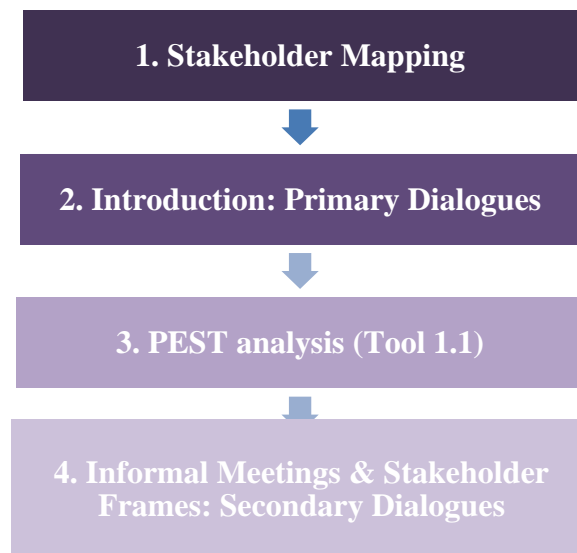


Tool 1.3: Stakeholder Mapping and Stakeholder Frames

Stakeholder mapping and introduction activities are the very first steps a company should consider when coming to a new location. To be able to engage and create meaningful relationships with the local communities and other stakeholders, a company first has to understand who the key persons are, what their roles are and how might the relationships between different stakeholders affect the project. Understanding these factors will help the company to obtain a comprehensive picture and provide a basis for relationship building.

Steps:

- 1) Stakeholder Mapping
- 2) Introduction: Primary Dialogues
- 3) PEST Analysis (Tool 1.1)
- 4) Informal Meetings & Stakeholder Frames: Secondary Dialogues



STEP 1. Stakeholder Mapping

Detailed stakeholder mapping is something that takes time, will need updating as community members and relationships change, and will likely take several iterations. Its purpose is to ensure potentially affected individuals and groups are consulted and involves determining with whom to engage, at what level of intensity and with what frequency. It is essential for the company to know and understand the broad aspects of community structure and social dynamics. Mapping practices have existed for a long time, including for example:

- OECD [Due Diligence Guidance for Meaningful Stakeholder Engagement in the Extractive Sector](#) (OECD, 2017)
- PDAC’s First Engagement: A Field Guide for Explorers, p. 26-27 https://www.pdac.ca/docs/default-source/priorities/responsible-exploration/programs---e3-plus---community-engagement-guide/pdac-first-engagement--a-field-guide-for-explorers.pdf?sfvrsn=e757a898_2 (PDAC, 2015)
- ICMM [Stakeholder Research Toolkit](#) (ICMM, 2015)
- IFC’s [A Strategic Approach to Early Stakeholder Engagement: Good Practice Handbook for Junior Companies in the Extractive Industries](#) (IFC, 2014)

The initial round of stakeholder mapping should identify key individuals (community leaders, authorities, respected persons, etc.), interest groups and stakeholder networks. Priority stakeholders are those most affected by the project and a company must also pay special attention to vulnerable groups. As PDAC (2015) notes, it may be a useful approach to determine whether the stakeholders identified are people to be involved in the core-group of decision-making processes, people you want to keep informed along the way or useful and knowledgeable people to turn to in case advice is needed. It is important to communicate with the stakeholders during the process as wrong assumptions may lead to tensions or even conflicts. Understanding the diversity of a community is the key for effective stakeholder engagement.

| Stakeholder Mapping | |
|---|---|
| Steps to guide stakeholder mapping process: | <ul style="list-style-type: none"> - Determine who the key stakeholders are and who should be included in the core-group of decision makers. - Try to understand the structure and social dynamics in affected local communities. - Identify which groups are potentially the most affected. - Identify which groups are potentially the most vulnerable and make sure their voices are heard. - Communicate your intentions – if something is not clear, it is better to ask than assume. - Delving beneath the surface of stakeholder concerns is important as there may be underlying concerns that are not obvious. |

STEP 2. Introduction: Primary Dialogues

When a company enters a new area, the first step is to introduce the company and key personnel to the local communities and other stakeholders. This is best done by organising a formal introductory meeting which aims solely at establishing contact with the locals. The purpose is to initiate the relationship and start to get to know the local culture and people, and to make observations about the dynamics between stakeholders. First meetings are meant to provide an opportunity for a company and community to connect and get to know each other and should not be used as an attempt to make binding agreements or to try and secure access to land. Communities and other stakeholders need to be given an opportunity to get to know who they are possibly going to cooperate with.

| Introduction phase ¹ | |
|--|---|
| How to carry out company introduction: | <ul style="list-style-type: none">- Introduce yourself and the wider team. To engage on a personal level, you should share some personal information about your situation and your background.- Hold onto your purpose. The first meeting is about the first impression and introducing yourself – not about making agreements.- Ask questions about culturally sensitive issues you should be aware of in the respective area.- Ask about locals' impressions or their experience of exploration and mining.- Share information about exploration activities and the extractives industry. Be transparent.- Encourage stakeholders to ask questions. Do not make specific promises about jobs or the permitting schedule at this stage of the engagement process.- When closing the event, ask about stakeholders' positions towards future meetings and their preferred means of engagement. Set up a next meeting. |

STEP 3. PEST Analysis

After formal introduction, the company would preferably draw from the PEST analysis already prepared to determine the underlying factors affecting the project. For full instructions of the PEST Analysis, see [Tool 1.1 PEST](#).

¹ PDAC (2015) First Engagement: A Field Guide for Explorers, p. 15-17.
https://www.pdac.ca/docs/default-source/priorities/responsible-exploration/programs---e3-plus---community-engagement-guide/pdac-first-engagement--a-field-guide-for-explorers.pdf?sfvrsn=e757a898_2

STEP 4. Informal Meetings & Stakeholder Frames: Secondary Dialogues

After the formal introduction phase, it is time to deepen the relationship through informal discussions with the community members. Company representatives are encouraged to open discussions outside of formal meetings – wherever they meet locals. Discussions do not have to be structured as they are meant to provide information about the dynamics of the people, perceptions about authorities, cultural sensitivities and locals’ previous experiences and perceptions about mining. It is important to pay attention to the diversity of people – all groups of people are important to engage with. Transparency and mutual efforts to share information are keys to engagement – it is a two-way street. If company representatives want to create personal and meaningful relationships with the locals, they are encouraged to share personal information about themselves in return. The Toolbox provides examples of useful questions to ask the community members. Examples of [Stakeholder Frames in Dialogue](#) provide examples of secondary, informal discussions that company representatives may find beneficial for building more substantive relationships, and at the same time, also shedding light on the environment they are planning to operate in and the people they are to be collaborating with. The presented dialogues are hypothetical situations of a fictional community in different contexts and do not represent or refer to any actual region or community.

| Informal meetings – Secondary Dialogues ² | |
|--|---|
| Possible questions and key phrases | <ul style="list-style-type: none"> - Local perceptions of the area; what are the future possibilities and visions but also possible sources of conflicts in the area? - Who are the key people the company should engage with? - Is there something particular to the area i.e. issues already identified in the PEST, site/local areas of importance that do not have designations such as viewpoints, parks, and rivers that the company should be aware of when conducting activities? - Possible mistakes previous companies have made in the area. Is there something the company could do better this time? - Are there any specific policies or behaviours the company should avoid? - What does the community expect from the company? - What form of cooperation does the community prefer? - What kind of economic development/community investment would they like to see? |

² Ibid.

Introduction to Stakeholder Frames

The stakeholder frames presented below are the same as those in the SLO Guidelines, but as part of the SLO Toolbox, the idea is to turn them into a usable tool for companies when they are trying to understand not just who the affected and interested stakeholders are but their underlying values linked to the acceptance of mining. Simply, the frames are meant to shift the focus from *what stakeholders do to what they believe*. By simplifying the questions in the Guidelines and framing the situation as a conversation between community and company, except for Stakeholder Frame 3 which is between a community and authority, values and beliefs behind the arguments are easier to detect.

Beliefs are complicated though and do not neatly fit into a category. *These frames are not meant to be used to categorize people*. An individual may be situated in several frames simultaneously. The main benefit of the frames lies not in determining if an individual fits into a specific frame, but in understanding that most frames will exist in every community. If all the frames are addressed, then people's concerns should be as well and not only those most vocal and visible.

Whether the frames are useful for understanding group values related to SLO is not yet clear as the frames were developed based on an individual's attitudes and perceptions. It should also be noted that everyone's starting point is different and the frames assume mining is at least conceptually acceptable.

For the Toolbox, the stakeholder frames have been turned into stakeholder dialogues that help illustrate a conversation with someone who shares a particular frame. Understanding beliefs and values alone will not ensure a successful result though. As is true for any fruitful conversation, the starting point is respect, a willingness to listen and an open mind.

1.3.1: Stakeholder Frames in Dialogues

Stakeholder Frame 1: The Company Works with the Local Community

In this hypothetical scenario the company wants to start a new mining project in an area where different land use interests exist. The community consists of different interest groups; *landowners, environmentalists, tourism entrepreneurs and concerned locals*. The community values the positive impact the project would have on local employment but at the same time they fear for negative consequences on traditional livelihoods. They are also deeply concerned about the negative consequences on the environment. In this hypothetical situation, the company and local communities are already engaged in conversation but the process of trust-building is in the very early stages. The company aims to create a better understanding of the beliefs and values of the community in order to map out possibilities for mutual cooperation.



Q1: What do you expect from us as a company? How do you expect us to improve your community?

A1: We expect partnership and equality. Our community does not approve of the project because your company does not respect our way of life.

Q2: As a representative of the community, how would you describe a company that acts fair? What does this mean in our situation?

A2: You should be transparent and avoid acting behind our backs. We want the company to compensate fairly for the possible negative consequences of their operations.

Q3: Beyond financially contributing what is required by law, what kind of community investments would help your community to develop? And what does 'development' mean to you?

A3: Our definition of development is: local employment, education and ecological compensation by improving ecosystems.

Q4: We want to engage with you, the local community, but are not sure how to. What do you expect from us regarding communication?

A4: Ongoing, honest dialogue and a long-term commitment to working together.

Stakeholder Frame 2: Mining is Accepted and Contributes to Society

This scenario starts from the situation where a particular mining project has already been accepted. Although the mine is already open, the company seeks societal SLO by engaging in conversation about general values and society's attitudes towards mining in country X.



Q1: How do you perceive mining in “country X”?

A1: We understand the value of the mining industry for local employment, but the industry still has a negative association in our minds due to past environmental accidents and disrespectful behaviour.

Q2: How should we as a company act so that the extractive industries would be acceptable on the societal level? What kind of changes should we make?

A2: We think that the company should go beyond the legislation. They need to show accountability and long-term engagement in their actions.

Q3: We hear you – you are saying that industry behaviour could be improved. How could we cooperate better?

A3: We propose environmental compensation, community investments and projects carried out together with the locals.

Q4: Does the public expect mining companies to take a stance on larger, societal issues such as environmental issues?

A4: Yes, we expect that the industry follows the sustainable development goals (SDG) as society has already accepted them and is moving towards these values.



Stakeholder Frame 3: SLO Grounded in Effective Legislation and Regulation

This scenario is the only one that takes place between a *community and authority*. It assumes an already ongoing project and the authority wants to know how mining legislation and its implementation are perceived by community members, especially those most affected. By doing so, they engage in a deeper, value-adding relationship with mutual benefits. To showcase some of the possible grievances, the community shows distrust towards the governance of the project in this example.



Q1: Do you think the process is fair and consistent?

A1: We are afraid the company will dominate the decision-making processes and our opinions will be ignored. However, we think that legislation regarding mining operations is sufficient – as long as the rules are followed.

Q2: Do you believe we as an authority implement the laws well? Do you think current regulation of the mining industry is sufficient?

A2: To ensure everything goes by the rules, we demand good governance and legal responsibility.

Q3: If there is a conflict of interest between you, the community, and the company, do you know who to turn to and that a dispute resolution process exists?

A3: This is something we could discuss with the company. If we know who we can talk to if problems occur, we would probably trust the process more.

Q4: The law requires a mining company to deposit money to ensure a mine is properly closed and the area restored. Does this help assure you the company will operate and close the mine responsibly?

A4: This does not address the possibility of accidental spills or if you need to stop operations and temporarily close the mine. What guarantees do we have that our land and livelihoods can be restored even if the mine has problems or closes early?



Stakeholder Frame 4: Local Self Determination and Partnerships

In order to acquire a higher level of SLO, the fourth Stakeholder Frame emphasizes local empowerment and the possibilities for communities to engage in decision making processes. It does so by acknowledging the importance of giving voice to those most affected by the mining operations. In this scenario, the company wants to find out if the local community feels like they are being heard. They are also looking for indications of possible concerns over specific topics regarding exploration and/or mine development and ongoing operations.



Q1: As a community, do you feel like your voice is being heard in the process for permitting a mine?

A1: These meetings do ensure that our voices are heard. However, we think that the company should engage in conversation with the locals who practice traditional livelihoods in this area because their way of life may be at risk.

Q2: We think that you as a local community are most affected by this project and we want to engage you in the decision-making process. Do you think we have included all the relevant stakeholders?

A2: Landowners and people who live off of traditional livelihoods should be included. Young people should have a say in their future, too.

Q3: Are you aware of the grievance mechanism our company has put in place? And if so, what do you think about it?

A3: We are aware but do not understand how the grievance mechanism works. We also believe this should be designed at least partly in collaboration with the community.

Q4: How do you see your community in the future? Is there something we as a company could do to help you to realise it?

A4: Our community values environment, educational opportunities and regional development. Could we set up a steering group to think about the projects that would help us to meet our goals?



Stakeholder Frame 5: Self-Governing Industry

In this scenario, the industry follows regulations, governs itself voluntarily and needs no additional regulation. As a self-governing industry, companies are proactive in tackling possible issues that may arise. Therefore, they regularly arrange opportunities for the locals to share their views and listen to them closely. In this example, the project has SLO but the community is somewhat dissatisfied with company's communication.



Q1: Are you satisfied with the current practices or is there something we could do differently?

A1: We think that the company is showing responsibility by following the legislation and ensuring that their practices are in line with regulations. However, we are not satisfied with the level of transparency.

Q2: Do you think the mining industry is doing a good job at self-regulation?

A2: Yes and no. We see that the company is proactive, but we do not think they communicate their operations transparently enough.

Q3: Do you think that our current behaviour ensures responsible mining?

A3: Yes, but we demand regular meetings between the company and local community to ensure the situation stays that way and if anything occurs, the information will be shared with us.

Q4: Do you think mining is important for economic growth in your community/region/country?

A4: It has created economic growth in our region. However, there are other competing land use interests and we want to ensure that the regulations are followed.

