pipelines and associated production losses, bad publicity both locally and internationally, and unwanted visits to the field from Corporate Headquarters. In your experience resettlement carries investment and operational risks. Yet you are well aware that your own staff do not have the expertise to plan or manage a resettlement process alone. Since consultants are expensive and only available in the short term, you wonder whether working with NGOs might be an alternative.



(Use Handout 4.7 as the basic project description for this exercise)

Briefing for Mrs Janet Colrabi, Regional Development Planning Officer

Overview

Over the last two months, an independent consultant (contracted by NEC) has visited and consulted with a range of government agencies, non-government organisations and the people of Lagoo Village. The objective of this consultation has been to discuss the possibility of these agencies and organisations forming a partnership with NEC to manage the resettlement of Lagoo Village. Not all parties consulted were enthusiastic about joining such a partnership. Many preferred to adopt an 'observer' status. However, the expectation of 'pooling' complementary resources and the aim of mutual benefits for all parties was sufficient to persuade the following organisations to agree to meet:

- ▼ National Energy Company (NEC) represented by Mr. David Thompson, Manager, Community Relations;
- The **Regional Governors office** represented by Mrs. Janet Colrabi, Regional Development Planning Officer
- The people of Lagoo Village represented by Mr. Narnia Oftenbell. Chairman of Lagoo Village committee
- ▼ The Social Concern Agency represented by Mr. Simon Blanch

The meeting began with an introduction by Mr. Thompson of NEC explaining that the process of land acquisition for the oil expansion project was now complete and that all compensation for land lost has been paid, including that for Lagoo village.

With this introduction over, Mr. Thompson writes out for all to see the key task before the group: to reach agreement on the structure of a partnership arrangement to manage the resettlement of Lagoo Village.

Briefing

You are Mrs Janet Colrabi, Regional Planning Officer. In this capacity, you have just completed a draft three-year Development Plan for the entire region. Preparation of the plan took a year and was completed six months late. There is one year left before the beginning of the election process for the next Governor and within which you need to be seen to implement the plan. You are also aware that your current position is dependent on the Governor being re-elected. You desperately need the public sector infrastructure commitments in the Plan (i.e. the most 'visible' aspects) to begin immediately, i.e. housing, water supply, roads and electricity.

The Development Plan makes provisions to accommodate NEC's proposed oil expansion project. To overcome the lack of available land in Regional Area A and to accommodate the housing and related infrastructure needs of the oil expansion project (including the settlement of Lagoo Village), the Plan allows for urban development only in Town B and Urban Area C. Securing finance for implementing the housing and infrastructure commitments in the Plan is not a problem. The regional development banks are all actively seeking such investment opportunities. The key constraints are an absence of skilled engineers and heavy earth-moving equipment, and expertise in managing community-based cost recovery schemes to maintain the infrastructure.

You come to the meeting today with an idea. Perhaps the heavy equipment and engineers that NEC have allocated to construct housing and infrastructure for the resettlement of Lagoo village might be made available ('rolled out') to help implement a portion of the infrastructure proposals in the Development Plan. In return you believe you could persuade the Governor to increase the budget for housing and infrastructure to include the resettled community so long as it is situated in Town B or Urban Area C.

A critical motivation for you is the need for speed. The Development Plan must be implemented forthwith. The advantage of collaborating with NEC is that the company is familiar with the region and knows how to get along with the local workforce. NEC also has the necessary heavy equipment and skilled engineers available locally. Why should the company not wish to make significant savings on the cost of providing infrastructure for the resettlement of Lagoo village, in exchange for contributing equipment and staff to implement parts of the Development Plan? Why wouldn't the Social Concern Agency want to help manage a cost-recovery scheme to maintain the infrastructure? There are questions you intend to put at the meetings.



(Use Handout 4.7 as the basic project description for this exercise)

Briefing for Mr. Narnia Oftenbell Chairman of Lagoo Village Council

Overview

Over the last two months, an independent consultant (contracted by NEC) has visited and consulted with a range of government agencies, non-government organisations and the people of Lagoo Village. The objective of this consultation has been to discuss the possibility of these agencies and organisations forming a partnership with NEC to manage the resettlement of Lagoo Village. Not all parties consulted were enthusiastic about joining such a partnership. Many preferred to adopt an 'observer' status. However, the expectation of 'pooling' complementary resources and the aim of mutual benefits for all parties was sufficient to persuade the following organisations to agree to meet:

- ▶ National Energy Company (NEC) represented by Mr. David Thompson, Manager, Community Relations;
- The Regional Governors office represented by Mrs. Janet Colrabi, Regional Development Officer
- ▼ The people of Lagoo Village represented by Mr. Narnia Oftenbell. Chairman of Lagoo Village committee
- ▼ The Social Concern Agency represented by Mr. Simon Blanch

The meeting began with an introduction by Mr. Thompson of NEC explaining that the process of land acquisition for the oil expansion project was now complete and that all compensation for land lost has been paid, including that for Lagoo village.

With this introduction over, Mr. Thompson writes out for all to see the key task before the group: to reach agreement on the structure of a partnership arrangement to manage the resettlement of Lagoo Village.

Briefing

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You are Mr. Narnia Oftenbell, Chairman of Lagoo Village Council. At the last meeting of the Village Committee the committee members voted to give you authority to negotiate on behalf of Lagoo Village on the plans for resettlement. The committee is clear that it wishes to be resettled in a 'green field' site. The committee members voiced two main reasons for this choice. The first is a concern over the quality of agricultural land. Land close to urban areas tends to be less fertile, having lost its top-soil due to deforestation. A second concern is the desire to be far away from the construction workforce that it is rumoured will be based on the outskirts of Market Town B and Urban Area C. During the last construction period a labour camp was sited close to the village. The effect on the health of women through STD and the overall social fabric of the village (e.g. increased gambling and drunkenness) was severe. This must not happen again.

The committee members have asked you to seek confirmation that the head of all 250 households in Lagoo Village will receive employment with NEC as part of the resettlement package. Many of these men already have experience working as part-time manual labourers for the local government during the dry season and each is keen to learn new skills that will improve the chance of long-term employment. Most men would leave farming if permanent employment could be found.

Personally, you are anxious that this issue of where to resettle and what benefits this would bring is sorted out quickly. At the last committee meeting, one of the members expressed his view that the village should unite against any type of resettlement scheme. You have also heard that one of the local NGOs working in the village has spoken out in opposition to the NEC oil expansion project. As a popular member of the village committee, with ten consecutive years as chairman, you believe that resettlement offers the best opportunity to advance the welfare of the community, overcome the complete lack of access to essential infrastructure, and reduce the hardships of a rural existence. However, with evidence of growing tensions within the community you need to secure favourable terms for resettlement, and agree on them quickly.



(Use Handout 4.7 as the basic project description for this exercise)

Briefing for Mr. Simon Blanch Director of the Social Concern Agency (an International Development NGO)

Overview

Over the last two months, an independent consultant (contracted by NEC) has visited and consulted with a range of government agencies, non-government organisations and the people of Lagoo Village. The objective of this consultation has been to discuss the possibility of these agencies and organisations forming a partnership with NEC to manage the resettlement of Lagoo Village. Not all parties consulted were enthusiastic about joining such a partnership. Many preferred to adopt an 'observer' status. However, the expectation of 'pooling' complementary resources and the aim of mutual benefits for all parties was sufficient to persuade the following organisations to agree to meet:

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 The Regional Governors office represented by Mrs. Janet Colrabi, Regional Development Officer

- The people of Lagoo Village represented by Mr. Narnia Oftenbell. Chairman of Lagoo Village committee
- The Social Concern Agency represented by Mr. Simon Blanch

The meeting began with an introduction by Mr. Thompson of NEC explaining that the process of land acquisition for the oil expansion project was now complete and that all compensation for land lost has been paid, including that for Lagoo village.

With this introduction over, Mr. Thompson writes out for all to see the key task before the group: to reach agreement on the structure of a partnership arrangement to manage the resettlement of Lagoo Village.

Briefing

You are Mr. Simon Blanch, Director of the Social Concern Agency. You are not happy. You find the 'term' resettlement' most objectionable. For you the term 'resettlement' implies that the company is seeking to involuntary move the people of Lagoo Village. Although you have collaborated with company before and have no fundamental objections to the presence of an oil industry in the region, you are worried about being associated with an involuntary resettlement scheme. As an international NGO you are dependent for funds on individual donors living in the United States and Europe. If the media in these countries decide to make an association between the Social Concern Agency and 'involuntary resettlement' your international reputation may be damaged and the flow of funds affected.

Your suggestion is that the language of the proposed partnership should be something altogether more positive and forward-looking. You would prefer it if the partnership's objective was something like the long-term welfare and development of the people of Lagoo village', and not 'resettlement'. This would help to ensure that issues such as 'the impact of construction workers on the health of village women', or the 'long-term security of household livelihoods' were given prominence in the resettlement planning process.

Your relationship with local NGOs in the region is good and a number of these NGOs work in Lagoo Village. The Social Concern Agency is the principal provider of funds for the local NGOs. You also provide them expertise in four key development areas: community development planning, housing, water supply and sanitation and vocational training (especially in carpentry and vehicle mechanics). Your organisation is well known for its 'state of the art' approach to engaging villagers in community development planning and cost-recovery for community infrastructure. In particular, you have found a way to build a sense of self-reliance that enables communities and households to adapt their livelihoods to changing circumstances. Encouraging villagers to establish group saving schemes' and to 'pool' their labour have been key factors in creating this self-reliance.

The Village Committee has played a critical role in mobalising the people of Lagoo Village to work with the local NGOs. You are concerned that in the 'rush-to-resettlement', the Village Committee, may be left out the process and loose this catalytic function. For example, you are aware that one of the local NGOs (not funded by your organisation) has started to agitate some of the villagers. Motivated by local politics, the Director of this NGO together with one of the council members on the Village Committee have spread rumours that relocation will be 'forced' and families dispersed across the region. If the resettlement process is lead by the majority view of the Village Committee, these political pressures might be contained. It not, there is every possibility that the issue of resettlement will become a political football.

Above all, you see the role of your organisation as a mediator and peacemaker, reconciling differences between the local government, the oil company, local NGOs and local communities. You are more than happy to play this role in the proposed partnership if the others agree.

Key Lessons

- Effective partnerships require reaching consensus between partners on objectives, roles, resourcing and responsibilities.
- Four of the principles to building consensus are: building trust, negotiating around underlying interests, widening options and reaching agreement.
- Consensus-building:
 - doesn't just give you a good feeling, it produces better agreements; and
 - seeks to satisfy, not compromise, an organisation's underlying interests.
- Effective communication skills (listening and questioning) enable partners to develop an understanding of each others underlying interests and build the trust required to work collaboratively.
- In consensus-building two factors are at work that increase the likelihood of a 'win-win' outcome:
 - the creativity that comes from joint problem solving between diverse non-traditional partners; and
 - moving negotiations onto underlying interests generates room to explore a wider range of options.

Further Reading

Johnston, D. and MaCloed, N. (1999)_Multi-Stakeholder Negotiations: A Resource Book, prepared for Mineral and Energy Policy Centre, Kwagga Project/CIA, Republic of South Africa, Vancouver: Hope Johnston and Associates

Warner, M. (2000) Tri-Sector Partnerships for Social Investment within the Oil, Gas and Mining: An Analytical Framework, *Working Paper No 2*, London: Natural Resources Cluster, Business Partnerships, c/o CARE International UK