

CONSULTATION AND PARTICIPATION PLAN

A. INTRODUCTION

1. ADB is committed to put meaningful consultation processes into practice. Meaningful consultation is a process that (i) begins early in the project preparation stage and is carried out on an ongoing basis throughout the project cycle; (ii) provides timely disclosure of relevant and adequate information that is understandable and readily accessible to affected people; (iii) is undertaken in an atmosphere free of intimidation or coercion; (iv) is gender inclusive and responsive, and tailored to the needs of disadvantaged and vulnerable groups; and (v) enables the incorporation of all relevant views of affected people and other stakeholders into decision making, such as project design, mitigation measures, the sharing of development benefits and opportunities, and implementation issues. ADB requires borrowers/clients to engage with communities, groups, or people affected by proposed projects, and with civil society through information disclosure, consultation, and informed participation in a manner commensurate with the risks to and impacts on affected communities.¹

2. Consistent with these efforts, the objectives of the consultation and participation plan and related stakeholder communication strategy are to:

- fully disclose information on the proposed project, its components, and its activities with the beneficiary communities and stakeholders;
- obtain information about the opinions, needs and priorities of beneficiary communities and stakeholders;
- solicit input and feedback on beneficial and mitigative measures;
- encourage the participation of beneficiary communities and stakeholders in project activities such as the preparation of tourism development plans that affect them, civil works construction, enterprise support programs, awareness raising activities, and monitoring;
- obtain the consent and cooperation of beneficiary communities and stakeholders for activities required to be undertaken for project planning and implementation;
- establish a clear, easily accessible and effective grievance redress mechanism; and
- ensure transparency in all project activities.

B. CONSULTATION DURING PROJECT DESIGN

3. As a first step in preparing the consultation and participation plan a stakeholder analysis was completed to identify the key actors, their interests, and strategies to maximize their participation in the project. Information was gathered from (i) the different government organizations that will be involved in project implementation, (ii) civil society, (iii) public and private actors in the tourism sector, and (iv) community members living near all project sites.

4. During project design members of the project preparatory technical assistance team comprising ADB staff and international and national social development specialists conducted broad and meaningful consultations to solicit stakeholder input on the design of the project using the following methods:

- regular meetings, workshops and joint site visits with staff of the Ministry Information, Culture and Tourism (MICT), provincial Departments of Information, Culture and

¹ ADB. 2009. *Safeguard Policy Statement*. pp. 20

Tourism (DICTs), and provincial Departments of Public Works and Transport (DPWTs);

- key informant interviews with provincial, district and village officials to determine project priorities, socio-economic objectives, and confirm linkages with local development plans and aspirations;
- discussions with the Lao Women's Union and Lao National Front for Construction (LNFC) to set priorities and ensure that the project equitably benefits women and ethnic groups;
- key informant interviews with private tour operators, owners of hotels and guesthouses, and other tourism industry actors; and
- surveys and focus group discussions with men and women living near the project sites.

5. The information and recommendations gathered from the various stakeholder consultations have been incorporated into the design of the project to ensure that the investments align with local priorities and development plans, and that they will deliver equitable socio-economic benefits to the intended project beneficiaries.

6. The results of the pre-implementation consultations are also reflected in the summary poverty reduction and social strategy, gender action plan, resettlement plans, environmental assessments, and the indigenous people's plan. There is broad community support for the project's approach to combine tourism-related infrastructure development with capacity building for tourism management and enterprise support to create local employment and income generating opportunities.

C. CONSULTATION DURING PROJECT IMPLEMENTATION

7. Broad and meaningful consultation will continue throughout the project implementation cycle, building on the initial consultations held with various stakeholder groups during project preparation. The various stakeholders, mechanisms for participation, entities responsible, indicative schedules and resources are set out in the Consultation and Participation Plan presented in Table 1.

D. STAKEHOLDER COMMUNICATION STRATEGY

8. A Stakeholder Communication Strategy (Table 2) has been prepared, drawing on good practices outlined in ADB's Public Communication Policy.² The Stakeholder Communication Strategy is based on the principles of transparency, timeliness, meaningful participation, and inclusiveness. It will ensure that vulnerable groups, such as the poor and women, who risk marginalization, are provided opportunities to receive timely information and provide feedback during project implementation. Stakeholders include: (i) project direct and indirect beneficiaries with a focus on small/micro business operators and employees of tourism-related businesses; (ii) mass organizations; (iii) community tourism groups and individuals living in the project area; (iv) private sector tourism operators and accommodation and food service providers who share an interest in the outcomes and/or impacts of the project; and (v) government agencies with a role in implementation. The strategy serves to inform and support community development, enhance government capacity to deliver a positive project outcome, and enhance project benefits while mitigating any potential negative impacts.

² ADB. 2011. *Public Communication Policy 2011. Disclosure and Exchange of Information*. Manila

Table 1: Consultation and Participation Plan

Stakeholder Group	Objective of Their Involvement	Approach to Participation and Depth	Participation Methods	Who is Responsible	Timing	Cost Estimate
Beneficiary communities and villages, vendors at tourist sites, poor and vulnerable households and ethnic groups, with 50% representation of women.	Direct beneficiaries of project; participants in small enterprise development training and other tourism-related employment training.	Partnership (High)	<ul style="list-style-type: none"> • Information: Community meetings and dissemination of information brochures on project scope, design elements, participation mechanisms (e.g. community tourism groups), and entitlements for person affected by involuntary resettlement impacts. • Consultation: With existing vendors at subproject sites on the design of retail space and affordability if any changes to fees and public services provided; vendors and women interested in SME development through training needs assessments; village meetings and focus group discussions on measures to enhance benefits and mitigate risks; detailed measurement survey and resettlement consultations for persons affected by involuntary resettlement. • Decisions: Community members determine participation and guidelines for community tourism groups and tourism associations with support from village leaders and mass organizations to ensure they are inclusive, with representatives of ethnic groups, women and other subgroups. 	PCU, PIUs, mass organizations and consultants.	During detail design of infrastructure subprojects and throughout project implementation.	Refer to RPs, GAP, IPP, and Output 3 and 4 costs for capacity building and training.
Tourism Site Management Committees and Associations. ³	Direct beneficiaries with specific responsibilities for O&M of tourist sites improved by the project. ⁴	Partnership (High)	<ul style="list-style-type: none"> • Consultation: Community meetings to assess training and capacity building needs for O&M, and priorities for destination management and promotion to increase tourist visits. • Decisions: On allocation of revenues from site to O&M and other community priorities. 	PCU, PIUs, mass organizations, and consultants.	During detail design of subprojects and throughout project implementation.	Refer to Output 3 & 4 costs for institutional strengthening.
Community Tourism Groups.	Newly created groups that will facilitate	Partnership (High)	<ul style="list-style-type: none"> • Consultations: Community meetings on subproject design elements and the 	PCU, PIUs, mass organizations,	Throughout project	Refer to Output 3 & 4

³Ban Tham Management Committee, Ban Xieng Vaen Village Association, and That Sikhottabong Management Committee in Khammoune Province; Ban Xieng Mene Village Association, Ban Chan Neua Village Association, Chomphet Ferry Association, Pak Ou Village Management Association, Pak Ou Boat Association, and Ban Xang Hai Village Association in Luangprabang; and Chom Ong Village Management Committee in Oudomxay.

⁴ See Supplementary Appendix on Institutional Analysis & Arrangements for O&M of Project Facilities for a description of site management responsibilities (accessible from the list of linked documents in Appendix 2).

Stakeholder Group	Objective of Their Involvement	Approach to Participation and Depth	Participation Methods	Who is Responsible	Timing	Cost Estimate
	community inputs into the design of training and other project interventions, and involvement of women and ethnic groups in decision-making.		<p>community's role in tourist site management.</p> <ul style="list-style-type: none"> • Decisions: On timing and format of capacity development activities such as awareness-raising, training, and other support for small enterprises. • Project Implementation: Community focal persons established to coordinate between project management and the community; and disseminate project-related information. • Monitoring: On-site monitoring of contractors, review progress of training activities and report to PIUs. 	village and district leaders and consultants.	implementation.	costs for institutional strengthening.
Mass Organizations (e.g. Lao Women's Union and Lao National Front for Reconstruction).	Representing interests of women and ethnic groups.	Collaboration (High)	<ul style="list-style-type: none"> • Project management and Implementation: Direct consultations and participation in project implementation through collaboration with PIU and representation on provincial steering committee. • Strategic Decision-Making: Contribute to decisions on destination management and GAP and IPP implementation. • Monitoring: Representation on provincial steering committees and district resettlement committees. 	PIUs, provincial and district governments.	During detailed design of subprojects and throughout project implementation.	Refer to RPs, GAP, IPP, and Output 3 and 4 training.
Private Tourism Businesses and Chambers of Commerce.	Private sector participation and partnership for job creation.	Partnership (High)	<ul style="list-style-type: none"> • Consultation: Meetings and individual consultations on needs and issues affecting tourism and related businesses in project areas. • Strategic Decision-Making: Meetings and forums to gain public and private consensus on destination management frameworks, industry standards, and marketing and promotion directions. 	PCU, PIUs and consultants.	Throughout project implementation.	Refer to Output 3 activities.
Provincial and District Government. ⁵	Representatives of government are responsible for project implementation, and	Collaboration (High)	<ul style="list-style-type: none"> • Approvals: Review and approve annual work plan and budgets, safeguard documents, civil works design, and site management contracts or concessions. 	PCU and PIUs.	During detailed design of subprojects and throughout project	Refer to Output 4 costs for institutional strengthening.

⁵ Including Provincial and District Governors and Departments of Information, Culture and Tourism; Public Works and Transport; Environment and Natural Resources and other relevant departments and offices.

Stakeholder Group	Objective of Their Involvement	Approach to Participation and Depth	Participation Methods	Who is Responsible	Timing	Cost Estimate
	representing provincial and district interests.		<ul style="list-style-type: none"> • Project implementation: Appoint staff to PIUs and public representatives to destination management organizations. • Monitoring: Participate in provincial and national steering committee meetings, resettlement committees, and destination management organizations. Provide policy guidance and dispute remediation if necessary. 		implementation.	
Government Departments on National and Subregional Steering Committee.	Setting policy and guidelines and coordination and approvals.	Collaboration (Medium)	<ul style="list-style-type: none"> • Policy Guidance and Approvals: Semiannual meetings of the national project steering committee provide direction on project implementation matters. Review periodic progress reports and safeguards reports. Sub regional project steering committee coordinates sub regional marketing program, implementation of regional tourism standards, and statistics harmonization. 	PCU.	At least two meetings of each committee per year.	Refer to Output 4.

GAP = gender action plan, SME = small- and medium-sized enterprises, O&M = operations and maintenance, PCU = project coordination unit, PIU = project implementation unit, RP = resettlement plan, IPP = indigenous peoples plan.

Table 2: Stakeholder Communication Strategy

Objective	Stakeholder Group	Function/Interest in Project	Messages	Means of Communication	Timeline	Responsibility
Ensure a regular flow of project information and promote ownership over subproject activities and tourism development.	Beneficiary communities. Vendors at subproject tourist sites. Village chiefs, tourist site management committees and related associations. Public living in tourism destinations (Luangprabang City, Thakek, Muang Xay and Champassak).	Direct beneficiaries of project, participants in site operation and maintenance, participants in micro and small enterprise development training and tourism employment training.	Local collaboration and support is fundamental to project effectiveness; information is to be shared openly and transparently; inputs into design and recommendations for improvements are welcome. Clear information on implementation arrangements and schedule of civil works. Update on subproject progress and roles for operation and maintenance after completion. Planned mitigation measures (including compensation rates, entitlements, grievance redress mechanism, road safety and noise/pollution control measures before and after construction).	Detail design consultations – user friendly poster showing site plans and notification of how to register feedback (e.g. With village chief or head of CTG). Community tourism group meetings – regular two-way flow of information between PIU & CTG about project activities, priorities and progress. Templates for providing project updates to CTG on a regular basis – which they can transmit to community. Public information meetings, including regular updates by Village Chief at village meetings following CTG meetings. Resettlement committee meetings and/or meetings with affected households. Printed information about subproject in local language posted in accessible public areas, including information on how to provide comments or register grievances. Brochures/posted information boards on upcoming training programs for tourism employment, micro-enterprise development.	Prior to implementation of activities and on-going thereafter. Early in each phase of subproject preparation. Project detailed design. On-going during civil works.	PIU District Government, LWU and LNFC.
Ensure a regular flow of project information.	Women, poor and vulnerable households, ethnic minority groups near project sites.	As above.	As above plus disseminate contents of GAP and IPP, and opportunities to participate in training and income generation activities.	Separate meetings with ethnic groups in local language and ii) meetings with women organized through LWU. Printed information about infrastructure and training programs available in local and accessible language (or visual depictions) posted in accessible public areas. Designation and provision of	As above.	As above.

Objective	Stakeholder Group	Function/Interest in Project	Messages	Means of Communication	Timeline	Responsibility
				materials/toolkit to Women Community Facilitators for promotion/coaching micro-small enterprise development and disseminating information about tourism opportunities from PIU/project consultants.		
Raise visibility of benefits of tourism development for inclusive growth and build ownership over on-going investment in site O&M.	Public living in tourism destinations (Luangprabang City, Thakek, Muang Xay, Champassak) Beneficiary communities.	Direct and indirect beneficiaries of project.	Project investments and tourism promotion is beneficial to local economy and culture/heritage.	Media press releases and sponsor coverage by local media –print, radio, and TV features. Signboards promoting visibility of M/DICT, ADB and local government collaboration for tourism promotion/site improvement. Inaugurations of completed works with ‘open’ house and heritage/cultural events at sites. Web site about project activities, progress and documents.	At project launch and mid-way through as tangible results are realized. Signboards at appropriate locations ⁶ at start of construction and through project implementation.	PCU and PIU.
Raise visibility of benefits of tourism development & cross-border tourism cooperation for inclusive growth as key sector of economic development planning.	Central government, development partners, tourism operators, public-at-large.	Indirect beneficiaries and partners in tourism development.	Project investments and tourism promotion is beneficial to national economy and culture/heritage.	Media press releases and sponsor coverage by national media –print, radio, and TV features – at key milestones events (project launch, site inaugurations, GMS regional meetings, etc.). Web site about project activities, progress and documents.	At project launch and mid-way through as tangible results are realized.	PCU.
Ensure flow of project information and promote public-private partnerships for inclusive tourism growth.	Private sector tourist companies, hotel and food service businesses & local chambers of commerce.	Direct beneficiaries of project; partners in destination promotion activities.	Promote participation in destination management initiatives, employment creation and initiatives to promote responsible tourism.	Partnership Forums / surveys on destination management strategies and marketing/promotion programs. Awareness campaigns – national and GMS regional – to promote standards for responsible tourism. Web site about project activities, progress and documents.		

⁶ Where not detracting from environmental or heritage value, e.g. on upgraded roads

Objective	Stakeholder Group	Function/Interest in Project	Messages	Means of Communication	Timeline	Responsibility
Ensure a regular flow of project information and promote ownership over subproject activities and tourism development.	Lao Women's Union.	<p>Mass organization responsible for promoting gender equality and capacity building at all administrative levels.</p> <p>Plays a major role in community mobilization and health education, water and sanitation, micro-credit access and anti-trafficking and prevention of child exploitation/labor.</p> <p>Promote women's involvement and participation in micro-small enterprise development and tourism employment training.</p>	<p>Key benefits, risks and mitigation measures of tourism growth.</p> <p>Benefits targeted to women.</p> <p>Disseminate information on sanitation, hygiene and health to communities in collaboration.</p>	<p>National Steering Committee and Provincial Steering Committee meetings.</p> <p>PCU to coordinate and interact with LWU for specific roles in GAP and community mobilization/awareness programs.</p> <p>PIU to coordinate with Provincial & District LWU.</p>	From outset of project until completion.	PCU, PIU and LWU.
Ensure a regular flow of project information and promote ownership over subproject activities and tourism development.	Youth Union and Lao National Front for Construction.	<p>Mass organization responsible to promote youth involvement and participation in local development.</p> <p>LNFC is mass organization to promote government programs across all local areas and ethnic groups.</p>	<p>Key benefits, risks and mitigation measures of tourism growth.</p> <p>Disseminate information on tourism micro-enterprise development, community tourism, road safety and other key project themes to schools and through Youth Union/LNFC network to village level.</p>	<p>Public information meetings</p> <p>Project web-site.</p> <p>Regular email updates on project activities and relevant developments in GMS tourism.</p>	From outset of project	Youth Union, PIU and VDC

Objective	Stakeholder Group	Function/Interest in Project	Messages	Means of Communication	Timeline	Responsibility
Raise awareness of how to prevent risk of HIV transmission, human trafficking and reducing negative impacts of tourism.	Communities in the project areas and civil works employees and sub-contractors.	Communities are responsible for operating tourism services and interacting with tourists and tourism industry stakeholders.	Key risks and mitigation measures of HIV transmission and human trafficking.	Public as well as targeted information meetings; Community awareness materials and public media.	Prior to commencement of civil works and throughout civil works.	PCU Gender and Social Development Specialists LWU Coordinators Civil works contractor.
Ensure a regular flow of project information and promote collaboration to complete project works.	Ministry of Public Works and Transport (MPWT) and Departments of Public Works and Transport/Heritage Departments.	DPWTs are responsible for implementation of parts of subprojects related to roads, transport and related services.	Project design, key project benefits, implementation arrangements and schedule of civil works. Main project impacts (positive and negative). Planned road safety and operation and maintenance measures.	National and Provincial Steering Committee Meetings. Regular coordination meeting for detail design, design of road safety measures implement project activities. Regular flow and sharing of documentation. Project web site.	From outset of project and throughout implementation.	PCU, PIUs and MPWT and DPWT.
	Luangprabang World Heritage Department, Provincial Departments of Environment and Natural Resources.	Responsible for conservation and promotion of world heritage sites, responsible for environmental safeguards.	Project is working to conserve heritage value and ensure environmental safeguards.	Provincial Steering Committee Meetings. Sharing of subproject designs and safeguards documents. Project web site.		PCUs, PIUs, M/DONRE, LP World Heritage Department.
Ensure understanding of project impacts, outcomes and outputs and importance of theme of inclusive growth.	DICTs/PIUs and District OICTs.	Responsible for overseeing project implementation in their locality.	Effective execution of their tasks, regular follow-up, monitoring and reporting progress and constraints is important for project success. Community collaboration and inclusive approach is essential to effective project delivery.	Dissemination of National Steering Committee decisions and strategic documents. Provincial Steering Committee meetings and dissemination of minutes and decisions. Trainings in project management and other institutional strengthening activities. Templates and simple chart (s) showing responsibilities for implementation, flow of funds, flow of activities, monitoring and follow-up.	From outset of project and throughout implementation.	MICT/PCU.

Objective	Stakeholder Group	Function/Interest in Project	Messages	Means of Communication	Timeline	Responsibility
				Sharing of information on project allocations; transparent process for selection for study tours, GMS regional visits and other benefits/institutional strengthening activities. Gender and IPP implementation training.		

ADB = Asian Development Bank, CTG = community tourism group, DICT = Department of Information, Culture and Tourism, DONRE = Department of Natural Resources and Environment, DPWT = Department of Public Works and Transport, EA = executing agency, EMP = environmental management plan, IEE = initial environmental examination, LNFC = Lao Front for National Construction, LWU = Lao Women's Union, MICT = Ministry of Information, Culture and Tourism, MONRE = Ministry of Natural Resources and the Environment, MPWT = Ministry of Public Works and Transport, NGO = nongovernment organization, O&M = operations and maintenance, OICT = Office of Information, Culture and Tourism, PCU = project coordination unit, PIU = project implementation unit, RP = resettlement plan, IPP = indigenous peoples plan, GAP = gender action plan, RRP = report and recommendation to the President to the Board, VDC = village development committee.