



CAMPAIGN ACTIVITY BRIEF & TOOLKIT

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1. INTRODUCTION

What is this?

An Activity Brief & Toolkit for Publish What You Pay (PWYP).

Who is it for?

The member organisations of the Publish What You Pay coalition (i.e. for the signatories of the PWYP appeal document).

Why?

Members of the Publish What You Pay international coalition of non-government organisations are in a position to actively contribute to the work of the campaign. If PWYP is to gain significant ground and continue to progress, constructive support from coalition members is paramount. Having signed on to the appeal and supporting the principles and objectives of the campaign, member organisations must contribute within their reach and limits to its implementation on a country, regional and international level. All efforts – no matter how small or large – play a key role in moving the appeal forward.

When?

It is critical that NGOs with a capacity to actively engage in the campaign begin immediately to build upon the momentum that PWYP has created in addressing transparency of natural resource revenues internationally – and by using this Activity Brief as a general reference tool and guide for such action.

Where?

In your country, region, community, and within your organisation

How?

The following is an activity briefing and a list of advocacy actions that your organisation can take part in to engage in, support and contribute to Publish What You Pay. The campaign and its advocates are committed to strong and effective negotiation and diplomacy with the key actors of revenue transparency issues.

It is important that coalition members are familiar with the current campaign structure, which is outlined below to show how PWYP is functional and how communication channels should flow. Useful campaign resources and materials are also available on the PWYP website for all coalition members to refer to and use.

This is a broadly defined list of actions for coalition members. The toolkit is not country-specific – we are looking for our coalition partners to develop your own in-country strategies, based on the political climate and feasibility of carrying out these actions nationally. It is this document's aim and purpose to drive forward country-specific strategy plans, which can be achieved by co-operation between coalition partners on research and lobbying activities.

2. PUBLISH WHAT YOU PAY OUTLINE

Publish What You Pay aims to respond to the mismanagement of billions of dollars' worth of oil, gas and mining revenues paid many developing country governments. The coalition of NGOs seeks to establish an international framework requiring transnational extraction companies to publish net taxes, fees, royalties, and other payments made so civil society can more accurately assess the amount of money misappropriated and lobby for full transparency in local government spending.

Background Information

Significant foreign investment in less developed countries occurs in the extractive industries such as oil, gas, and mining. Oil, gas and mining industries are important in over 50 developing countries, home to some 3.5 billion people. Revenue from this investment makes its way to governments in the form of taxes, fees and other payments. However poverty persists in these resource rich economies, where many citizens live on less than \$2 a day. Indeed twelve of the world's 25 most mineral-dependent states and six of the world's most oil-dependent states are classified by the World Bank as "highly indebted poor countries" with amongst the world's worst Human Development Indicators.

If this revenue were effectively and transparently managed, it could serve as a basis for successful growth and poverty reduction. However, the state and other institutions that manage these resources are often, in practice, unaccountable to the parliaments and ordinary citizens of their countries. Revenues from resource extraction are disclosed neither by the governments nor the companies involved. Subsequently, this lack of accountability facilitates embezzlement, corruption and revenue misappropriation.

Recent extractive resource governance problems have been cited in, for example, Algeria, Angola, Azerbaijan, Burma/Myanmar, Cambodia, Chad, Congo-Brazzaville, Democratic Republic of Congo, Equatorial Guinea, Gabon, Kazakhstan, Nigeria, Sudan and Venezuela.

Following extensive investigations in Angola by London-based NGO Global Witness, it became clear that the refusal to release financial information by major international oil companies aided and abetted mismanagement and embezzlement of oil revenues in the country. Their report *A Crude Awakening* concluded with a public call on the oil companies to "publish what you pay." It soon became clear that this problem was evident in other developing countries and is one that increasing numbers of development NGOs are now focusing on.

Publish What You Pay (PWYP) was born as more NGOs agreed that the lack of transparency was a fundamental resource governance issue in its own right and that voluntary efforts by the extractive industry to address this problem had failed. Companies listed in Europe have to report on all the revenues that they pay but aggregate all data for developing countries so it is impossible, from data in the Company Annual Reports, to work out how much revenue is paid to each government. Furthermore, the appeal is consistent with the notion of an open society, the foundation of international financier George Soros' political philosophy and philanthropic mission. Soros believes that raising the standards of corporations principally geared towards markets in the developing world would go a long way towards ameliorating negative effects of globalization.¹

PWYP the appeal was officially launched by Soros and NGOs based in the United Kingdom (namely Global Witness, Save the Children UK, the Catholic Agency for Overseas Development and Transparency International UK) on June 13, 2002 in London, England.

PWYP has maintained, as the appeal has done from its very outset, its focus all countries where natural resources provide a major proportion of state income, and where corruption associated with state income is of concern and companies are not fully transparent about their payments to national governments.

Progress so far

The campaign gained significant ground in a short period of time following its launch, capturing the attention of NGOs from around the world that swiftly signed up to the appeal. The membership is growing steadily as word of the appeal reaches greater heights.

¹ For more information on George Soros and the Soros Foundation Network visit www.soros.org

PWYP led to the UK Prime Minister Tony Blair's announcement at the World Summit for Sustainable Development in September 2002 that his government would lead an initiative working towards the creation of an international framework for revenue disclosure. The UK Government is now seeking global support for the so-called 'Extractive Industries Transparency Initiative' (EITI). Whilst a large number of international extractive companies (including BP, Shell, RioTinto and AngloAmerican) and national governments are already fully supportive of the scheme, further buy-in will be sought at a series of international meetings leading up to June's G8 Summit in Evian, France.

The PWYP NGO coalition (led by Save the Children UK, Global Witness, CAFOD, Oxfam, Transparency International UK and the Open Society Institute), whilst maintaining its stance on the need for a mandatory framework for disclosure (rather than a voluntary scheme, which the EITI is also considering), is currently participating in the EITI. UK and International Stakeholders' Workshops have been recently held, with a "compact" and company and government reporting templates under consideration and review by all stakeholders. This initiative has stimulated significant momentum internationally in addressing the need for co-operation to implement measures to ensure greater transparency in the extractive industry. Much more work has to be done to ensure that such an international process leads to mandatory solutions, to ensure that the countries that need transparency of natural resource revenues the most are covered under the scheme.²

Coalition members are increasingly taking on more and more lobbying and advocacy within national political forums and meeting with key stakeholders. In this way, the coalition is working to facilitate communication links between decision-makers and NGOs in pushing PWYP's central "ask" for mandatory measures of implementation.

Co-ordination

PWYP has a co-ordination group for Europe, which was formed to manage and develop many of the strategies and activities. The group meets every few weeks to plan ahead, steer campaign activities, communicate on current issues, and agree to future co-operative lobbying endeavours. The Publish What You Pay Co-ordinator, Henry Parham, is responsible for communicating with the coalition and acting as the central point-of-call for all information and enquiries from supporters, the public, media and all stakeholders of revenue transparency negotiations.

² More information on the EITI is available on the UK Department for International Development website: www.dfid.gov.uk under "Extractive Industries Transparency Initiative"

Current & future activities

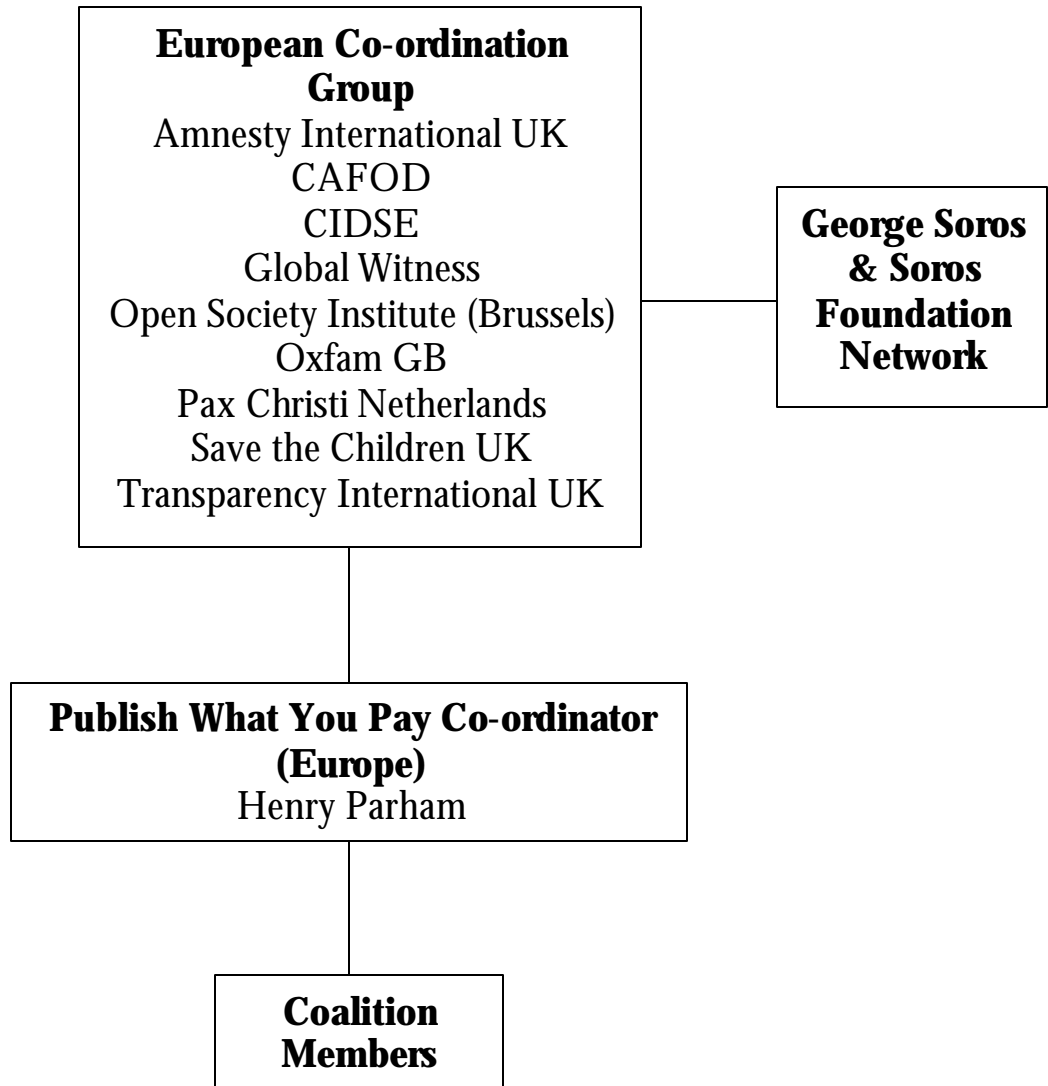
The primary task of Publish What You Pay is engaging the coalition partners in the lobbying and advocacy activities necessary to push forward with achieving mandatory solutions to the lack of transparency of natural resource revenues in many developing countries. This high priority is to be pursued in order to strengthen the legitimacy and outreach of PWYP, and to exert greater pressure on companies and governments to agree to the implementation of comprehensive and global regulatory mechanisms.

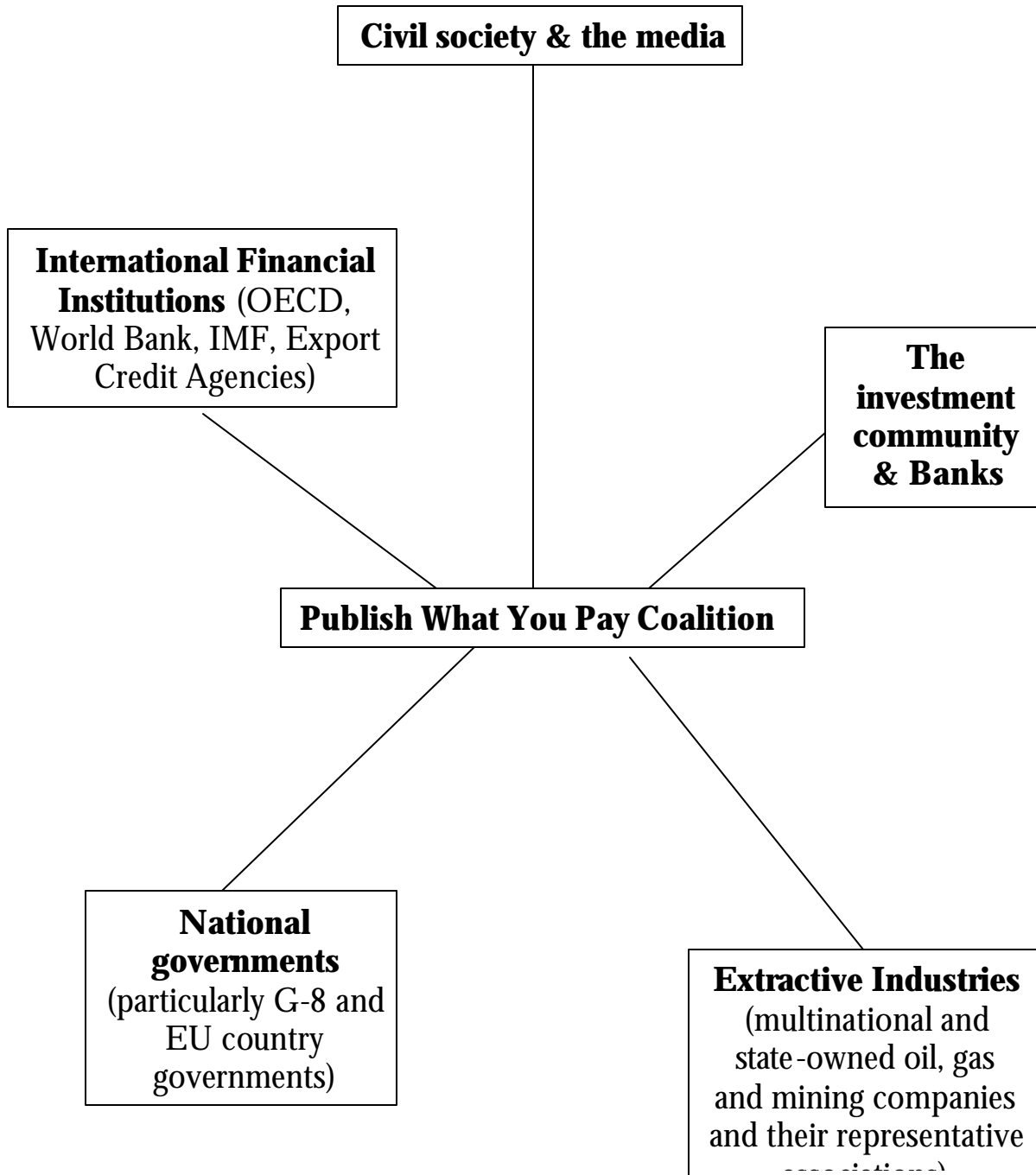
Presently a coalition of NGOs in the USA is being planned. A French network of NGOs is currently working together to lobby their government and extractive companies. National platforms in Germany and the Netherlands are also taking shape. However, mobilising support in the developing countries that are affected by revenue mismanagement and poor development is the primary area of focus. Other priorities include securing the support of NGOs and governments of the G-8 and European Union countries where corporate social responsibility, international development and revenue transparency are on the agenda – and where PWYP has significant opportunities to influence decision-making processes. With PWYP engaged in the EITI, a high priority is to continue to demand (in working with this process) for the implementation of mandatory, comprehensive and global measures to achieve transparency – particularly in the countries where transparency is needed the most.

Publish What You Pay is also carrying out research and analysis projects into the technical mechanisms to be pursued to achieve effective revenue transparency. The options under consideration provide simple ways to implement revenues disclosure that bypass the need for any cumbersome new regulation, and include inserting a disclosure requirement into the listing rules of regulated markets, adding a similar clause into International Accounting Standards and requiring disclosure through the conditionality mechanisms of the international financial institutions. All three of these possible avenues of implementation are currently under review, thus providing a crucial opportunity to institute greater transparency and accountability for citizens of resource-rich countries and break the cycle of the ‘resource curse’.

Working with the media is another high priority in order to leverage the voice of PWYP and our coalition supporters who back our appeal. PWYP will look to do as much lobbying around key international events and conferences this year, particularly at the G8 Summit in Evian, France in June.

3. CURRENT CAMPAIGN STRUCTURE





4. IN-COUNTRY LOBBYING

Lobbying on behalf of Publish What You Pay in your country should consist of an “inside” and “outside” approach.

a) “INSIDE LOBBYING”

Inside Lobbying for PWYP focuses on the actors directly involved in law and policy-making and the extractive industries, to which PWYP is relevant in your country:

- The Federal Government;
- Executive Head/s of Government;
- Cabinet Ministers;
- Relevant government departments (e.g. foreign affairs, trade and industry etc.);
- Ministers of Parliament;
- Government committees;
- Natural resources extraction companies (state-owned and multinational);
- National accounting bodies.

The aim is to engage with these actors on issues relevant to PWYP as well as pushing our goals and the merits of our arguments using evidence and statistics.

ADVOCACY ACTIONS

i) Correspondence

Write to the above national actors and highlight:

- Publish What You Pay (background, aims, campaign structure, and the options on the table for the implementation of transparency mechanisms)
- The international coalition of NGOs calling for the full disclosure of payments made to all national governments in all countries of operation.
- How these actors can participate in due processes to achieve reporting mechanisms for transparency of revenues

It is also important to enquire as to how your national government handles revenues made from natural resources and to ask for all pertinent information and financial figures.

- Write to international leaders and government officials highlighting the same themes and to push for revenue transparency to be incorporated and actioned by important multi-lateral organisations (i.e. G8, NEPAD and International Financial Institutions – the IMF and World Bank)

ii) Meetings and Consultations

Arrange meetings and consultations with these actors to discuss transparency issues in the extractive industry of your country and push Publish What You Pay onto their agendas.

b) “OUTSIDE” LOBBYING

Outside Lobbying focuses on awareness raising of the issue in the public, among NGO partners and coalitions, and the media with activities aimed at shifting the politics and pressure around the issue.

GENERAL ADVOCACY ACTIONS

i) Media Publicity

One of the most important ways in which you can contribute to the campaign is to participate in your local and national media. Both PWYP and your organisation will gain a profile on a highly topical issue that the general public must be much more aware of and involved in.

- Write letters, articles and pieces for newspapers, journals, newsletters, websites, radio stations, television stations and other news services.
- Provide analysis and research to the media on related issues and topics
- Produce press releases on behalf of your organisation on PWYP-related matters
- Organise a press conference on your involvement in PWYP

ii) Start your own PWYP national platform (coalition of organisations)

- Collaborate with other NGOs and groups to form a PWYP in-country coalition;
- Arrange regular meetings and workshops, and share information and resources between organisations;
- Lobby government and companies together;

- Organise public events or seminars on the issue of revenue transparency and the PWYP campaign. Invite speakers, PWYP representatives, journalists, academics, lobby groups, and citizens.

iii) Public Events and Consultations

- Hold a seminar with your membership and staff on PWYP and relevant issues for awareness raising;
- Organise a public lecture or debate on PWYP.

iv) General PWYP Publicity

- Distribute the PWYP posters, leaflet and website address by any means within your reach.
- Refer to PWYP in your newsletters, reports, articles and events.
- Publicise your support and involvement in PWYP to your members and community.

v) Attend International Events

Representing PWYP at international events, conferences, meetings and seminars (as well as your organisation) is a very important step in spreading the message, soliciting greater support, and demonstrating the growing strength of the campaign. There are numerous international, regional and national events that you could tap into by pushing the PWYP agenda. Attending these events is also a useful way of making contacts with other NGOs, developing networks and sharing experiences in dealing with transparency issues.

vi) Recruit new coalition members

As a member of the coalition it is important that your organisation plays an active role in strengthening, increasing and diversifying the membership of NGOs as well as the contributions that these organisations can make to the campaign. Securing the support and assistance of other NGOs in your region and community is critical in making your efforts more worthwhile and effective.

You can recruit new members by:

- Mentioning PWYP to colleagues from other organisations, particularly those with a key interest in these issues
- Promoting PWYP on your organisation's website

- Referring to PWYP in any of your publications and newsletters
- Distributing PWYP posters, leaflets, newsletters and communications to any interested persons and organisations
- E-mailing copies of PWYP newsletters, this Activity Brief, updates, media articles and other materials of interest to your colleagues, friends, community groups and fellow civil society organisations.

SPECIFIC ADVOCACY ACTIONS

i) Engaging in the PRSP process

Despite its many limitations, the PRSP process offers considerable scope for civil society to engage with revenue management. It is important involvement in the process is carefully handled but several examples show that positive, inclusive participation in the PRSP process can occur.

Several years on from the introduction of the process, civil society participation in the PRSP process can perhaps best be described as “uneven”. There are clearly many instances where civil society input has been limited to mere consultation. Numbers of participants vary from over 60 000 in Kenya to a mere 1000 in Uganda. A frequent problem is that those consulted are from certain sectors of civil society e.g. academia, industry associations, rather than the poor and marginalised who should be involved.

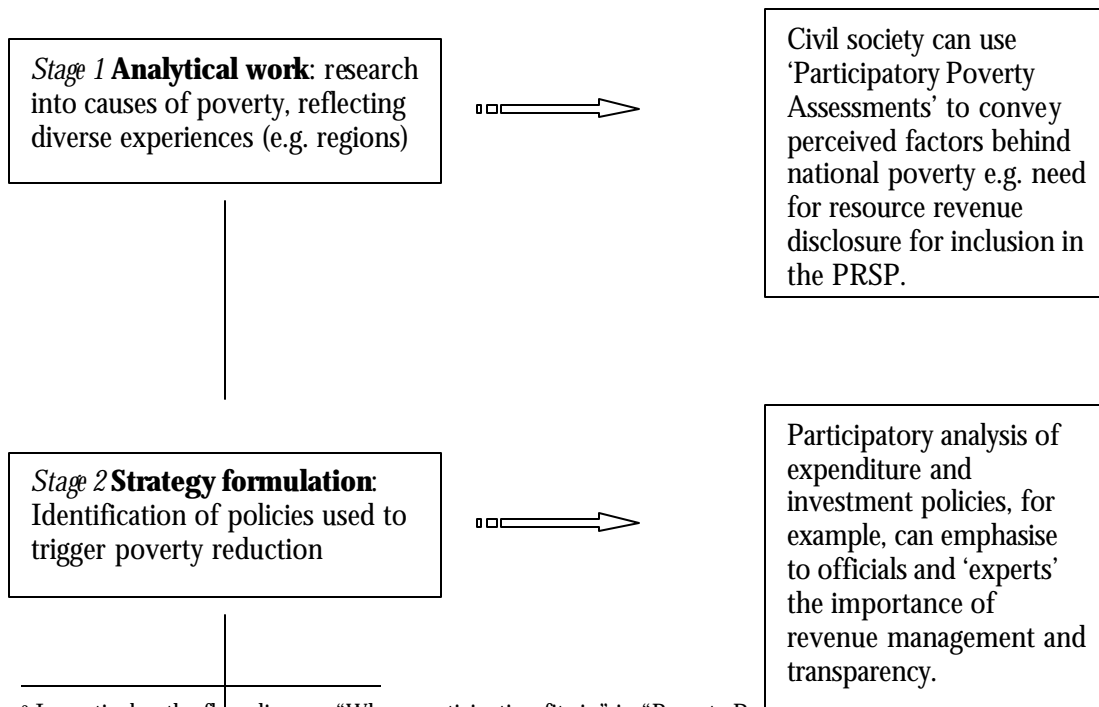
However, it is possible to identify **certain circumstances in which civil society participation has been successfully achieved:**

- Consultation has worked particularly well when led by an umbrella organisation (s) who lay down conditions for civil society participation. A good example of this is the case of **Bolivia**, where NGOs set conditions for their participation/degree of ‘ownership’ for their involvement in the second ‘national dialogue on development’, which formed a major part of the PRSP process. The conditions related to access of information, satisfactory follow-up etc. and their participation depended upon these being met.
- Promoting national awareness of the PRSP process through a national campaign e.g. **Niger’s** Strategic Communication Plan. Led by World Bank staff and a national “PRSP Secretariat”, the campaign included publications, workshops and public meetings nationwide (as well as specific activities to engage youth). The media made a vital contribution to the campaign through wide scale coverage and independent televised conferences, documentaries etc.

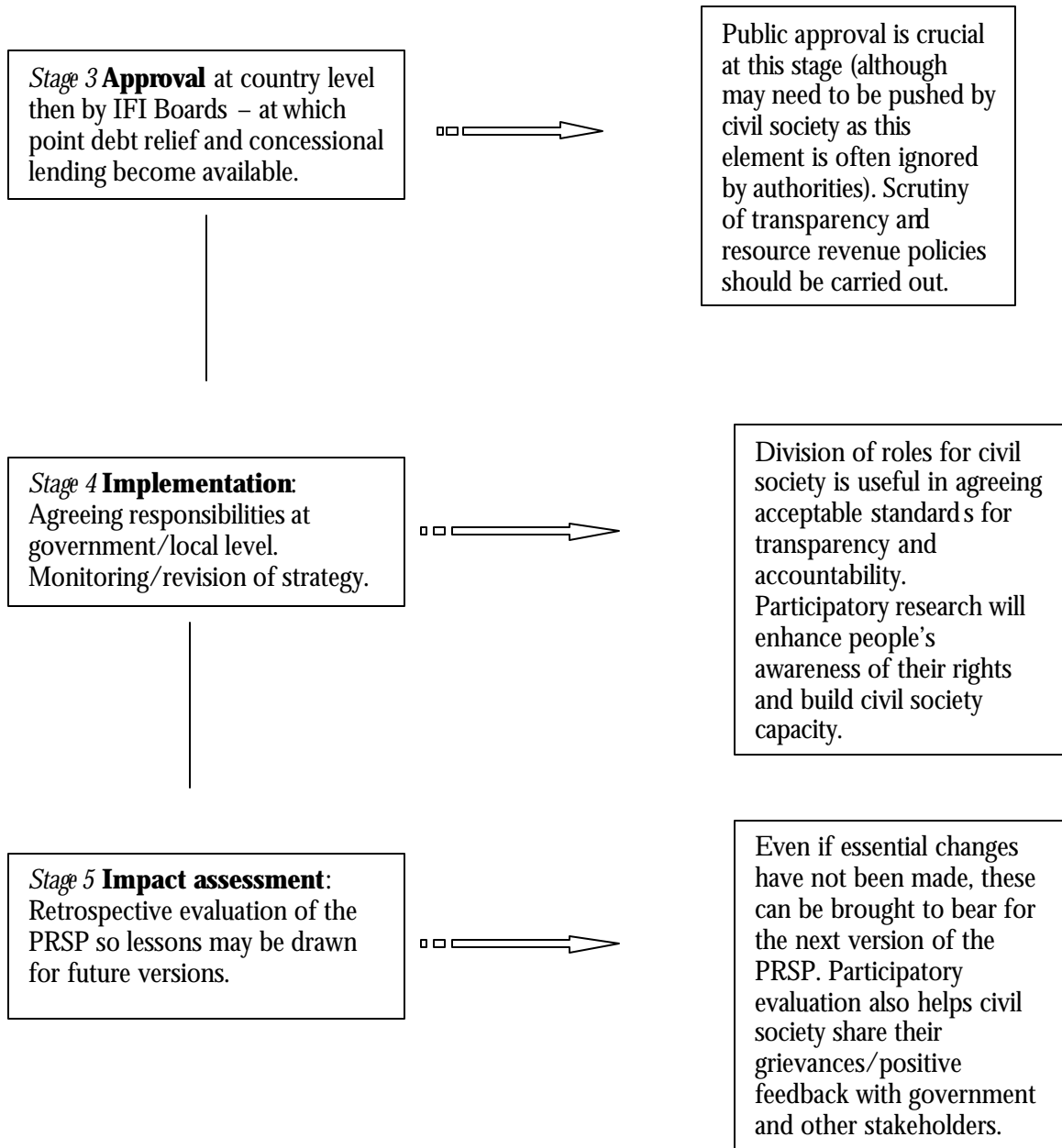
- Community outreach: the formation of **Rwanda's** PRSP, in which many ordinary people participated, included a strong element of community outreach, particularly via its National Poverty Assessment, a study involving 1000 sectors. 10000 people also took part in a 'Policy Relevance Test', a series of focus group discussions on the effectiveness of proposed policies.
- Using experiences of previous participatory processes. For instance, in **Uganda**, the Uganda Debt network sought to apply the learning from previous participatory processes to the country's PRSP through a series of regional consultations held in 42 of Uganda's 45 districts during March and April 2000, successfully utilising grassroots consultation methods.

From the wide body of commentary and criticism on participation in PRSPs³, it is possible to extrapolate key points of opportunity for potential civil society inputs concerning more responsible revenue management. Whilst by no means prescriptive, the diagram set out below suggests possible stages at which influence on revenue management might appropriately be exerted.

Possible opportunities for civil society interventions in the PRSP process to ensure more responsible revenue management



³ In particular, the flow diagram "Where participation fits in" in "Poverty Reduction Strategies: A Path for the Poor?", IDS Policy Briefing Issue 13, p.2 offers a basis for such analysis.



ii) Participation in the International Budget Project

The International Budget Project is funded by the Ford Foundation and is based in Washington. It works in a number of countries including Uganda, South Africa and Nigeria and might be something local groups could get involved with. See:

<http://www.internationalbudget.org/about/activity.htm>

iii) Engaging with government through NGO reports to the UN Committee on the Rights of the Child as part of the monitoring and implementation process.

Such 'shadow' reports are submitted to the CRC alongside government reports, thus often wielding considerable influence. Crucially, the CRC is the only one of the 6 human rights treaties permitting NGOs a role in implementation.

Worldwide NGOs unite under the NGO Group for the CRC in order to share information on the process of monitoring and implementation of the CRC, assisted by the Child Rights Information Network (CRIN). A practical tool for helping NGOs form and sustain child rights coalitions, entitled *Networking for Child Rights*, is available on CRIN's website (<http://www.crin.org/project>). It contains examples of how NGOs could use CRC monitoring mechanisms, particularly the reporting process to the Committee on the Rights of the Child.

iv) Lobby your own Executive Directors of the World Bank and International Monetary Fund (IMF) to support the existing transparency initiatives within these bodies and Regional Development Banks. Push for such initiatives to be increasingly active and effective in delivering their fundamental aims and objectives. Relate these endeavours back to PWYP's efforts to achieve transparency of natural resource revenues as well as the mandatory case for full disclosure.

OTHER ISSUES TO CONSIDER

i) Communication

Communication between the PWYP coalition NGO members and the Co-ordinator is critical. We ask that you report back at regular intervals on the activities undertaken by your organisation that have contributed to Publish What You Pay.

The PWYP Co-ordinator will provide you with regular updates, briefings and newsletters. Important e-mails are also sent out via the PWYP e-mail list

serve. Please ensure that you are subscribed to this e-mail list serve and take note of the incoming e-mails.

ii) Understanding the options being pursued to achieve reporting mechanisms

It is not expected that your organisation have an expert knowledge of the technical mechanisms by which PWYP is hoping to achieve and implement revenue transparency and accountability. However, a basic and broad understanding is crucial to convincing the members of civil society, media, government and extractive industries in your region. The main options the European Co-ordination group is exploring to achieve the aims of PWYP are as follows:

1. Listing Rules: achieving disclosure through the rules covering companies listed on major securities markets
2. International Accounting Standards: via changes that can mandate the reporting of payments made by companies to governments in all countries of operation
3. UK/EU company law reviews to include reporting mechanisms
4. UK Government-led Extractive Industries Transparency Initiative

Other avenues:

- OECD: amendments to the Guidelines on Multinational Enterprises or the Budget Guidelines (with the associated Peer Review mechanism)
- UN Convention: to bind countries on full disclosure
- NEPAD (New Partnership for African Development): statement of commitment from the NEPAD countries
- Conditionality by International Financial Institutions, banks extending loans, export credit agencies and/or development agencies

Carry out your own research and provide analysis to other PWYP NGOs; otherwise assistance can be provided by contacting the Co-ordinator in developing a more substantial understanding on the options for reporting mechanisms currently being explored.

iii) Attending co-ordination meetings

All members of the coalition are invited and encouraged to attend the meetings of the European Co-ordination group. In this forum you are able to directly have input into the steering of PWYP. If you are interested, please contact the Co-ordinator.

iv) Research

Carrying out research into the extractive industry and all actors involved in transparency negotiations in your country is one of the most important ways in which your organisation can contribute to the PWYP campaign. Assisting the co-ordination group in gathering more substantial and improved information and research materials will help facilitate PWYP on an international level by raising awareness of the issues in your country, as well as providing direct evidence to use for lobbying purposes. In order to carry out any of the recommended courses of action for PWYP, sufficient research is not only fundamentally necessary but also significant in making any progress with the appropriate actors of your country in the wider scope of this international appeal.

For example, Coalition members IBASE (Brazil) and Transparency International (Indonesian Chapter) have carried out extensive research into their governments' earnings from the extractive sector in their respective countries. IBASE set up a "Social Audit" program that called upon companies to report the full extent of financial transactions and payments with the Brazilian government. Whilst it was a voluntary initiative and has only been completed by a handful of companies, it was very successful in developing an in-country approach towards achieving greater access to revenue information. Such national NGO initiatives provide a useful basis for creating an international framework of disclosure. Such national projects must be complemented with international PWYP efforts at setting up effective reporting mechanisms for companies (to publish what they pay) and for governments (to publish what they earn).⁴

5. RESOURCES

Useful bullet points to push on PWYP

- Greater transparency over natural resource revenues is key to sustainable development and to building a better business environment in developing country markets
- The problem of mismanagement of natural resources is worst in resource-rich but poor countries.

⁴ For more information on IBASE and TI Indonesia's transparency programs, visit: www.ibase.br and www.ti.or.id

- Extractive industries companies must publish the payments they make to all national governments (including taxes, fees and other payments) in order to give civil society the opportunity to monitor government revenues effectively.
- Global regulation will be the only effective solution.

The following is a list of recommended websites that provide you with information and assistance in carrying out research and lobbying for Publish What You Pay:

- PWYP Frequently Asked Questions
<http://www.publishwhatyoupay.org/faq.shtml>
- Amnesty International Campaigning Manual
http://web.amnesty.org/web/content.nsf/pages/gbr_campaigning_manual
- CARE International Advocacy Tools & Guidelines
<http://www.careusa.org/getinvolved/advocacy/tools.asp>
- Civicus
Civicus promotes a worldwide community of informed, inspired and committed citizens who are actively engaged in confronting the challenges facing humanity: www.civicus.org
- Essential Information Website: Multinational Resource Center (MRC)
The MRC responds to requests from southern organisations for information about company histories and structures, environmental problems and helpful NGOs, and provides valuable information free of charge:
<http://www.resourcesfirst.org/>
- Global Witness
Global Witness works to highlight the links between the exploitation of natural resources and human rights abuses, particularly where natural resources such as timber, diamonds and oil are used to fund conflict:
<http://www.globalwitness.org/campaigns/oil/index.html>
- The International Budget Project (IBP)
The IBP assists civil society organisations around the world to improve budget policies and decision-making processes:
<http://www.internationalbudget.org/index.htm>

- OneWorld
OneWorld is a community of over 1250 organisations working for social justice: www.oneworld.net
- Transparency International (TI)
TI is a global coalition of national organisations working against corruption: www.transparency.org
- The World Bank NGO & Civil Society Homepage
<http://lnweb18.worldbank.org/essd/essd.nsf/NGOs/Home>

6. EXPECTATIONS & STANDARDS

This action briefing is a recommended course of action for all members of the Publish What You Pay coalition. It is by no means prescriptive. The objective of this briefing is to provide a basis from which all active organisations can contribute to the campaign within their countries to make further progress and to especially engage with civil society. Each organisation is not expected to take up every recommended action; it is, however, expected that some action is taken within the capacity of your organisation. As a member of the coalition, you are entitled to act on its behalf within your community but the co-ordination group accepts no responsibility for any course of action that does not prescribe to the mission of the campaign as set out in the appeal document.

7. INFORMATION & ASSISTANCE

For all enquiries, information and assistance, please contact:

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I welcome your input and suggestions into improving this Activity Briefing & Toolkit. If you would like to make any recommendations, suggest changes or discuss this document, please contact me and I look forward to hearing your thoughts. This document will evolve and adapt as required.

Last updated: 26 February 2003