



# Social Ecology:

## LISTENING TO COMMUNITY

Course #225  
“Social Risk Management for the  
Infrastructure Professional”

A Manual for Best Practices in  
Community Engagement





## Social Risk Management for the Infrastructure Professional

A Manual for Best Practices in Community Engagement

IRWA Course #225

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*Enhancing Productive Harmony between  
Human and Natural Environments*

# Social Risk Management for the Infrastructure Professional

A Manual for Best Practices in Community Engagement

## Learning Objectives

Through this course, you will

1. Develop confidence that real community engagement can benefit both industry and communities throughout the life cycle of infrastructure projects.
2. Understand how “learning community first” can allow the project to become an extension of community culture, thereby reducing controversy and building project support.
3. Learn citizen engagement tools that have practical benefits.
4. Use your executive position to reduce social risk by understanding best practices of citizen engagement and by supporting your project team at strategic points.

# Social Risk Management for the Infrastructure Professional

## A Manual for Best Practices in Community Engagement

### Agenda

Welcome and Introductions	8:00 a.m. – 8:20 a.m.
Unit One: Orientation to Best Practices for Community Engagement	8:20 – 8:50
Unit Two: The Life Cycle of Infrastructure Projects and Understanding Social Risk	8:50 – 9:45, with break
Unit Three: The Dynamics of Citizen Issues	10:00 – 11:00
Unit Four: Extended Lunch in community for observation	11:30 – 1:15
Unit Five: Describing Communities and Working with Informal Networks	1:30 – 2:45, with break
Unit Six: Human Geographic Mapping	2:45 – 3:30, with break
Unit Seven: Taking it Home: Developing a Strategy for Social Risk Management	3:30 – 4:30
Unit Eight: Closure	4:30 – 5:00 pm

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The Life Cycle of Infrastructure Projects and Understanding Social Risk	Page 22
The Dynamics of Citizen Issues	Page 29
Describing Communities and Working with Informal Networks	Page 44
Human Geographic Mapping	Page 59
Taking it Home: Developing a Strategy for Social Risk Management	Page 64

### **Attachments**

Attachment A:  
Seven Cultural Descriptors Used for Community Assessment Page

Attachment B:  
“A Social License to Operate in the 21<sup>st</sup> Century: Overcoming  
the Class of Two Cultures,” **Oil and Gas Facilities** Magazine,  
August, 2013, pp. 30-33.) Page

Separate Attachments:  
Social Ecology Anthology from IRWA Magazine  
Social Ecology Fieldnotes: Describing Community

## Unit One

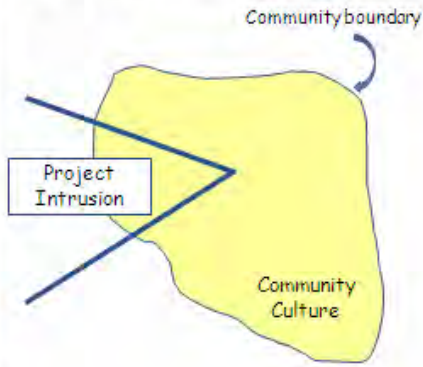
### Orientation to Best Practices for Community Engagement

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# OLD MODEL--Ineffective

Formal Impact Model

- Traditional Approach**
- Design
  - Propose
  - Defend



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## HEADLINES

In face of opposition, company to reroute gas pipeline,  
Boston Globe December 2014

Pipeline Developer Sues W.Va. Landowners  
Mountain Valley takes property holders to court for access  
The Roanoke Times April, 2015

Protests Slow Pipeline Projects Across U.S.,  
Canada: Anti-Keystone XL Fight Emboldens  
Resistance to At Least 10 Other Projects  
WSJ December 2015

Obama Vetoes Keystone XL Bill NYT Feb. 24, 2015

Stop reckless construction of new fossil fuel  
infrastructure: [Petition: Call Upon Governor  
Hassan to Stop NED NH Pipeline, January 21, 2015](#)

Owner of historic Wingina property is epitome  
of pipeline opposition, Virginia News, May 2015

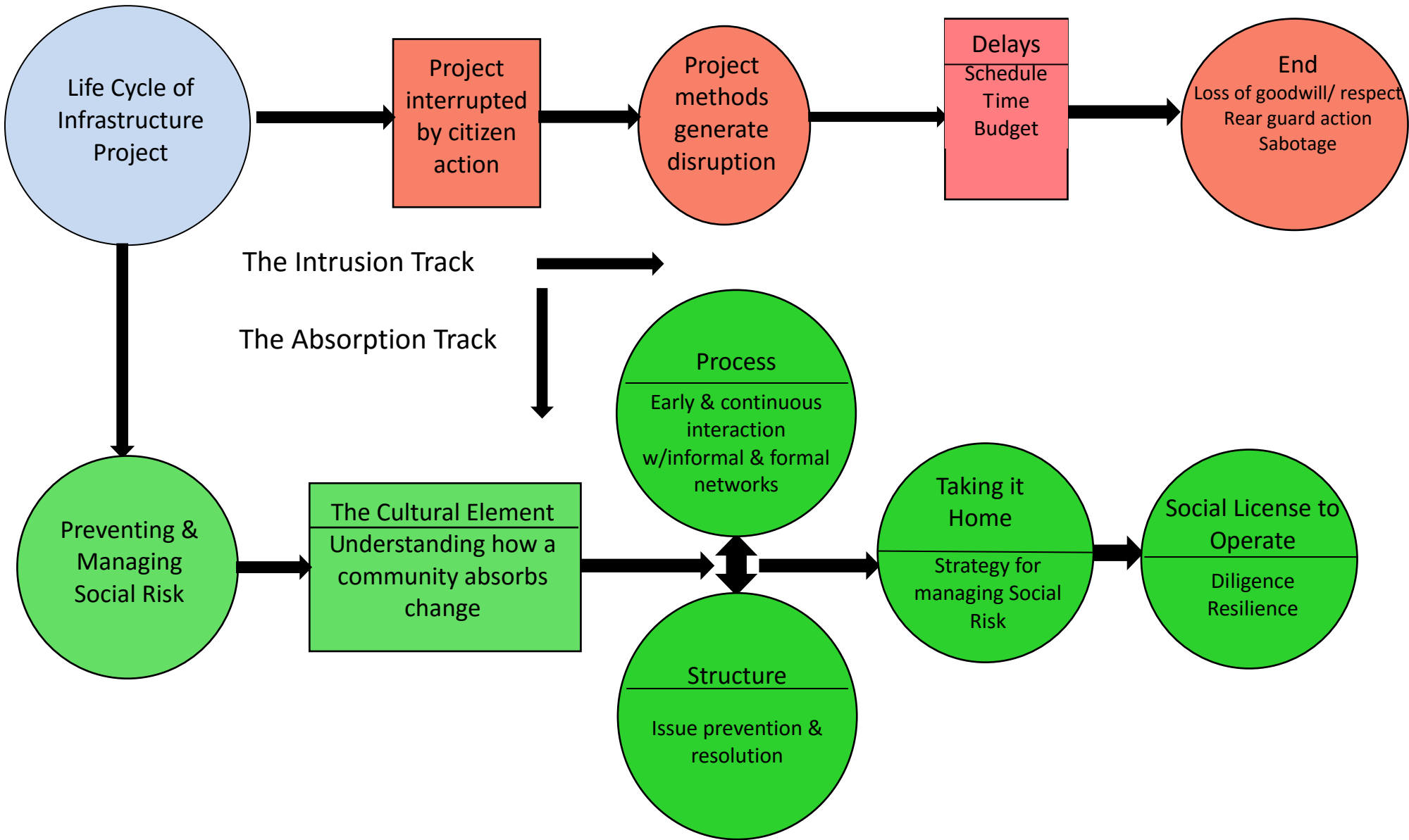
Bakken pipeline meets stiff opposition in  
Minnesota  
Posted on [04/13/2015](#) by [EnergyWire](#)



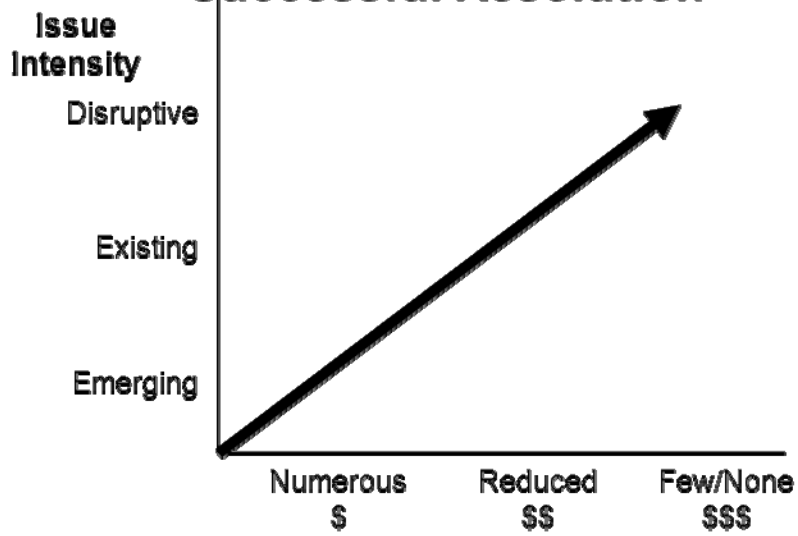




Your Project—Intrusion or Absorption?



# Options and Costs for Successful Resolution



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## Activity Number One

Describe an example of project delay, postponement or ongoing trouble that you have experienced due to resistance by concerned citizens.

Name of Project:

Description of Project:

Description of Delay or Postponement:

Who Was Involved?

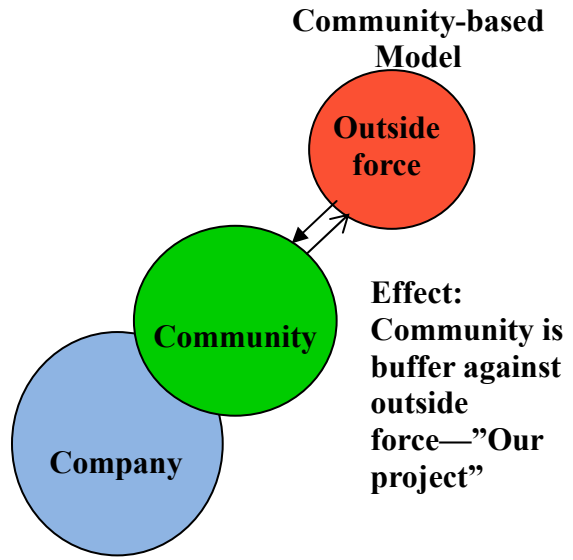
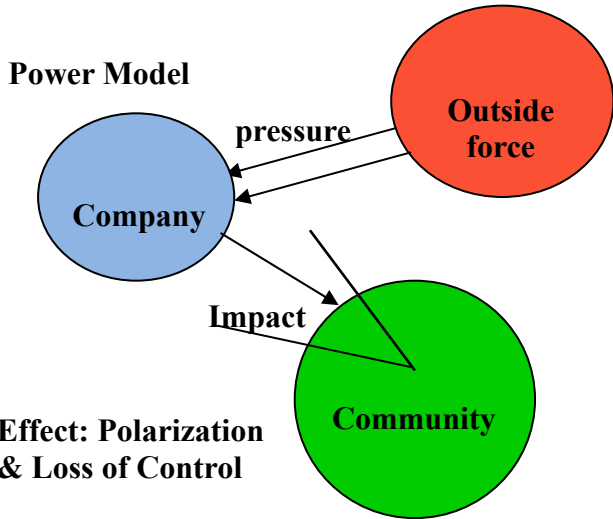
Why Were They Involved?

What Did They Do?

What Was the Outcome?



A Comparison of Choices



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Broadening the Decision Space



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# Social Ecology—the Science of Community— What Can it Offer?

Social ecology is a science of community based on cultural processes operating in any geographic area or in any resource company. The social ecology approach involves attention to the community using three concepts:

1. A descriptive approach for understanding informal networks and their routines;
2. Human geography, or the ways that residents relate to their neighborhood and community areas; their “operating space” tells you a lot about how to work within it; and,
3. Issue management, which creates alignment between citizen interests and company interests.

The following five rules help in gaining an understanding of local cultural issues:

1. You, as a project proponent and an outsider and guest of the community, have a responsibility to learn about the community before acting.
2. People know more about their environment than anyone else. It is the job of the project manager to bring forward this knowledge and perception to make use of it.
3. The project proponent must ensure that citizens can predict, control, and manage changes in their environment so that the effects of the project are absorbed into the fabric of the community and the benefits are optimized.
4. People trust day-to-day and face-to-face communication, which is essential if the project is going to fit the community.
5. Whoever understands the human and physical geography that creates the community’s sense of place controls the project outcome.

Social Ecology is a means to understand how people in local communities communicate and handle change—how they relate with each other and the land. Social Risk is reduced by infrastructure planning teams when they are able to incorporate this understanding into project design so that citizen issues are resolved, local benefits are created, and the project becomes an extension of the community.

The social risk to project success has become too great for infrastructure projects to not formally recognize and systematically act upon the underlying causes of how citizens' participation often moves from support to active opposition. Whether the project is on public or private land, it deserves this level of attention.

Since community relations are now linked to project success, upfront engineering should include upfront community assessment and the establishment of an informal word-of-mouth communication system. Knowing about culture and its influences on citizen behavior presents a creative and successful way for industry leaders to steer their projects around pitfalls and other surprises that cause delays or stop projects altogether.

Understanding the culture of a community facilitates collaboration in a manner that directly benefits the citizens and keeps a project on schedule, saving time and money. The true currency of the present and future is the sustained goodwill that a project creates and maintains with its communities of impact.

(Adapted from James A. Kent and Kevin Preister, "A Social License to Operate in the 21<sup>st</sup> Century: Overcoing the Class of Two Cultures," **Oil and Gas Facilities** Magazine, August, 2013, pp. 30-33.)



Social Risk

What is Social Risk?

**Social Risk**  
Is the inability to recognize, analyze and respond to conditions which contribute to the development of citizen issues affecting an organization's interests.

The neglect of a project development process to understand how it can be absorbed into and benefit the community being impacted.

What creates Social Risk?

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# The Reality of Social Risk Management

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## Introduction

In today's volatile and rapidly changing world an increasing number of executives and administrators find they are spending more of their time –and more of their resources—simply reacting to conflict and crisis. And to the surprise of many of them, they are discovering that much of the conflict and crisis is coming from the community around them—where citizens are not only reacting to their project and program developments, but are successfully resisting them as well.

Whether the project involves infrastructure development, corridor selection or project location, many companies are finding themselves bogged down in expensive delays, postponements, even cancellations, because they have been “ambushed” by organized citizen resistance. In addition, companies which have been in an area for many years find the community around them changing—and what had been a corporate partnership 10 years before turns into confrontation, all because while the community had changed, they had not.

Citizens have become very skilled at protecting their geography, territory and life styles, and they are influencing the outcomes of more and more decisions which affect them. We call this phenomenon Geographic Democracy. This kind of involvement can be seen throughout our society, and is no longer limited to isolated groups. Neighborhood organizations, landowners, minorities, consumers and other movements are an expression of increased citizen participation and control.

Many of these delays, postponements and cancellations are unnecessary. Often what the aroused citizens really want is not so much to torpedo projects or cause trouble for on-going operations but to have their local issues factored into the strategic planning of those projects and operations. Many companies are finding they can no longer afford to make decisions based solely on legal, fiscal, technical, political, physical resource considerations. They now have to consider another element in the infrastructure matrix: the Social and Cultural dimension.

## Case Study One: The Human Element

A recent case illustrates the pitfalls of using the top-down approach in project management. The TransCanada Keystone XL pipeline is anticipated to carry crude oil from the tar sands of northern Alberta to Steele City, Nebraska, and then south to Houston, Texas, a distance of roughly 1,700 miles. In the project design, a nearly straight line corridor was proposed from where the pipeline crosses the Canadian border in Montana to Steele City, Nebraska a distance of approximately 850 miles.

The map below shows where the pipeline is proposed. It also shows where Keystone One, built several years ago, is located. This Keystone One pipeline comes almost straight down the 100<sup>th</sup> meridian from the North Dakota border to Steele City and terminates at Cushing, Oklahoma, where many pipelines converge. There was little opposition to this pipeline when it was originally built because it followed a natural geographic dividing line of the United States. Between the 98<sup>th</sup> and 100<sup>th</sup> meridians is where the low moist lands of the prairie end and the high dry lands of the Great Plains begin. It is a dividing line not only in biological and physical terms, but in social and cultural terms as well.



The new Keystone XL line, unwittingly it seems, laid the pipeline route right through the geographic middle of the culture's historic relationship to the land. The major cultural violation of the Keystone XL project was in not recognizing the Ogallala Aquifer, over which a substantial part of the pipeline would have run, is held sacred to the people of Nebraska. The mere thought of polluting the aquifer from a potential pipeline leak, a fear expressed often by the local people, is an unthinkable outcome for something so critical to maintaining the residents' quality of life.

Had the local citizens along the route been asked before this corridor was decided upon, they could have explained why a straight line across the Ogallala Aquifer and through the fragile Sand Hills area in Nebraska was not the best option in this sensitive social and cultural environment. As noted by Gary Severson, Amoco Waste Incinerator project in Kearney, Nebraska, "In developing our project we recognized and incorporated the peoples historic belief in their sacred obligation to this water."

The public's response to this project has led to something akin to an emotional tsunami going from a local to a fierce national issue. An emotional tsunami begins quietly enough with no hint of what's building, and seemingly out of nowhere, the project is left struggling or damaged beyond repair.

Keystone XL was begun in 2008 at an estimated cost \$5 billion dollars. The estimated time to completion was 2011. Conflict cost delays have pushed the estimated cost to \$8 billion and a completion date is no longer feasible to predict. The President of the United States vetoed this project in 2014.

**Case Study Two:**  
**The Road to Successful Infrastructure Development**  
Adapted from "A Tale of Two Mines," by Jim Caplan (Anthology, p. 31)

A little over 50 years ago, two valuable ore bodies were defined in Southeast Alaska. One was zinc, silver and gold on Admiralty Island west of Juneau. The other was molybdenum, found at Quartz Hill south of Ketchikan.

The Admiralty Island deposit was developed in the 1980s as the Greens Creek Mine. It is located near and within the sensitive area of the National Monument Wilderness and its approval depended on how the company approached the local citizens and the environmental activist communities. Greens Creek Mine is the fifth largest producer of silver in the world and is operating still in this century.

The Quartz Hill deposit is a different story. It contains 10 percent of the world's known molybdenum reserves, about 1.5 billion tons, and is worth billions of dollars. The area falls within, but is exempt from the Misty Fjords National Monument land use restrictions. Quartz Hill never got beyond the exploration and patent phase.

Why did one mine develop and bring wealth to its owners and long term economic and social value to Juneau and nearby communities while the other in the same geographic area never saw the light of day?

It was clear right from the beginning that the two companies engaged the local communities using different approaches. The original developer of Greens Creek, Noranda, Inc. (now Xstrata) came to Juneau in the early 1980s, and in meeting with all affected interests, conveyed that, "Whatever you care about, we care about." Using this stated value, the project team engaged with the local people, political leaders, and environmental groups to mitigate significant social and environmental impacts.

This community engagement approach worked so well that, in the 1990s, when the convoluted ore body mined at Greens Creek had to be followed into designated wilderness for production to continue, the local and national interests came together and Congress passed legislation to allow it.

In contrast Quartz Hill's developers, U.S. Borax, who came to the area at the same time, took a "force-feed" approach. They exercised their political and economic muscles at the state and federal level. They divided communities by pressuring local interests and community leaders for support, and they relied solely on formal environmental analysis and speculative litigation success to clear the way for development.

This resulted in a wall of public resistance that is still talked about today in the gathering places. Having spent millions of dollars on this force feed approach they finally pulled out after several years and the mine never opened and the resource is still in the ground.

A case of two mines: Greens Creek succeeded because project managers humbly discovered the way to success was through the engagement of the local citizens and satisfying their physical, biological, social and cultural issues over the past 50 years. Quartz Hill failed because managers tried to bully their way into production.

## Case Study Three: A Corridor Project

American Electric Power (AEP) planned a 765kV transmission line to run from a place near Blue Field, West Virginia to Jackson Ferry, Virginia—a distance of about 150 miles. A section of the power line crossed 11 miles of the George Washington and Thomas Jefferson National Forest which meant that a federal Environmental Impact Statement (EIS) was required.

AEP chose the most direct route across the forest, as companies often do, and that route ran on top of Peters Mountain in West Virginia. On top of Peters Mountain were several Scotch-Irish settlements whose families had been there since the late 1700s. To this end, in 1990, when AEP proposed the high voltage transmission line that would traverse the very fabric of this highly valued, land-based culture, local citizens told a study group stories of their love for and commitment to the land and how such a major intrusion would endanger and destroy their very way of life.

While the company had spent six years and \$5 million preparing the technical side of the EIS, there was no testing for citizen issues at the beginning of the project. No attention was paid to the social impact requirements contained in the National Environmental Policy Act of 1969, which governs the U.S. Forest Service approval process. By neglecting the social issues, the company had no real understanding of the cultural challenges surrounding Peters Mountain or the people who would ultimately decide the fate of their power line.

In this instance, an issue of significance called, “cultural attachment” surfaced late in the EIS process around 1995. The people of Peters Mountain were formidable in their desire to remain in their ancestral homes, on their own land and continue their generational self-sufficiency. Because of the cultural attachment issue associated with the corridor and the subsequent studies, the power line request was denied by the Forest Service in 1996.

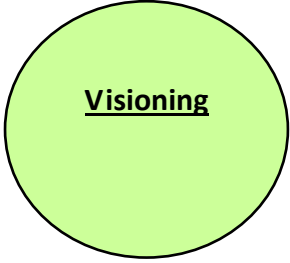
Had AEP been oriented to the community and social aspects of corridor development, they would have learned at the beginning of the study process that Peters Mountain was a poor choice because of the Scotch-Irish settlements. After the loss of this corridor, AEP and the Forest Service were able to find a suitable alternative 90 mile corridor that did not impact cultural attachment in its routing. This route could have been chosen in 1990. As a result, the EIS was approved in 1999, nine years after the project first began and the project was finished in 2006.

At the dedication ceremony a full 16 years after the power line was introduced, Michael G. Morris, AEP Chairman made the following statement: “This project illustrates that transmission lines can be constructed in ways that strike a balance between the environment and the nation’s growing need for electricity.”

## **Unit Two**

# **The Life Cycle of Infrastructure Projects and Understanding Social Risk**

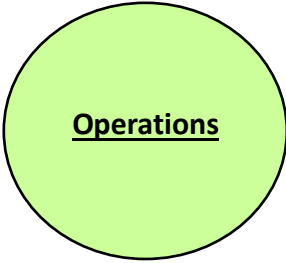
Life Cycle of an Infrastructure Project



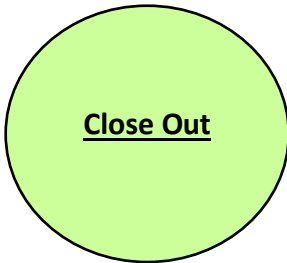
- Company strategic plan
- Conceptual design
- Engineering/Financial Feasibility
- Political/regulatory risk assessment



- Technical design
- Permitting & approvals
- Location
- Construction



- Maintenance
- Upgrades
- Labor force
- Production



- De-commissioning or Upgrade
- Corporate context
- Increasing legal requirement

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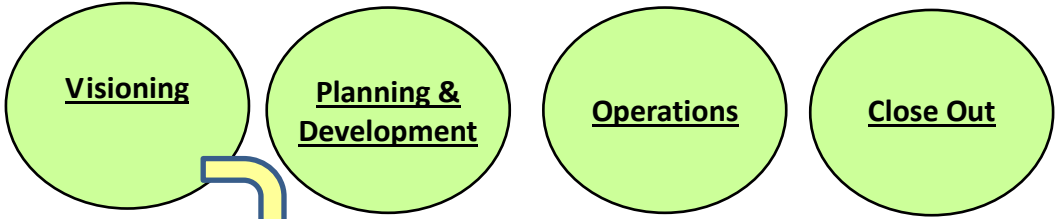
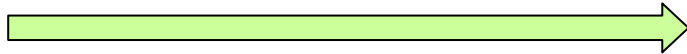
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**Life Cycle of an Infrastructure Project**



- Company strategic plan
- Conceptual design
- Engineering/Financial Feasibility
- Political/regulatory risk assessment

- Technical design
- Permitting & approvals
- Location
- Construction

- Maintenance
- Upgrades
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- Production

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Strategy for Managing Social Risk

Understanding how a Community Absorbs Change

- Community description
- "Hanging out"
- Listen for the stories

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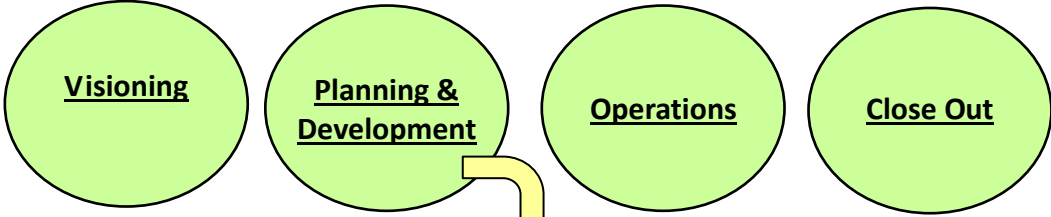
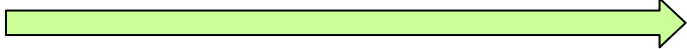
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# Life Cycle of an Infrastructure Project



- Company strategic plan
- Conceptual design
- Engineering/Financial Feasibility
- Political/regulatory risk assessment

- Technical design
- Permitting & approvals
- Location
- Construction

- Maintenance
- Upgrades
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Strategy for Managing Social Risk

Community Impact Assessment  
Early and Continuous Interaction with Informal and Formal Networks  
Issue Prevention and Resolution

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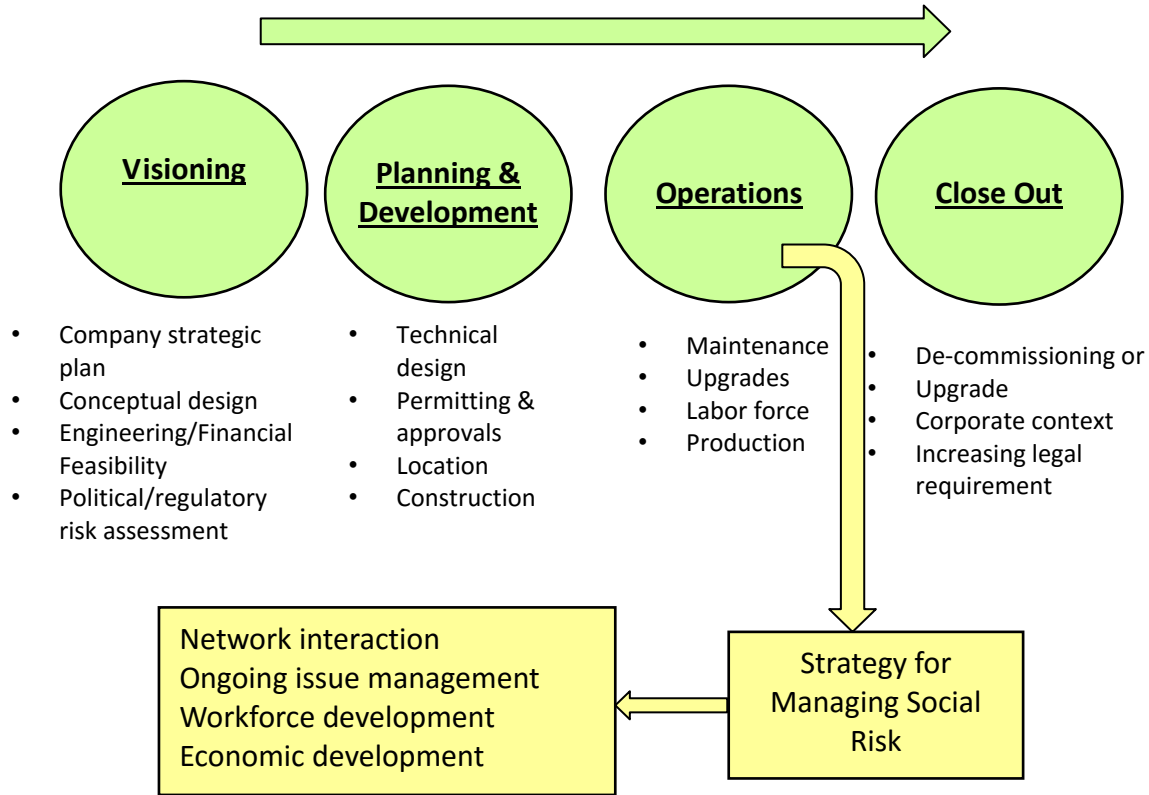
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## Life Cycle of an Infrastructure Project




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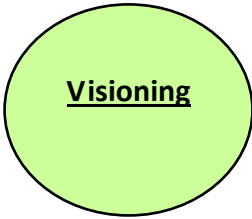
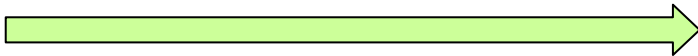
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# Life Cycle of an Infrastructure Project



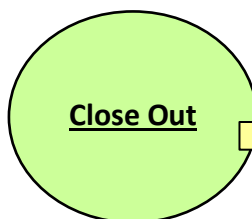
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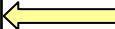
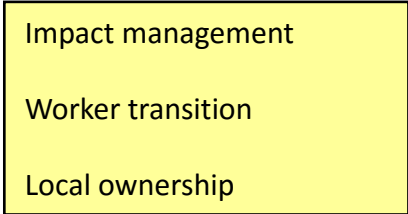
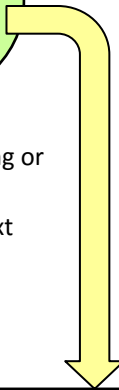
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- Maintenance
- Upgrades
- Labor force
- Production



- De-commissioning or Upgrade
- Corporate context
- Increasing legal requirement



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## **Activity Number Two**

Either as an individual, or in a small group according to company, describe the typical features of your community engagement process. See if community engagement methods can be classified according to the life cycle of infrastructure projects.

### **Visioning**

### **Planning & Development**

### **Operations and Maintenance**

### **Close-out**

## Unit Three

### The Dynamics of Citizen Issues

# The Dynamics of Citizen Issues

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At this point we need to explore the Dynamics of Citizen Issues. How do issues start? Why do they intensify? How does management respond?

A citizen issue is defined as:

A SUBJECT OF WIDESPREAD PUBLIC INTEREST AND DISCUSSION THAT AN INDIVIDUAL, NETWORK OR GROUP HAS DECIDED TO ACT UPON TO PROTECT AND MAINTAIN CONTROL OF THEIR ENVIRONMENT.

*“Looking and understanding are always the keys, and thus each [person] must be a scientist.”  
John Steinbeck*

There are three important things to recognize about citizen issues:

1. Issues begin merely as points of interest and discussion. Usually individuals or groups don't sit down and think up issues in order to torpedo projects or harass on-going operations. Instead, there is generally a high degree of uncertainty and legitimate questioning. How a company responds at this point is crucial to determining whether an issue will be resolved or if it will intensify.

Remember: people are responding to your project because of concerns that it affects their lives, NOT because they dislike you or seek to do you harm. The first impulse is to protect their quality of life and environment.

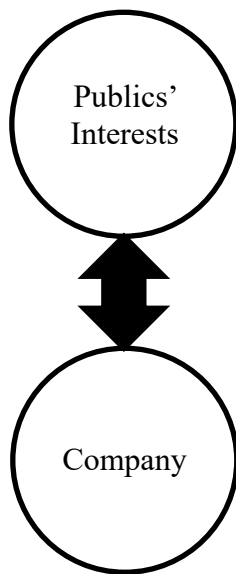
2. Issues are statements people make that can be acted upon. The subject of the weather may be a topic of discussion but people aren't able to act on it. However, project activities are guided by laws governing planning and permitting processes, which provide opportunities for individuals and groups to not only discuss, but act.

3. People act in order to maintain control of their environment. If individuals or groups feel that their abilities and opportunities to determine their futures are going to be taken away or diminished, they will act to maintain control. Nobody likes the thought of being run over by a big truck. Many citizens see companies as big trucks that will run over their wishes, desires and opportunities for the future.

## The Birth and Growth of Issues

Let's take a look at the birth and growth of citizen issues.

Companies are in a symbiotic relationship with the various publics—each constantly exerting influence on the other.



This influence determines how we respond to each other. The publics exert influence on companies through:

- Consumer Habits
- Legislation
- Litigation
- Public Discussions
- Confrontational Behavior
- Civil Obedience/ Disobedience
- Elective Process



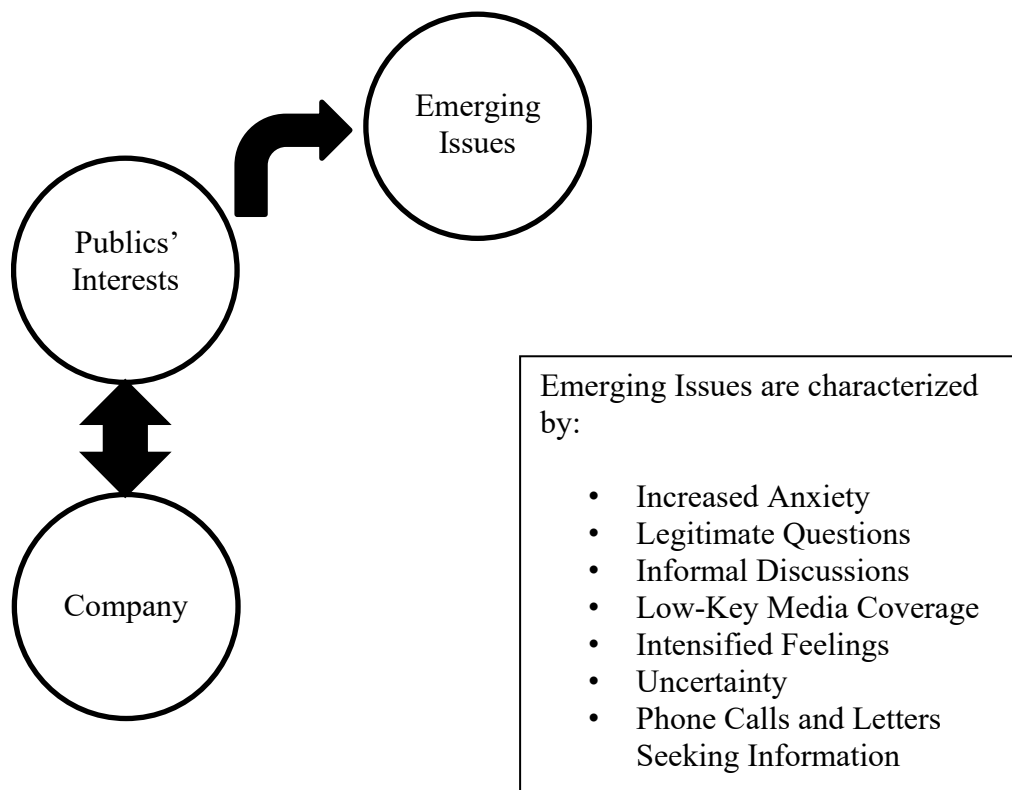
Companies exert influence on the various publics through:

- Allocation of Resources
- Policies Affecting Availability and Access to the Resources
- Performance in Dealing with the Resources

Often the influence exerted by the publics will result in concerns of management. Conversely, the influence exerted by the companies will result in citizen issues.

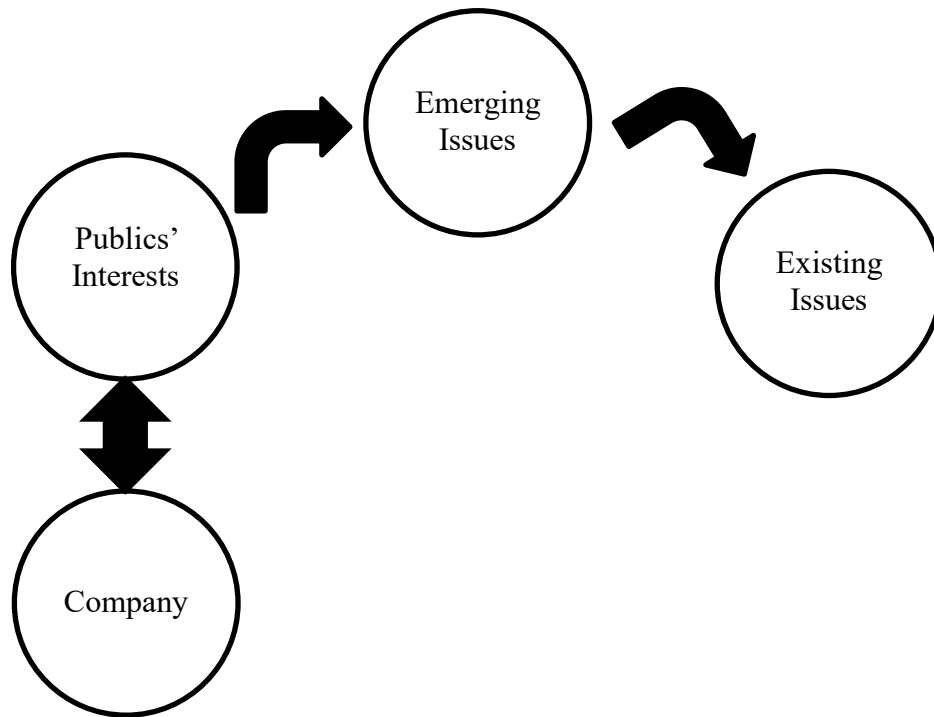
## Emerging Issues

Emerging Issues are born when segments of the public become uncertain about the effect of proposed change on their ability to protect and maintain control of their environment.



## Existing Issues

If the company does not “hear” the Emerging Issues, or if the decision is made to procrastinate and delay or ignore response, the Emerging Issue will often escalate into an Existing Issue.



Emerging Issues will become Existing Issues when individuals and groups feel that they are rapidly losing a participatory role in the protection and control of their environment. If the need for information is not being filled by the company, it will be filled by someone else. The information vacuum will be filled by either factual or non-factual, correct or incorrect, information. Once information is accepted into the system, it becomes factual, it becomes correct.

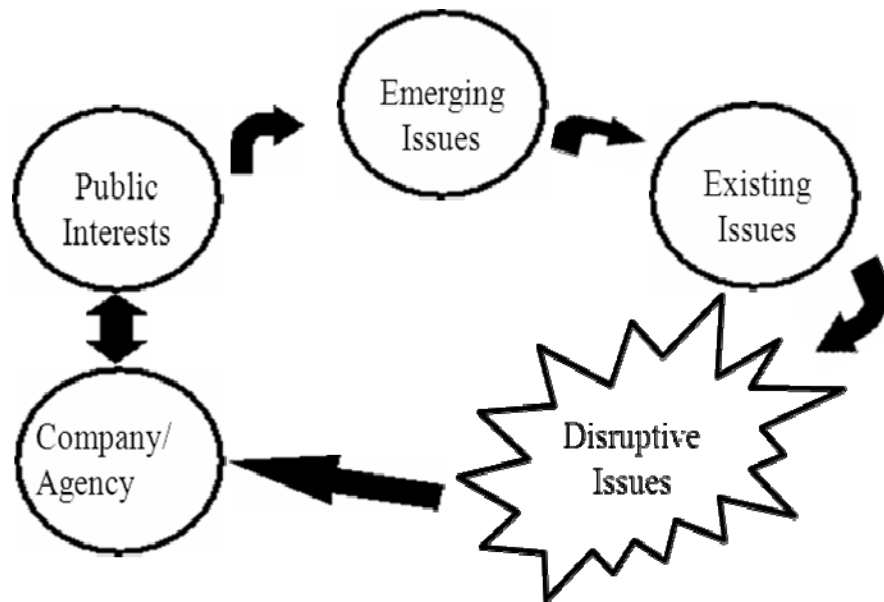
Many projects have been lost at this point because the proponent of the project can never overcome the inaccurate information in the system.

Existing Issues are characterized by:

- Explicit Feelings
- Stereotyping
- Formal Meetings
- Feelings of Power
- Rumors and Exaggeration
- Demands
- Symbolic Legal Action
- Increased Media Coverage

## Disruptive Issues

If the individuals and networks sense that the proponent of the development is unresponsive to their needs, demands and desires, the Existing Issue will sometimes become a **Disruptive Issue**.

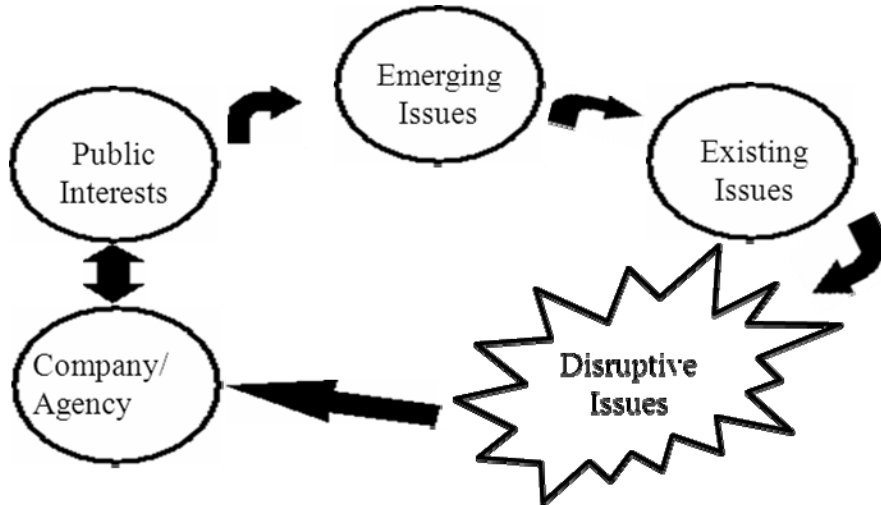


Disruptive Issues occur when individuals and groups feel that loss of their ability to protect and maintain control of their environment is imminent. The People involved will seek alternative avenues for dealing with the issue and stop dealing directly with the proponent of the development. The individuals and networks will exert the final influence!

Disruptive Issues are characterized by:

- Feelings that Conflict is Beyond Individual Control
- Legislation
- Media Campaigns
- Actions Based on Revenge
- Litigation
- Law Enforcement
- Sanctions

## Indicators of Issue Intensity



Emerging Issues	Existing Issues	Disruptive Issues
Explicit Feelings Numerous Options Phone Calls Letters No Response Local Involvement Informal Discussions Grassroots Awareness Network Awareness Legitimate Questions Uncertainty, Doubt Increased Anxiety Project Threat	Intensified Feelings Outside Involvement Leadership Involvement Media Coverage Personal Time Loss Rumors Increased Project Costs Hardening of Positions Options Narrowed Demands Exaggeration Ownership of Issues Polarization of Ideas Coalition Building Appeals to Higher Authority Legal Involvement Stalled Projects	Feelings of Failure Feelings of Crisis Emergence of Hardliners Polarization of People Loss of Cooperation Loss of Creativity Involvement of High Level Managers Coalitions Formed Loss of Futures Outside Intervention Legal Intervention Litigation Legislation Loss of Options Stalemate Legal Costs Loss of Power Media Campaigns Civil Disobedience Reallocation of Resources Loss of Credibility Imposed Sanctions Project Postponed or Cancelled

# Grounded Response

A citizen issue is a subject of widespread public interest and discussion. An individual, network or group has decided to act upon to protect and maintain control of their environment.

The First Principle to remember in developing effective grounded response is:

**ISSUES ARE OWNED BY PEOPLE, AND THEIR IDENTITY MUST BE DETERMINED AND MAINTAINED THROUGHOUT THE LIFE OF THE ISSUE.**

The Second Principle in developing effective grounded response is:

**ISSUES ARE SUBJECTS OF INTEREST UPON WHICH ACTIONS CAN BE TAKEN.**

In the scenario of issues identification and response, the overwhelming tendency is to categorize language into meaningless statements of position, or THEMES.

“People are opposed to the project.”

“People like growth.”

“People are concerned about the economic situation.”

These statements all have one thing in common. *They cannot be acted upon!*. We call statements which are abstract (cannot be acted upon), are shared and reinforced in the community, and reflect a community value or perception of the way things are a **Community Theme**. When you hear a THEME, such as “I’m against the project,” it is best to probe, such as, “What do you mean by that?” If the response is actionable, “The project will lower my property values,” that is an issue that deserves management attention. It can be acted upon. This approach allows the management practices to be grounded which means if an issue is resolved, it goes away rather than accumulates or intensifies. Note also that an issue is actionable but it may not be fact—it is a statement of perception which, if listened to by project planners, offers a rich opportunity for communication.

If a THEME is probed but there is nothing actionable behind the statement, there is something else going on. Either the person has a political agenda and is searching for language that will keep people stirred up, or the person may not have capacity as a problem-solver and is merely complaining.

As emerging issues get resolved, a “moderate middle” gets developed which begins to mitigate the more extreme language in the community that may be directed at a project. In fact, we notice that the THEME language begins to disappear as residents feel greater confidence in the communication and responses from the project team.

Themes versus Issues

"The company is greedy. You just can't trust them."

"That heavy machinery is breaking up the drain tiles out in my fields."

"In 15 years what will the turbines look like? What happens when its life is finished?"

"They never got back to me like they said they would."

"This grass reclamation never worked. The erosion is getting worse. They don't know what they're doing."

"They put the transmission tower in the middle of my field instead of the edge. Now I can't even use it."

"You can't trust government."

"This land is part of my family."

"They never sent us the results of the soil testing on our property."

"Yes, farmers are paid but what about the neighbors? They are the ones with the visual impacts but no benefits."

"The roads are better than before. They kept their word."

"The County is trying to upgrade this road into a freeway."

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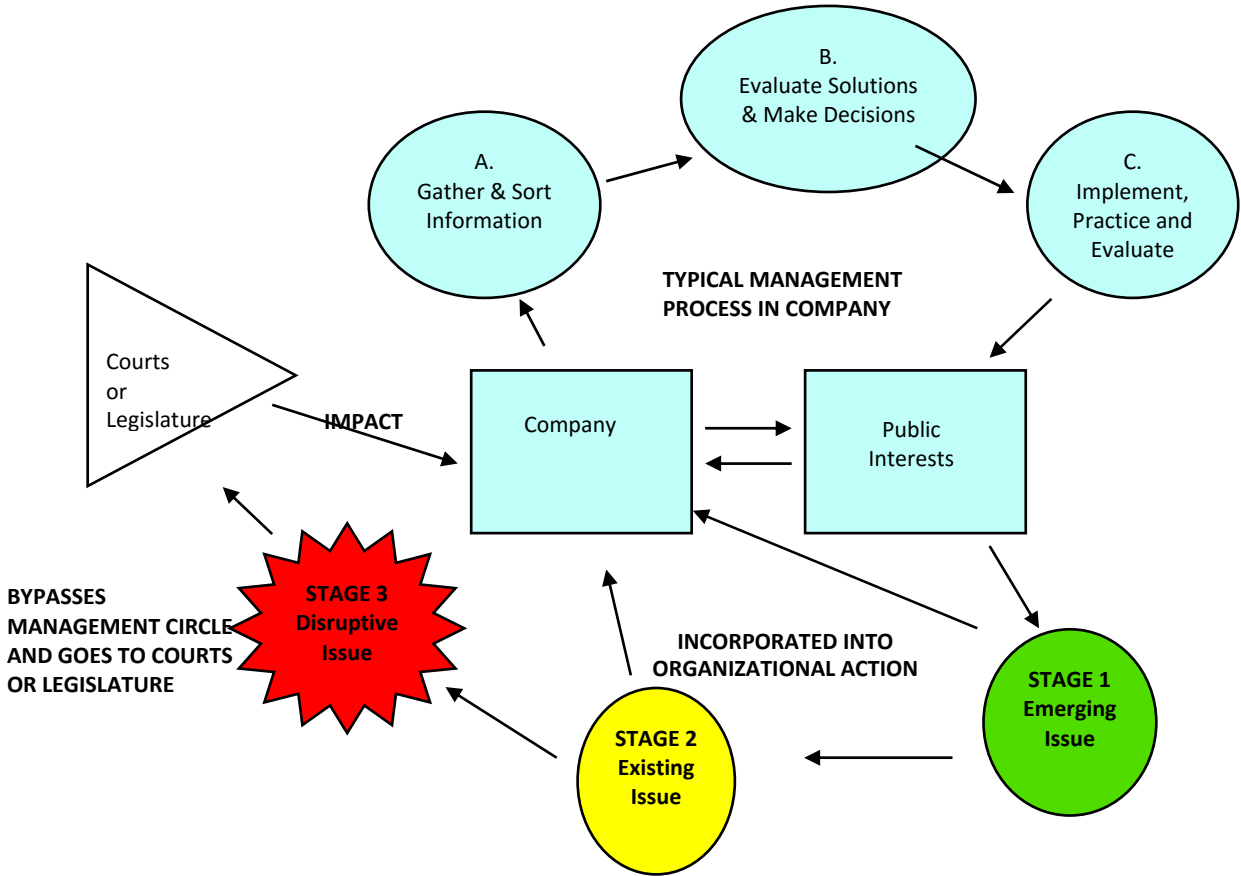
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# The Process of Issue Management to Reduce Social Risk




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(Sample Worksheet) RECORD OF CITIZEN ISSUES

- A. Briefly describe the public discussion and/or activity influencing on of your current projects
- B. State the issues of individuals, or networks of individuals,involved in the discussion or activity. Be specific about the extent of each network identified (who), what each is saying (what), and the reasons each is expressing an interest (why).

WHO:

WHAT:

WHY:

- C. From those individuals or networks listed in item B, which ones are becoming more intensely involved and why?
- D. If no action is taken to address the citizen issues, what is likely to happen?
- E. What other networks are not currently involved but are affected, and why?
- F. Who should address the identified issues and why?
- G. Should the citizen issues receive operational attention and/or be addressed in long-range planning? Why?

Signed \_\_\_\_\_ Position \_\_\_\_\_ Date of Writing \_\_\_\_\_

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## Unit Four

### Observational Lunch Exercise in Community

Before you go...  
A guide to community fieldwork

Have fun, be natural, be yourself.

Go to the field with a team but be in the community alone to sharpen observation skills.

Don't get into situations that make you uncomfortable, and try some new things.

Key questions:

"Who else should I talk to about this?"

"Tell me more about that..."

"How did that affect you?"

Resist the "Good guy" syndrome. Don't think you have to agree with or identify with the person you are talking with. This creates a false bond that is short-lived.



Keep a journal. Date, person, location, conversation. Keep language intact, using quote marks. Don't change language or interpret meaning.

Listen for powerful words: "I will"; "Let's go"; "We can"; "It will happen."

Listen for powerless words: "They"; "I hope"; "I can't"; "If this happens"; "Maybe we can"; "Everyone does"; "Nobody likes it."

### How to identify a gathering place...



Can you change a menu item?

Is there a bulletin board?

Is the site accessible, convenient?

Is the cost reasonable?

Are the signs friendly?

Is there a "character"?

Are there certain "types" at certain hours?

Are there newspaper boxes out front?

Do people know each other? Is there cross-table talk?

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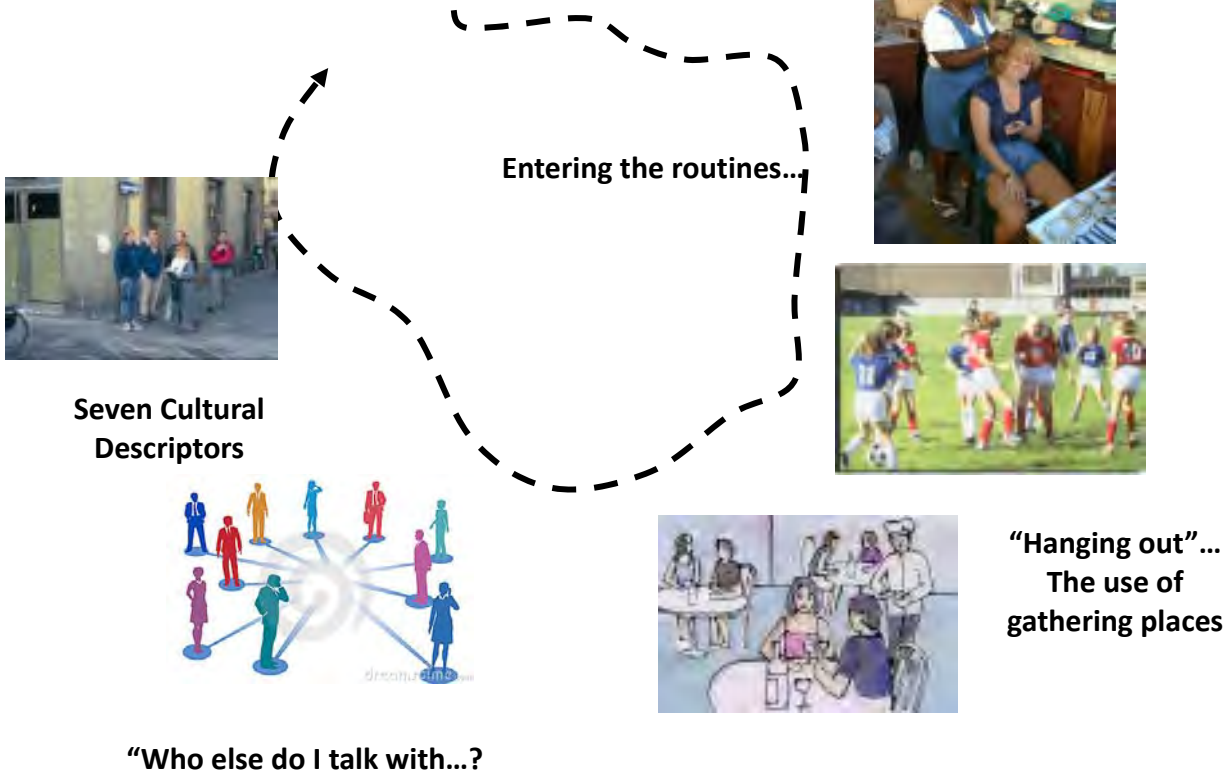
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## Unit Six

### Describing Communities and Working with Informal Networks

# The Community Description Process



“The process is this--one puts down endless observations, questions and remarks. The number grows and grows. Eventually they all seem headed in one direction and then they whirl like sparks out of a bonfire. And then one day they seem to mean something.”

John Steinbeck, Log from the Sea of Cortez

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**SEVEN CULTURAL DESCRIPTORS  
USED IN COMMUNITY ASSESSMENT TO ALIGN YOUR PROJECT  
WITH LOCAL INTERESTS**



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## EIGHT NETWORK ARCHETYPES

### Communicator

Moves information

"Have you talked with...?"

"I heard that..."

### Caretaker

Trusted by others. Predictable, accessible. Called on in time of stress

"Let us talk over the idea."

### Historian

History of their geographic place, carriers of the events that have happened over the lifetime of the community. They know critical information.

### Storyteller

Carry culture through their stories

"In the past..."

"We used to do it this way..."

### Bridger

Two cultures, Two languages  
Link people together between informal and formal network  
"I know somebody from..."  
"This is what they're saying..."

### Opportunist

Use of public setting for personal gain  
"We in the community..."  
"My people...."

### Authenticator

Knowledge and wisdom from the culture. "Citizen scientist."  
Provides cultural interpretations to technical data and information  
"This is how we do it here."

### Gatekeeper

Screens out perceived intruders  
Narrows entry  
"I can hook you up."

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# Eight Network Archetypes<sup>1</sup>

Network Archetypes are those patterns of behavior in the informal networks of society that sustain them in healthy ways. Network archetypes describe the ongoing “jobs” within the networks that keep the networks going. JKA has discovered eight archetypes in our work that are helpful to be aware of and work with in dealing with issues at the community level.

**1) Caretakers.** These individuals are the glue that holds the culture together. They are routinely accessible to people of the networks when people need assistance or advice. This assistance or advice is freely given; there is no chit or payback. The assistance is based on interest and predictability, i.e. that the person will use it wisely because of who gives it. Caretakers are invisible to people outside the networks and may also belong to formal groups.

**2) Communicators.** These individuals move information throughout the networks. They are generally in places where they come into contact with people from various informal networks and formal groups. They are especially prevalent in gathering places such as coffee shops, bars, beauty shops, restaurants, etc. They are essential for moving information quickly throughout a community when accuracy and word-of-mouth speed is needed.

**3) Storytellers.** These individuals carry the culture through their stories. They provide a community with the cultural benchmarks that are essential to understanding how a community can grow and still maintain the valuable parts of its culture. They understand the importance of gathering places, and are often the “characters” in the gathering places. Their stories embody the key values in the community and reinforce a common way of looking at the world.

**4) Gatekeepers.** These individuals function as a protective device for the informal systems, screening out intrusive people especially those from formal systems. They narrow the entry to a network or community through information control. Often they are verbal people who understand both the informal and the formal networks, and these people can be found when you ask the question: who should I talk to if I want to learn about...? They will often direct you to a narrow set of choices within the person’s sphere of influence. If a *caretaker* is asked that same question he or she will try to match your interest with a key person in the networks that may be helpful without regarding the sphere of influence. We often get at this network by asking: “Who else should I talk to?”

**5) Authenticators.** These people function in the area of knowledge and wisdom. They have knowledge and wisdom from the culture and often provide cultural interpretations to technical data and information generated by formal systems. This translation of technical data and information into practical cultural terms serves as a verification function that the data/information is only usable if it is in a cultural context. Often these individuals have one foot

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<sup>1</sup> Adapted from Malone, Patricia, “The Social Ecology of the Transformation of Women,” Master’s Thesis in Cultural Anthropology, Vermont College of Union Institute and University, May, 2007. Available at: <http://www.jkagroup.com/Docs/TrishMalone-Social-Ecology-of-Women-as-Transformational-Leaders.pdf>.

in the cultural context and another in a scientific context, understanding both and how to integrate them so that scientific data can be put into a useful local context.

Authenticators are useful to bring forward and confirm local knowledge and are often interested in integrating local and technical/scientific knowledge. They can also validate the knowledge of others being brought in by outsiders to describe the proposed change. Especially for technical and scientific information, if an authenticator says your information is OK, it will be OK in the broader community.

**6) Bridgers.** These individuals act to link people together. They often have one foot in the informal system and one foot in the formal. For example; a bridger in a Latino community will not only know Spanish and English but may also have knowledge of the persons in the banking system that can get things done. They serve their networks by their ties to organizations and resources. They will also help newcomers get absorbed into the informal caretaking networks.

**7) Opportunists.** These individuals are interested in self-power and gain it through positioning themselves as spokespersons for community networks. *Opportunists* say things like “we’ve talked it over...” and “my people...” but often they do not have the standing they claim to have. *Opportunists* are often the first people that you will find when entering a new community at the grass roots level. The *communicators* and their networks announce that new people are in the community. The *opportunist* will seek out the new people to check out any opportunities that they may offer for his or her own benefit. To newcomers to this work who are mandated to work in community, the *opportunist* looks like a real find. They act as though they can do anything for you, wherever and whenever you may wish. The *opportunist* attempts to block access to the other community characters maintaining that he or she is the “person you need to talk to”. The other community characters especially the *caretaker* and the *communicator* often use the *opportunist* to insure intruders do not get to the inside of their culture. While other community characters recognize *opportunists* and may work with them, they are not trusted.

**8) Historians.** These individuals know the history of their geographic place and are the carriers of the events that have happened over the lifetime of the community. They know critical information about events and people that have influenced their community over time. The *historian* is key to benchmarking certain times in the community when events were in harmony or disharmony and what was happening at those times. The *historian*, is engaged to relate the history of the area and the processes that the new project can fit into to make its contribution. History tells you how to become grounded in the community, but it needs to be the cultural history.

**Summary.** The importance of community archetypes is best seen and observed in community gathering places. Gathering places within a community are where people meet and information is updated every 24 hours. The importance of a gathering place is that the routine contact keeps the participants in the present, what is happening today and not in the past or future.

# How to Identify and Work with Networks

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## The Power of Horizontal Communication

It has been our experience of the years that miscommunication, inaccurate communication, or lack of communication is at the root of most citizen issues. Effective communication can reduce the number of unnecessary issues and refine the understanding of the real issues that do exist.

When a company is engaged in planning, designing, engineering and implementing a project, there is a tendency to work only with the formal, visible, or macro part of the political system. The formal side—called the vertical decision-making arena—has a top-to-bottom orientation. In this system, there is a structured, formal, time-sequenced, predetermined way to do things.

Companies often miss the significance of working with the horizontal decision-making system of a community until it's too late. This missed area is the

micro or informal part of the political system. Here, most citizens are concerned with their way of life, with survival, and with taking care of each other. As a result, they are usually uninformed about a project coming into their area or the daily workings of regulatory agencies.

These people get their information orally through networks, by word of mouth, and usually at informal gathering places and through other routine activities. They do not know or care how formal meetings work. In addition, such meetings are usually held in formidable places which are not familiar to or frequented by non-meeting goers.

In the informal system, information is passed on in a way that people can understand and process. They trust those who interact with them on an informal basis within their immediate environment.

Much to the detriment of project proponents, the early involvement of the horizontal system is usually not undertaken. This is why projects are unexpectedly opposed by citizens, often well into a project's development cycle. This is called "development by ambush."

Part of the distrust that people feel towards society's traditional institutions is often reinforced by the ways a company approaches a community with a project or change of plans. Almost always, opposition groups spring up from the horizontal levels of a community; they are angry at both their elected representatives and project proponents for not involving them in the decision.

Horizontal networks, unless contacted early on, often become active when bulldozers show up at the site. Developers or government officials have been known to remark, "Where were these people when we had all those meetings nobody came to!"

Project planning, public participation, and community relations efforts that rely only on the official view of reality as expressed by bureaucrats, statisticians, and organized groups at public meetings are destined for conflict and failure. Companies which do not use horizontal networks which cannot use the horizontal networks are managed by issues rather than being able to manage issues.

Networks are contacted by project teams to:

- Monitor changing public attitudes and activities
- Identify and evaluate citizen issues
- Dispel rumors about management activities
- Inform public of current and future plans
- Discuss opportunities available to address issues
- Prepare for formal public participation and news releases, if needed.

## Informal Networks at the Local Level

Most of these networks exist because members share similar backgrounds, interests, or beliefs, reside in relatively close proximity, encounter each other frequently, are involved in the same or related type of work, or are members of the same family.

### Examples

- The residents of 1300 block of Elm Street who are opposed to the widening of their street.
- Employees on the swing shift at the coal mine who 4-wheel drive together.
- People who play volleyball every Friday night at the recreation center who are very active in school issues.
- The Jackson family of Evergreen who is sought out by others for advice and companionship.
- Customers at the local farm and ranch supply store who assist each other in difficult times.

## Formal Networks at the Local Level

Often people adopt a formal organized structure in order to more visibly display their backgrounds, interests, and beliefs, or increase their economic, political, or social influence. Although communication among members may still cover a wide spectrum of subjects, the focus of attention is centered on addressing the interests and issues that concern them. While verbal communication remains important and active among members, written communication takes on added importance in the form of newsletters, bulletins, flyers, meeting minutes, reports, and the use of social media. The credibility of communication remains relatively high, but often written evidence is needed to convince members.

### Examples

- Members of the First Baptist Church

- Members of the local Grange
- Members of the Homeowners' Association
- Members of the local chapter of the Sierra Club
- Members of the Rotary Club

## Formal Networks at the Regional and National Levels

Formal networks at the non-local level are similar to formal networks at the local level with the exception of membership. Official membership is the defining element of these networks... The spectrum of issues and subjects being addressed tends to be very narrow in scope and serves the interest of the group and not the individual.

Formal networks at the non-local level tend to be “organizations of organizations” and are highly visible. A large amount of time and effort is spent in attempting

to coordinate information exchange in these networks. The major method of communication is primarily written. This includes social media. Organization publications, financial and membership reports, and bulletins are all used.

Face-to-face communications happen occasionally at regularly-scheduled monthly, quarterly, or annual meetings. Communication tends to be less credible, because it often loses sight of the local issues facing the local networks.

### Examples

- 350.org
- Center for Biological Diversity
- New York Open Space Council

- Association of County Governments

The guideline to follow is that the more removed from the local level, networks become:

- More highly visible
- More dependent upon written forms of communication
- Less credible with members regarding internal communications
- Less frequent in their contacts with one another

## Linkages Between Networks

Networks do not exist as islands unto themselves; they are linked to other networks at different levels both formally and informally. Because networks are comprised of people that have myriad interest, values, and beliefs, networks are linked because people are often members of more than one network. In other words, people wear more than one hat and associate with multiple networks at the same time.

## Identification of Networks

Networks, both informal and formal, are easy to identify. The key to networks is communication—who talks with whom. Networks have been in operation since before recorded history and are known by various names:

- Barbed Wire Telegraph in ranching country
- Grapevine in many business organizations
- Moccasin Telegraph among some Native American groups
- Good Old Boy Club in some geographic sections of the country
- Friday Afternoon Club in many offices



CONTACT NETWORKS TO...

Monitor changing public attitudes and activities

Prepare for formal public participation and news releases

Dispel rumors about management activities

Identify and evaluate citizen issues

Discuss opportunities available to address issues

Inform public of current and future plans

Seven horizontal lines for writing notes.

## Communication Strategies

Return citizen contacts within 24 hours.

Get known at informal levels as well as with formal groups.

Take the opportunity of community activities to help destroy myths and develop relationships.

Listen for talk that is participatory and sharing and distinguish it from talk that is exclusionary and demanding.

Always put the community first when interacting with residents, or else you are an outsider in a "selling position."

Know the rumor systems so that you can work with them.

Reassigned employees should introduce their replacements to key contacts and the community on a face-to-face basis.

Use an integrative approach when considering and facilitating projects.

Have a process to check your own sources of knowledge and data.

Relate to formal groups within the context of that group's formal mission.

Be able to distinguish themes from issues when interacting.

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## (Sample) NETWORK CHARACTERIZATION WORKSHEET

Once networks are identified, we can document their existence and learn to use them. Use this worksheet to document networks you are familiar with.

Network Name

Network Contacts

Brief History of On-Going Interests

Level of Involvement

Geographic Dispersion

Estimate of Size

Way in Which Communication Occurs

Gathering Places

Signed \_\_\_\_\_ Position \_\_\_\_\_

Date of Writing \_\_\_\_\_ Updated \_\_\_\_\_

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## Unit Seven

### Human Geographic Mapping

## Human Geographic Mapping

People everywhere develop an attachment to a geographic place, characterized by a set of natural boundaries created by physical, biological, social, cultural and economic systems. Unique beliefs, traditions, and stories tie people to a specific place, to the land, and to social/kinship networks, the reflection and function of which is called culture.

The first Human Geographic Maps (HGMs) came into existence in the late 1970s and early 1980s as part of JKA's work with the Forest Planning process of the U.S. Forest Service, Region 2. The USFS was looking for new and creative ways to empower citizens as part of the Forest Plans. The HGMs were published as an integral part of the Forest Plan implementation. This was followed in 1986 by a contract with the US West (now Quest) Corporation to map the 14 states that made up their service area in order to launch their cell phone business based on cultural word-of-mouth and natural boundary systems. Subsequently the HGMs have been used by communities, businesses, corporations, governments and citizens to improve relationships, make trend projections, develop market segments, and to understand emerging patterns in order to change the way government and business is conducted. In 2000, the Bureau of Land Management (BLM) of the Department of Interior, entered into a thirty-year license agreement with JKA to digitally produce the Human Geographic Maps and to use them in planning and management within BLM district offices.

Operating at the proper scale brings optimum efficiency and productivity to projects, programs, marketing, policy formation and other actions by working within the appropriate social and cultural context.

Six different scales of cultural or human geography have been discovered which have been successfully applied to program and policy development:

1. Neighborhood Resource Unit (NRU)
2. Community Resource Unit (CRU)
3. Human Resource Unit (HRU)
4. Social Resource Unit (SRU)
5. Cultural Resource Unit (CuRU)
6. Global Resource Unit (GRU)

The HGMs represent the culture of a geographic area, especially the informal systems through which people adapt to changes in their environment, take care of each other, and sustain their values and lifestyles. The HGMs represent the boundaries within which people already mobilize to meet life's challenges. Hence, their experiences are used through their participation as place-based knowledge to create ownership in issue resolution, project planning and implementation, public participation, and public policy development.

Sample Map: The Four Corners Social Resource Unit (SRU) with Embedded Human Resource Units (HRUs)



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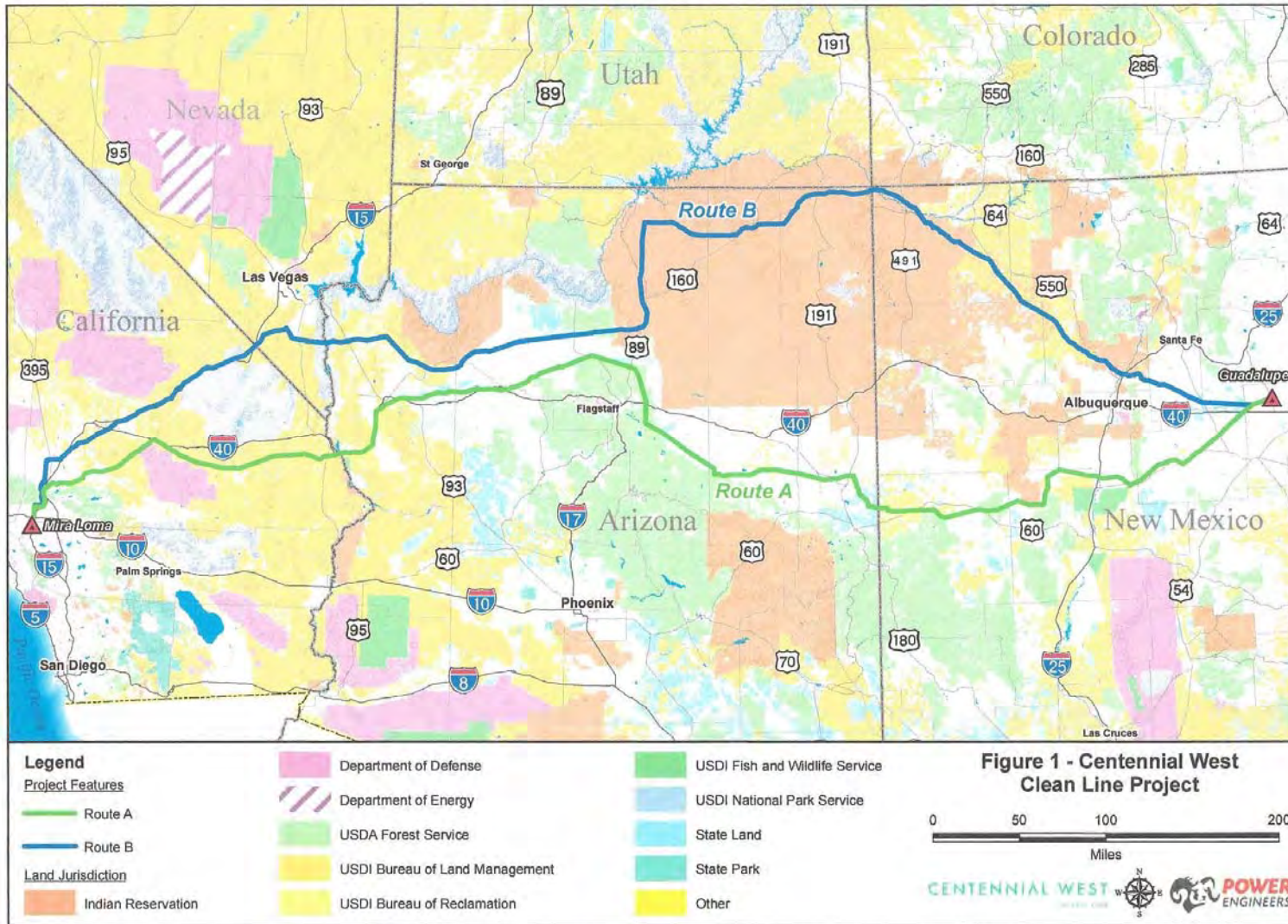
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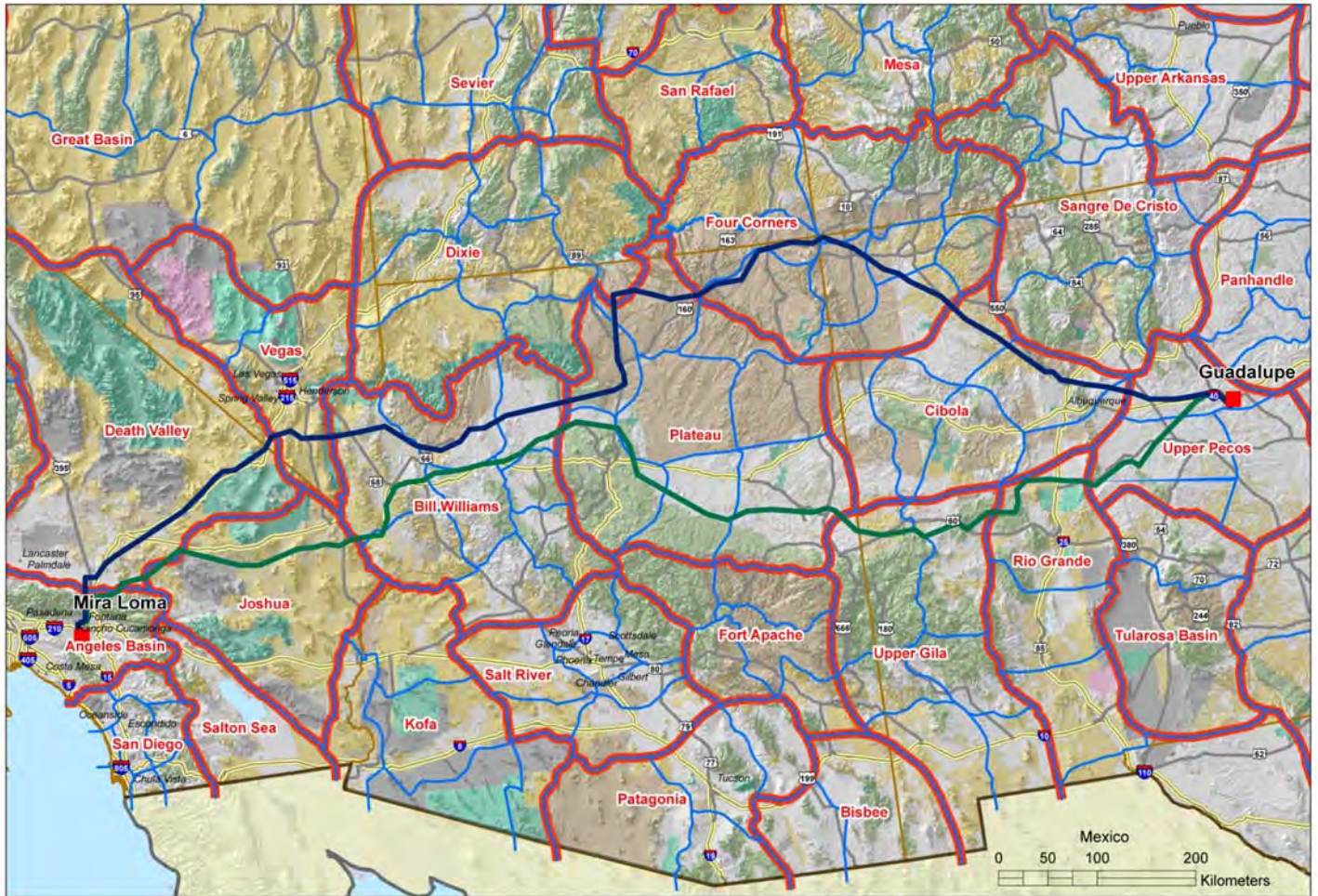
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# Southwest Transmission Corridor Alignments



# The Use of Human Geographic Maps in Deciding the Southwest Transmission Corridor Alignments



### Legend

Route B	Route A	Human Resource Units	Social Resource Units	State Line
<b>Federal Lands (Areas)</b>				
Forest Service	National Park Service	Fish and Wildlife Service	Bureau of Reclamation	Other Agencies
Department of Defense	Bureau of Indian Affairs	Bureau of Land Management		

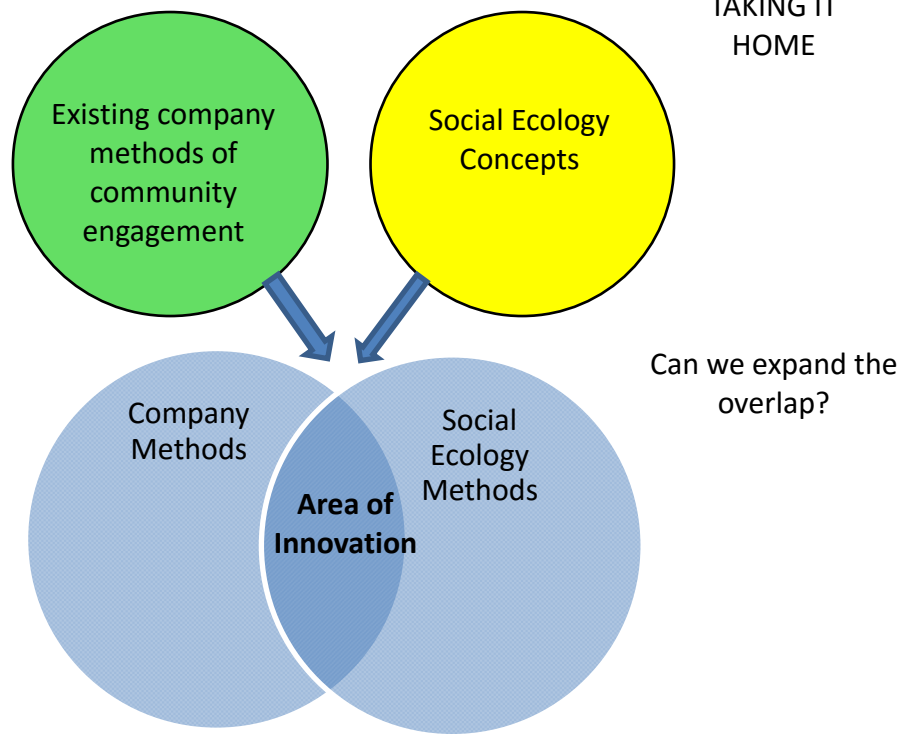
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Map Produced by Adriane Bovero



## **Unit Eight**

### **Taking it Home: Developing a Strategy for Social Risk Management**

Enhancing Best Practices of Community Engagement



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## Social Risk Assessment

### Save Money, Save Time, Save the Project

In creating a system for evaluating the risk of a community rejecting or opposing approval of a proposed corridor project, it is helpful to begin by analyzing some relevant indicators of selected characteristics of the communities through which the corridor will traverse, and, evaluating the customary style of conduct of the company guiding the approval effort—and especially the experiences residents of the community might have had if they were affected by previous corridor projects.

We can begin with a dozen indicators that are generally helpful. More indicators likely can prove beneficial after completion of this initial set. For our initial screening purposes, we have arranged the 12 indicators by the way the requisite information can be collected and analyzed.

Indicator	Social Risk Score			
	Level of Risk: Low, Medium, High	L	M	H
Information that can be assembled from off-site—information that is publicly available from government agencies or from private on-line sources.				
1. Public lands—local, regional and national—are highly prized by the citizens. Make sure that you avoid public lands if at all possible, especially federal lands, because national interest groups will attach their formal anti-development positions to your project. <ul style="list-style-type: none"> <li>a. Avoid the public lands: <span style="float: right;"><b>Low</b></span> No entry for “b” –use just “a” or “c”</li> <li>b. Attempt to go through public lands: <span style="float: right;"><b>High</b></span></li> </ul>				
2. Check the location of minority populations and their proximity to the project. If the project has been placed in a minority area deliberately to avoid battles elsewhere, the potential for an environmental justice issue is high. <ul style="list-style-type: none"> <li>a. There are no minority populations or the impacts on minority populations have been mitigated: <span style="float: right;"><b>Low</b></span></li> <li>b. Environmental Justice requirements are met: <span style="float: right;"><b>Medium</b></span></li> <li>c. Location is near minority populations: <span style="float: right;"><b>High</b></span></li> </ul>				

<p>3. Check to see if the corridor comes within 500 feet of play grounds, schools, senior centers, and other vulnerable areas.</p> <p>a. Beyond 1500 feet: <b>Low</b></p> <p>b. From 500 to 1500 feet: <b>Medium</b></p> <p>c. Within 500 feet or less: <b>High</b></p>			
Information that can be assembled best on site, in the local communities.			
<p>4. Talk to people about past or existing project conflicts. If there have been conflicts, are they still ongoing? If resolved, how were they resolved and when. One source is utility managers who are historically responsible for gas and electric infrastructure in the geography where the corridor is located. Existing or past conflicts is a reliable indicator of trouble for a new project.</p> <p>a. There have been no conflicts: <b>Low</b></p> <p>b. Past conflicts that are resolved: <b>Medium</b></p> <p>c. Recent conflict still ongoing of any kind: <b>High</b></p>			
<p>5. Visit the gathering places along the route. Coffee shops are ideal. What is the talk about in these places?</p> <p>a. If there is no talk about your project and no talk about other current negative events: <b>Low</b></p> <p>b. If the talk is of victimization—“They” did this” “There’s nothing we could do,”—even if not related to your project: <b>Medium</b></p> <p>c. Active negative talk about your project: <b>High</b></p>			
<p>6. Check bulletin boards in the communities to see what is posted. These are generally good sources of information.</p> <p>a. If there is nothing on the bulletin board about your project: <b>Low</b></p> <p>b. If your project is posted on a bulletin board, regardless of the message: <b>Medium</b></p> <p>c. If messages about the project are hostile: <b>High</b></p>			

<p>7. Review the local newspapers to see how controversy is reported. What kinds of controversies have been covered and have they been covered impartially? Is there a bias?</p> <ul style="list-style-type: none"> <li>a. News articles contain few disruptive conflicts, and nothing about your project: <b>Low</b></li> <li>b. A few articles about other project conflicts but nothing disruptive: <b>Medium</b></li> <li>c. The newspapers are reporting on your project: <b>High</b></li> </ul>			
<p>8. Be conscious of the view plane from the corridor location—the lines of sight from homes and communities. People value their view planes and an early indication of this is important. Real Estate agents are a good source for this information. For instance, do realtors market view planes as a part of property sales? If so, is there an economic value as well as a social value?</p> <ul style="list-style-type: none"> <li>a. View planes are not a part of the conversation: <b>Low</b></li> <li>b. View planes are recognized but not given much emotional weight: <b>Medium</b></li> <li>c. View planes have intense social attachment: <b>High</b></li> </ul>			
<p>Information about the usual practices of your client/company in generally managing corridor definition and land acquisition.</p>			
<p>9. Approach to land owners in the project area:</p> <ul style="list-style-type: none"> <li>a. Involving the owner in resolving an issue: <b>Low</b></li> <li>b. Engaging in conversation about the project: <b>Medium</b></li> <li>c. Threatening eminent domain as a first choice: <b>High</b></li> </ul>			

<p>10. When you are staging a public meeting:</p> <ul style="list-style-type: none"> <li>a. If your team has been doing ongoing community engagement with direct contact for a few months before the first public meeting: <b>Low</b></li> <li>b. If you preface a public meeting with a few weeks of effort in creating fact sheets and press releases: <b>Medium</b></li> <li>c. If a public meeting is your first point of contact in dealing with citizens, your project is at: <b>High</b></li> </ul>			
<p>11. Engaging individuals in the community</p> <ul style="list-style-type: none"> <li>a. Being able to discuss the project at the early stages with informal leaders through their gathering places: <b>Low</b></li> <li>b. Providing project information to service organizations and other community groups such as Rotary, Lions and Chamber of Commerce: <b>Medium</b></li> <li>c. Relying only on information from formal government bodies for your project interaction: <b>High</b></li> </ul>			
<p>12. Communicating with individuals in the community</p> <ul style="list-style-type: none"> <li>a. Involving project personnel directly with the citizens in discussions about local issues and how to address their issues as part of project operations: <b>Low</b></li> <li>b. Meeting with formal organizations to discuss the project: <b>Medium</b></li> <li>c. Using only formal means of communication or public relation firms to get the word out: <b>High</b></li> </ul>			
<p>TOTAL SCORE</p>			

Totals for the 3 columns of estimated risk:	3	7	2
<b>A note on the weighting assumptions</b>			
High Risk is 2 X more risky than Medium Risk. Medium Risk is also 2 X more risky than Low Risk.	X 4	X 2	X 1
A Low Risk Project would be equal to 12 (1x12=12) or less. A Medium Risk Project would be equal to 13-24. A High Risk Project would be equal to 25-48.	= 12	= 14	= 2
The Estimated Total Risk Index for this example is 28 ( <b>12+14+2</b> ) — toward the lower end of the High-Risk Range.			

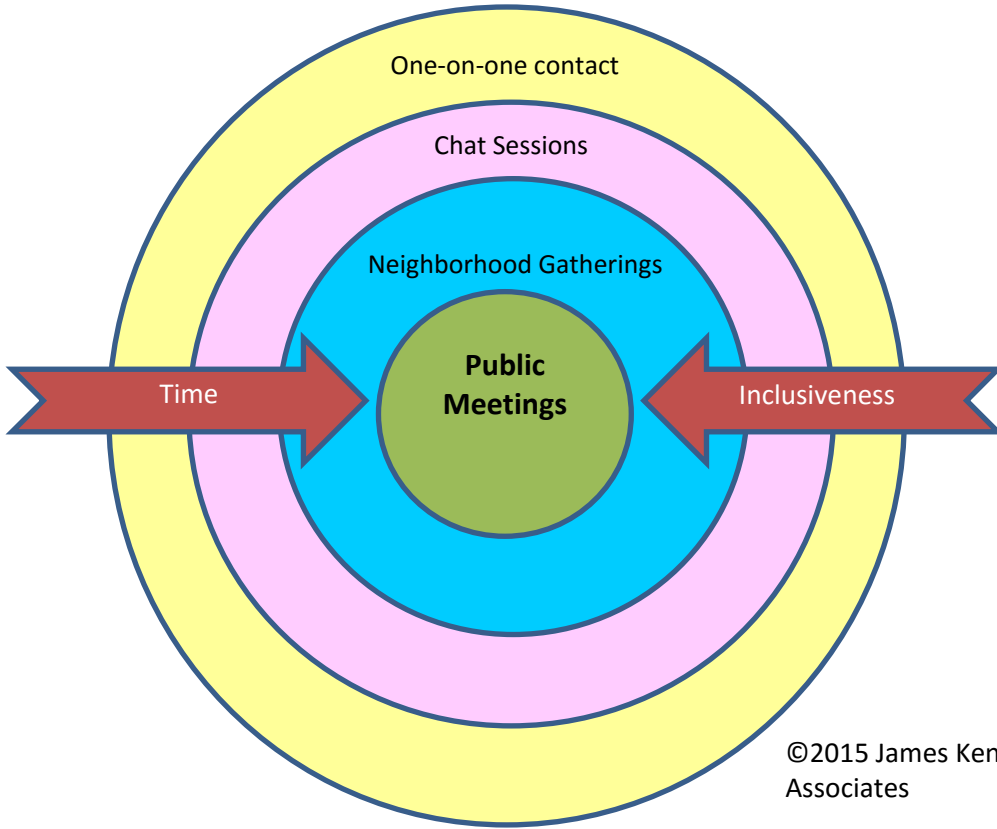
Risk Category	Total Score		Indicators
High Risk	25 -48		Few opportunities; without management changes, disruption will occur
Medium Risk	13-24		Reduced opportunities but options available with company flexibility
Low Risk	12 or Less		Many opportunities to position the project for community benefits



# Unit Nine

## Closure

The Social Risk Management Process:  
A Graduated Approach to Citizen Engagement



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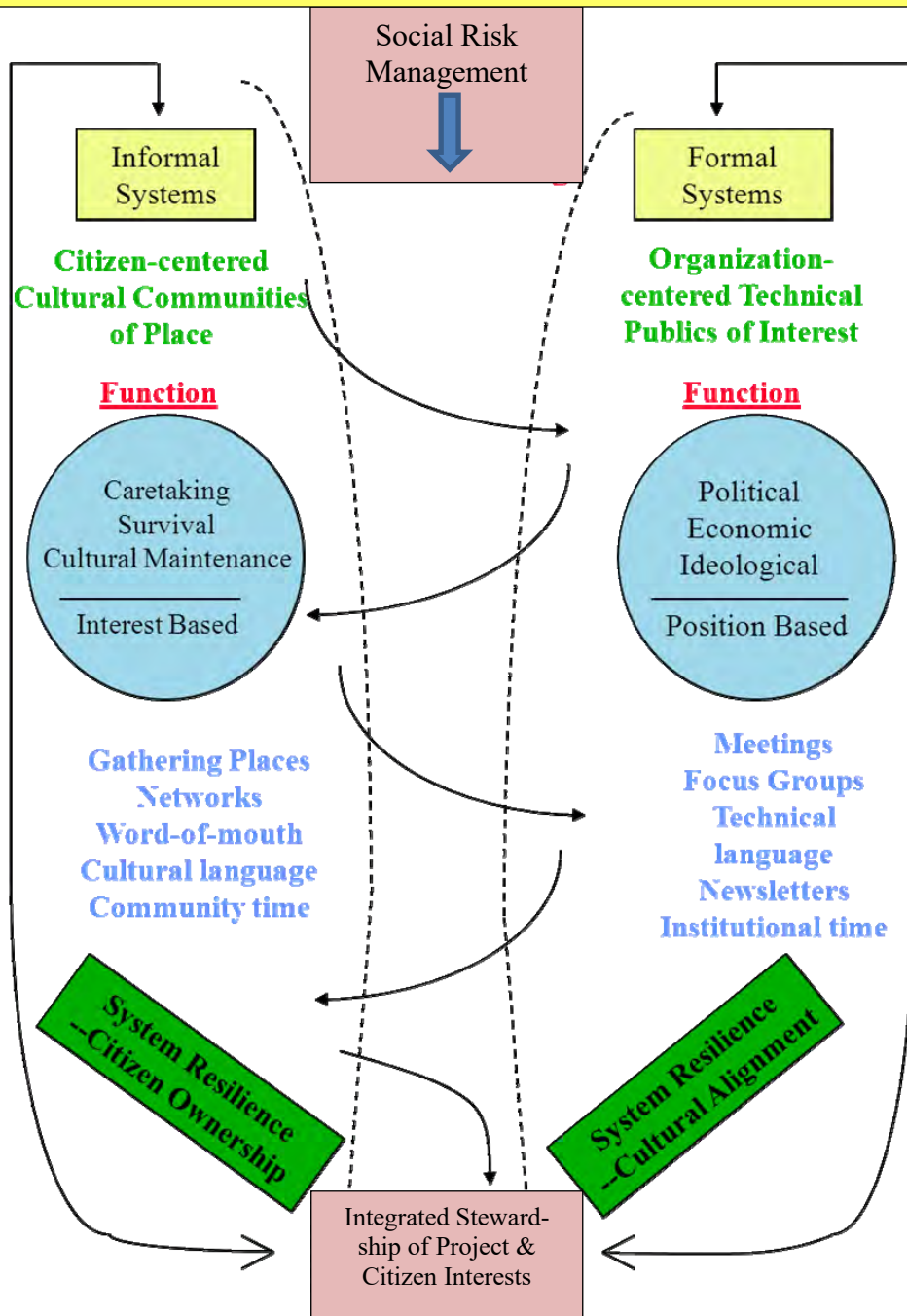
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Informal/Formal Systems of Community—the Job of the Infrastructure Professional



# Attachments

## Attachment A: Seven Cultural Descriptors Used for Community Assessment

***ONE Describe the publics and their interests***

**Definition**

A public is any segment of the population that can be grouped together because of some recognized demographic feature or common set of interests. A public may exist currently or at some future date; it may reside permanently in a geographic area, or may live elsewhere and have an interest in the management of natural resources. Sample publics include ranchers, loggers, tourists, small businesses, industries, miners, senior citizens, minorities, homemakers, youth, preservationists and governmental bodies.

By identifying publics and characterizing each public's interests, a resource manager can understand how segments of a population will be affected differently by resource decision-making. Also, predictions can be made about how changing public interests will influence management in the future.

**Questions Used to Complete Human Resource Unit (HRU) Characterization**

- What publics are within the immediate sphere of influence of resource management and decision-making activities? What are the ongoing interests of each identified public? Which of the publics have specific resource-related interests? Are there any public interests or activities that affect resource management activities?
- Is there any public that is directly affected by the resource decision-making process? Which publics currently benefit from jobs generated by the resource outputs? Are there any individuals, businesses or industries that are dependent upon a specific output?
- Which publics could potentially benefit from resource use and development activities? Which publics could potentially be impacted from a change in current management activities?
- What publics are outside the immediate sphere of influence of resource management activities, but use the resource or are involved in the decision-making process? Do these publics have a relationship to the resource because they affect or are affected by resource management activities?

## **TWO**

## ***Describe the networks***

### **Definition**

A network is comprised of individuals who support each other in predictable ways and have a shared commitment to some common purpose. Networks may be informal arrangements of people tied together for cultural, survival, or caretaking reasons. Networks may also be formal arrangements of people who belong to an organization, club or association which has a specific charter or organizational goals. Networks may function in a local geographic area or may influence resource management activities from regional or national levels. Examples of informal networks include ranchers who assist each other in times of need, miners who work on the same shift, grass-roots environmentalists, or families who recreate together. Examples of formal organizations include a cattlemen's association, coal mining union, preservationist or snowmobile club.

A knowledge of networks citizens form to express their interests is essential for identifying public issues relating to management activities and for monitoring the effectiveness of resource decision-making.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- What informal networks do each of the identified publics form to express their interests? What is the function of each network? When and where does each informal network gather to share information or services? How do the members of each network communicate with each other?
- Which networks function in an ongoing manner for cultural, caretaking or survival reasons? Which networks are temporarily involved around particular events or issues?
- What is the informal leadership in each network or who is respected and why? Are any networks more effective than others in addressing the issues that concern them?
- Which networks extend beyond the local level and function on a regional or national scale? Are there any regional or national networks that influence resource management activities?
- What formal organizations, associations or clubs do the identified publics form to express their interests? What is the purpose of each group? When and where does each formal organization meet to share information or provide services? How do the members of each group communicate with each other? Which organizations operate in an ongoing manner and which operate temporarily?

- What is the formal and informal leadership in each organization or who is respected and why? Are any groups more effective than others in addressing the issues that concern them?
- Which organizations have a membership that extends beyond the local level and operates on a regional or national level? Are there any regional or national organizations that influence resource management activities?



## **THREE**      *Describe the settlement pattern*

### **Definition**

A settlement pattern is any distinguishable distribution of a population in a geographic area, including the historical cycles of settlement in an area. This cultural descriptor identifies where a population is located and the type of settlement categorized by its centralized/dispersed, permanent/temporary, and year-round/seasonal characteristics. It also describes the major historical growth/non-growth cycles and the reasons for each successive wave of settlement.

Knowledge of settlement patterns provides a resource manager with a basis for predicting the significance of probable population changes associated with resource management and development activities.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- Where do people live and how is the population distributed in the immediate geographic area? Are the settlement areas dispersed throughout the countryside and/or centralized in towns and cities?
- What is the history of settlement? What types of people came with each successive wave of settlement? Why did people settle in the area? Are there any particular characteristics of the settlement pattern that make it unique?
- Have there been any significant increases or decreases in population in the past? What caused these? Is the current settlement stable or on the increase or decrease? What is causing this trend?
- What major changes have occurred during past settlement cycles? How rapidly have these changes occurred? How have people handled or accepted change in the past? Are these changes easily recalled by people?
- What new publics have settled in the area in recent years? How have long-term residents accepted newcomers? Is the area settled with diverse or homogenous publics? Which settlement areas are integrated with diverse publics and which are not and why?
- What future publics can you anticipate residing in the immediate geographic area? What will be the possible causes of the future settlement patterns? How rapidly will the settlement occur?

## **FOUR**                    *Describe the work routines*

### **Definition**

A work routine is a predictable way in which people earn a living, including where and how. The types of employment, the skills needed, the wage levels and the natural resources required in the process are used to generate a profile of an area's work routines. The opportunities for advancement, the business ownership patterns, and the stability of employment activities are also elements of the work routine descriptor.

A knowledge of work routines can be used to evaluate how alternative uses of natural resources will affect the ways people earn a living and how changes in work routines, in turn, will impact future natural resource uses.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- What are the ways in which the people in the immediate geographic area earn a living? Are people self-employed or employed by small business or large corporations? What are the primary employment activities and the approximate percentage of people involved in each sector?
- What kinds of skills are required of people in the various types of employment? What level of pay is received? Has there been any significant shift in employment activities or income levels in recent years? If so, has the shift influenced resource use or management activities?
- Are the majority of businesses owned locally or by corporations and people from outside the area? Are generational cycles of families in the same employment typical?
- Are there any work routines that are seasonal in nature? Are the seasonal jobs taken by residents of the area or from outside the area? Do many people work two jobs or is it common for families to have two wage earners? Is the unemployment significant? If so, among which publics?
- What is the average age of the labor force? Are youth able to find employment in the area? Are there adequate opportunities for advancement? Do people change jobs frequently or work in the same activities most of their lives? Which publics have a strong cultural identity associated with their work?
- Is there a compatible mix of employment activities? Which activities are aggravating each other? How do current resource management practices maintain the mix of activities? How could future changes in resource management stabilize or enhance the current employment mix?

## ***FIVE***

## ***Describe the supporting services***

### **Definition**

A supporting service is any arrangement people use for taking care of each other. Support services occur in an area in both formal and informal ways. Examples of formal support services include the areas of health, education, law enforcement, fire protection, transportation, environment and energy. Examples of informal support activities include the ways people manage on a day-to-day basis using family, neighborhood, friendship or any other support system.

A resource manager can use the supporting services descriptor to evaluate how alternative uses of resources will affect the ways people take care of each other and how changes in supporting services, in turn, will impact future natural resource management.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- Where are the formal support services such as the commercial, health, education, transportation, protective, energy facilities located? What is the geographic area that is serviced? Which services are used routinely by people in the area? Which services do people have to leave the area to obtain?
- How are the services operated? Are the facilities and services provided adequate for the area? Which are inadequate and for what reasons?
- What informal supporting activities occur in the area? How do people care for each other on a day-to-day basis and in times of crisis? Do families, friends, church or volunteer organizations provide support?
- How much do people take care of each other on an informal basis and how much do people rely on formal services? Do people still trade for services or almost always pay cash for services?
- How are the elderly, single parents, youth, poor and others taken care of? Are informal systems used such as neighborhoods, or are formal organizations used for assistance? To what degree do people take care of their own problems or rely on government agencies and formal services? Do all people have access to the supporting services and activities?
- Has the amount or type of supporting services changed in recent years? How has the provision of support services and activities changed? What has contributed to these changes?

## **SIX**

## ***Describe the recreational activities***

### **Definition**

A recreational activity is a predictable way in which people spend their leisure time. Recreational opportunities available, seasonality of activities, technologies involved, and money and time required are aspects of the recreational descriptor. The frequency of local/non-local uses of recreational resources, the preferences of local/non-local users, and the location of the activities are also included.

A manager can use this cultural descriptor to evaluate how alternative uses of resources will affect the ways people recreate and how changes in recreational activity, in turn, will impact future resource management.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- What are the principal types of recreational activities of people in the area? Which activities, sites or facilities are most preferred? Are certain activities seasonal?
- What is the orientation of the leisure time activities? Are the activities individual, family, team, church or school related? Are there significant recreational activities in which a wide range of individuals participate? How do groups like youth and senior citizens recreate?
- How much time is spent in recreational activities? How much money is spent on recreational activities? What kinds of recreational vehicles or equipment are used? Do the majority of activities occur on public or private lands and facilities?
- Are there recreational opportunities in the area that attract people on a regional or national scale? What activities, sites or facilities are most preferred? Are certain activities seasonal? Is there a significant number of businesses that rely on the income from these recreational activities? Which activities relate to natural resource uses and management?
- Have there been any major changes in recreational activities in recent years? What events caused the change? What types of sporting goods or recreational license sales have been on the increase? What recreational sites or facilities have experienced an increase or decrease in use and why? Do current recreational sites and facilities accommodate the demands? What changes in recreational activities are anticipated in the future and why?
- What written and unwritten rules do people use when recreating? Is there much of a difference between the recreational activities of residents in the area and those who temporarily visit the area? How does the type of recreation differ?

## ***SEVEN Describe the geographic boundaries***

### **Definition**

A geographic boundary is any unique physical feature with which people of an area identify. Physical features separate the activities of a population from those in other geographic areas such as a valley that people identify as being “theirs” or a river that divides two towns. Examples of geographic boundaries include topographic and climatic features, distances, or any unique characteristic that distinguishes one area from another. Geographic boundaries may be relatively permanent or short-lived; over time, boundaries may dissolve as new settlement patterns develop and as work routines and physical access to an area change.

By knowing the geographic boundaries of a population, a manager can identify and manage the effects of natural resource use and development that are unique to a particular geographic area.

### **Questions Used to Complete Human Resource Unit (HRU) Characterization**

- How do people relate to their surrounding environment? What geographic area do people consider to be a part of their home turf? Within what general boundaries do most of the daily activities of the area occur? How far do the networks people use in their routine activities extend throughout the area?
- What is the area people identify with as being “theirs”? Are there any particular characteristics, social or physical, that people think are unique to the area? What features attracted people to the area or provide a reason to stay?
- Are there any physical barriers that separate the activities of a population from those in other geographic areas? Are there any evident social barriers?
- What are the predominant uses of the land and what topographic or climatic features support such activities? What percentage of the geographic area is in the private and public sector? Is most of the private land owned by year-round residents or by people from outside the area?
- Have there been any significant changes in the use of the land and its resources in recent years? What has caused the changes? How have these short- or long-term changes affected people and their ways of life? How accessible is the area to external influences? What kind of influences? Are these beneficial or negative impacts on the area?

# Attachment B: