

# PoLok project – Support for Local Initiatives

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The benefits of partnerships in spatial  
planning:

Stakeholders, relationships, communication, participation  
and cooperation

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# 1. STAKEHOLDERS

- What is a stakeholder?
  - A group/category, not an individual
  - Other stakeholders vs. us
- What characterizes stakeholders?
  - Values
  - Preferences
  - Means
  - Goals
  - Reapolitik: relativity vs. absolutism

# Stakeholders, II

## Classification and types:

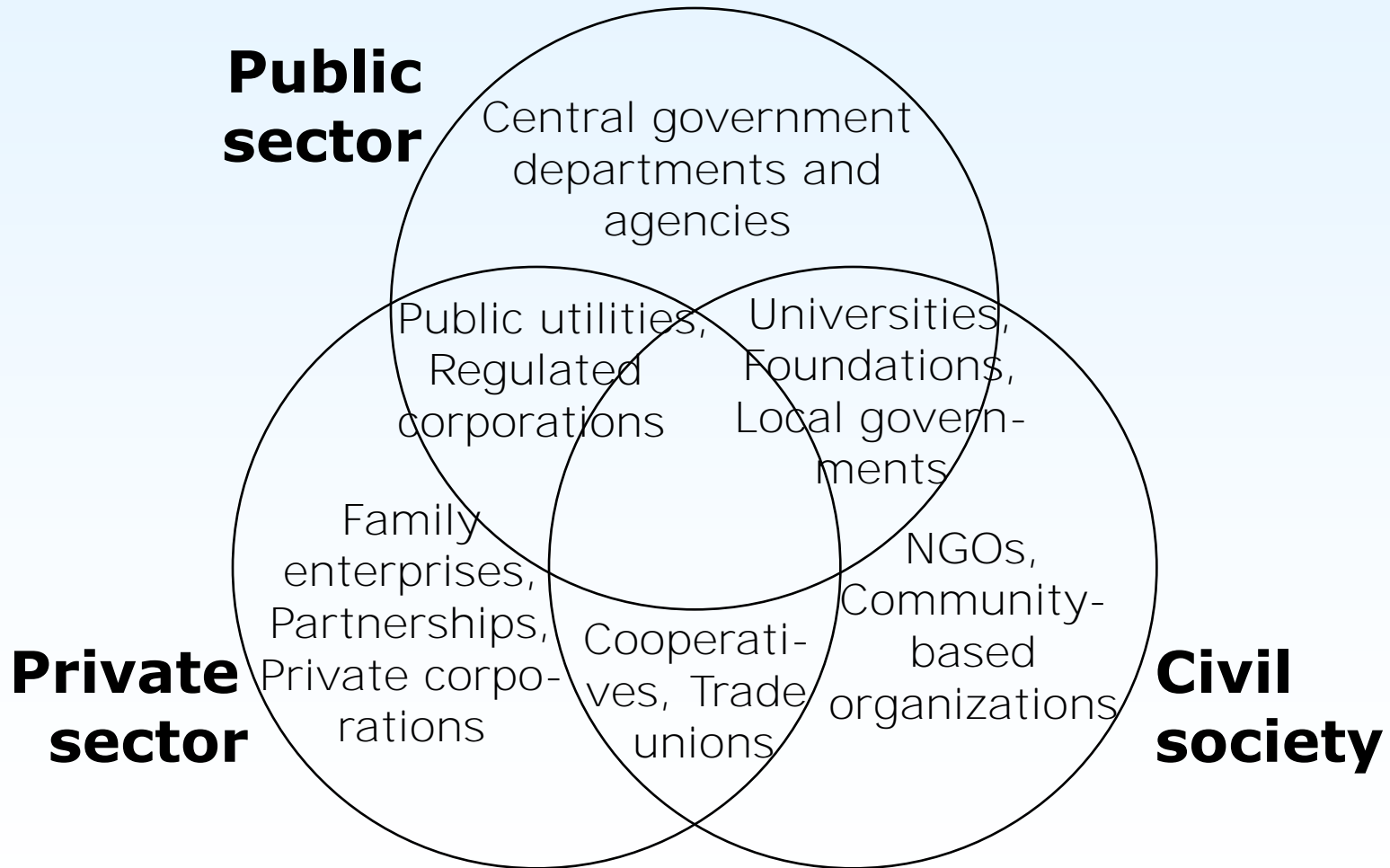
### – Outside Slovenia

- Financing
- Fund and project administration

### – In Slovenia

- Public, civil society and private sectors
- Adm. levels: from govt. to village / population
- Recipient/user and resource provider
- Critical/neutral and opportunistic
- Relationship to local population and the state

# Stakeholders, III



# Stakeholder models, I

From simple to complex:

- Line – 2 stakeholders
  - Donor and recipient, nation level
  - To be understood horizontally and vertically
- Triangle – 3 stakeholders
  - Local population added
  - To be understood horizontally and vertically

# Stakeholder models, II

From simple to complex:

- Square – 4 stakeholders
  - Civil society in countries outside Slovenia added
  - More stakeholders means more relationships
  - Stakeholders have to relate to increasing numbers of other stakeholders

# Stakeholder models, III

From simple to complex:

- Pentagon and further ...
  - "Everybody" are (key) stakeholders: self-identification
  - Different types of rationality

# Stakeholder analysis, I

- Originally prepared by the World Bank
- A method to describe and analyse relationships between stakeholders
- Important for analysing and understanding interests, including conflicts and conflict resolution

# Stakeholder analysis, II

- In connection with planning of projects
- In connection with implementation and evaluation of projects
- Used also at the sector level
- Used in combination with other methods, incl. social assessment and social analysis

# Stakeholder analysis, III

Stakeholder analysis consists of 4 steps:

1. Identify key stakeholders
2. Assess their interests and the potential impact of the project on these interests
3. Assess their influence and importance
4. Outline stakeholder participation strategy

# Stakeholder analysis, IV

## Stakeholder analysis, Step 1:

### Identify key stakeholders

- Who are potential beneficiaries?
- Who might be adversely affected?
- Have vulnerable groups been identified?
- Have supporters and opponents been identified?
- What are the relationships among the stakeholders?

# Stakeholder analysis, V

## Stakeholder analysis, Step 2:

Assess interests and the potential impact of the project on these interests

- What are their expectations of the project?
- What benefits are there likely to be?
- What resources might they mobilize?
- What stakeholder interests conflict with project goals?

# Stakeholder analysis, VI

## Stakeholder analysis, Step 3:

Assess influence and importance (for each stakeholder assess the following):

- Power & status (political, social, economic)
- Degree of organization
- Control of strategic resources
- Informal influence (e.g., pers. connections)
- Power relations with other stakeholders
- Importance to the success of the project

# Stakeholder analysis, VII

Stakeholder analysis, Step 4:

Outline stakeholder participation strategy.

Plan stakeholder involvement acc. to:

- Interests, importance and influence of each stakeholder
- Particular efforts needed to involve important stakeholders who lack influence
- Appropriate forms of participation throughout the project cycle

# Stakeholder analysis, IX

## Institutional analysis – at the micro- and macro-levels

- Institutions or organizations are a special type of stakeholder that often requires separate analysis
- Institutions facilitates and constrains the flow of knowledge and data between scales
- Important for understanding and assessing power and empowerment

## 2. RELSHIPS & PART.

- Stakeholders to be understood in relation to other stakeholders
  - Relationships and relativity
- Stakeholders' actions are not pre-determined, over time nor in relation to actors that they interact with
- Relationships have a formal aspect and a practical/realpolitik aspect: theory and practice

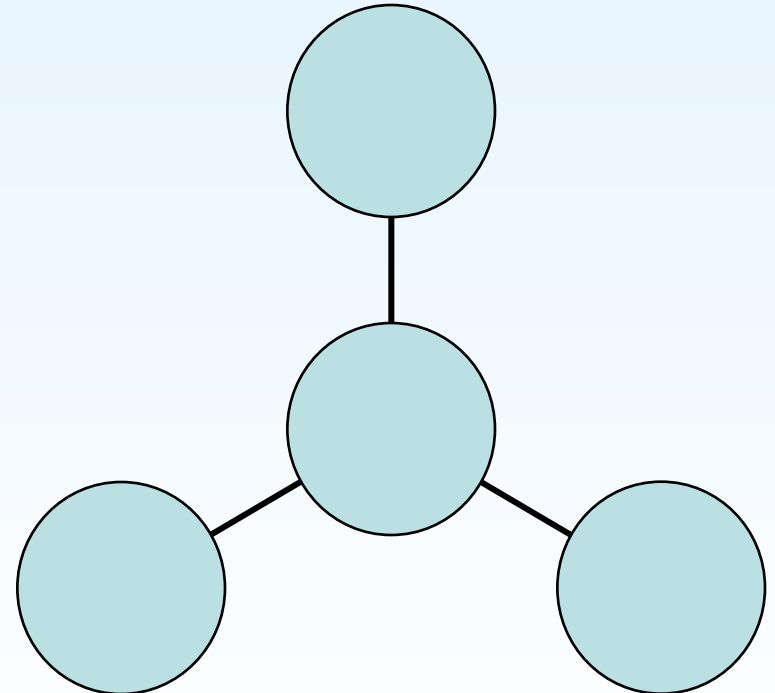
# Networks, I

- Stakeholders that participate in each others activities can constitute a network
- Stakeholders are *nodes*, and the relations between the stakeholders constitute *links* between these nodes
- Network analysis addresses these *nodes* and *links*: they can be strong and weak
- Increasing network complexity: pro et contra

# Networks, II

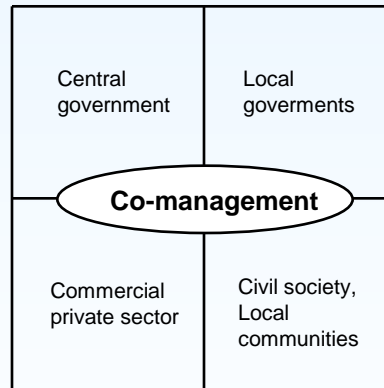
A simple network:

- Nodes / stakeholders
  - Peripheral vs. central
  - Power vs. powerlessness
- Characteristics of links (relations):
  - Strength
  - Direction
  - Content
- Network analysis



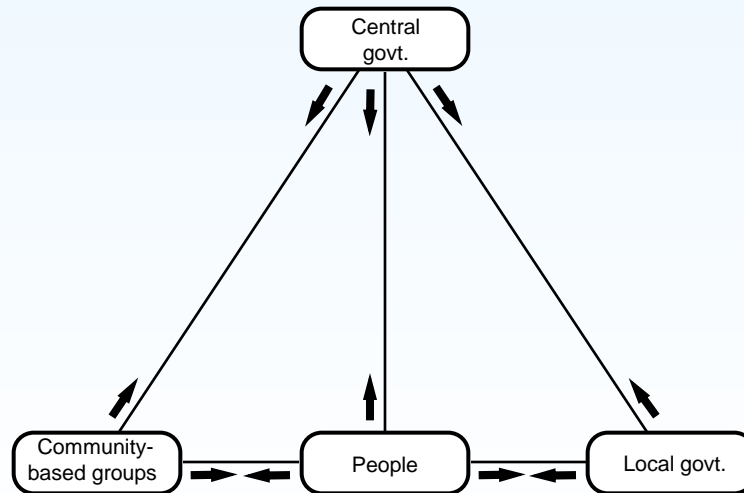
# Co-management, I

## Key stakeholder categories and co-management



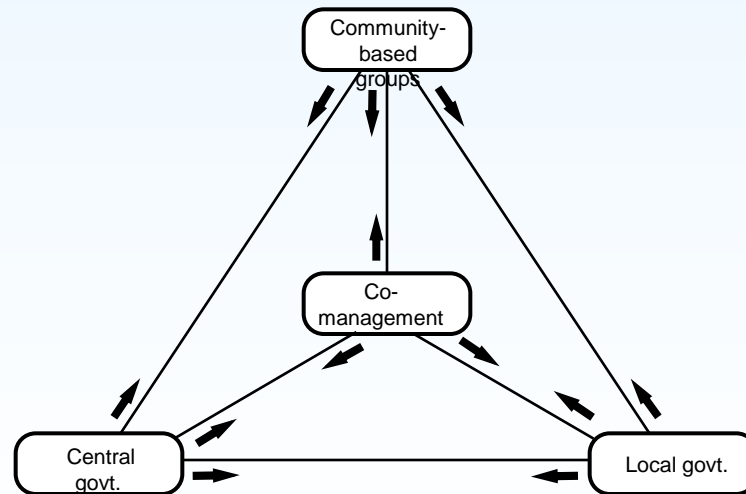
# Co-management, II

Relationships between key stakeholders – Past and present:



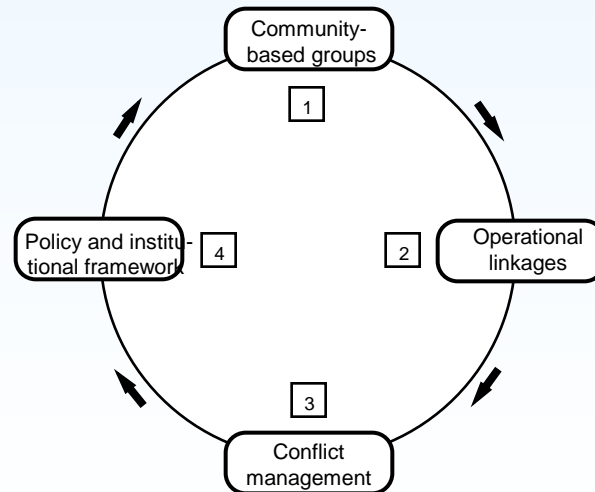
# Co-management, III

Relationships between key stakeholders – Future /  
Goal:



# Reform process, I

Sequencing of steps in the reform process:



# Reform process, II

## Key stakeholders in the reform process:

### 1. Catalytic organizations (usually NGOs)

- Advocate, facilitate and (usually) initiate and pilot change
- Help mobilize people and build capacity at local level
- Provide political cover for politicians

### 2. Community leaders

- Representative and active participants in the reform process
- From consultation and collaboration to empowerment

# Reform process, III

Key stakeholders in the reform process:

## 3. Reform managers

- At both the central and local levels
- Help mainstream successful pilots

## 4. Politicians and senior policy-makers

- Provide political commitment
- Validate consensus and confirm strategic direction

# 3. CASES

## Project organization and implementation

- Many stakeholders can be involved
- Several countries can be involved
- Consulting companies as sub-contractors, often located at different levels
- Complex sets of means and goals
- Stakeholders have values, and accordingly means, that often conflict
  - E.g.: religion, market capitalism, trad. culture

# Cases, II

## Stakeholder analyses, projects I have worked on:

- Ghana
  - Characteristic: Coastal zone – planning strategy
  - Strong civil society
  - Increasing regional differences
  - Consequences of modernisation
  - Problem: support civil society, connect public sector and civil society

# Cases, III

- Bangladesh
  - Characteristic: fisheries sector - reform
  - Weak civil society, especially at local level
  - Several marginal stakeholders
  - Weak presence of public sector / govt. at local level
  - Problem: overcome class divisions, religious conflicts, gender issues and corruption (bokshish)

# Cases, IV

- Nigeria (Makoko, "Houses on the lagoon")
  - Characteristic: a village/suburb in Lagos – providing services and upgrading
  - Ethnicity
  - Marginalized
  - Overcrowded

# Cases, V

- Ghana vs. Bangladesh
  - Diff. in relative strength between public sector and civil society a key factor for a participatory strategy
- Ghana vs. Makoko, Nigeria
  - Creating participatory strategies at the macro-level . Ghana is a top-down approach, contrary to Makoko, which it is a horizontal/bottom-up strategy
- Conclusion
  - Level not important, but values and characteristics
  - Societal integration between sectors key for success

# 4. CONCLUSIONS

- Stakeholders exist also outside Slovenia that determine and impact own values
- Stakeholders have official and hidden goals
- Projects are increasingly process oriented
- Project adm. is hierarchic (communication)
- Relate not only to local stakeholders but also to colleagues and partners (cf. network analysis)
- Often difficult balancing act: compromises
- One learns as one go along

# Conclusions, II

- Stakeholder analysis important for understanding what is happening at the local level
  - Increase effect and goal attainment
  - Decrease negative impacts
- Decrease in negative effect is little understood and even less focused on
  - Key stakeholders do not understand project cooperation and impacts
  - Key stakeholders have different agendas
  - Lead to conflicts, which must be addressed

# Harmony model



- Building organizations = building societies
- Context free
- Supporting civil society is positive in itself, anytime and anywhere

# Harmony model, analysis I

- Lacking understanding of conflicts and differences of interest
- Development is a transformation: new interests win and older ones disappear
- Strong organizations for new interests can support development, and vice versa
- Country cooperation: strong *external* force
  - Interfere in social, political and ec. processes

# Harmony model, analysis II

- Civil society: explosive growth in organizations, with varying legitimation
- Local stakeholders receive resources, which in turn may impact the balance between groups and interests
- Understand the social contract as a collaborative (co-mgmt.) enterprise between stakeholders with different expertise and comparative advantages

# Challenges, I

- Get civil society to contribute to political and ec. dev. that benefits the people
- Strong org. that are *not* integrated in society contribute to segmentation, opposition and conflicts that hamper dev.
- Modernisation: develop political and adm. institutions that can handle conflicts and overcome obstacles

# Challenges, II

- Cooperation between civil society and politics crucial
- Concern: combination of strong outside intervention and weak local basis for own autonomy
- Inability of public sector to support people via civil society organized activities.

# Challenges, III

- Power and empowerment:
  - Ethics – knowledge to be used by whom and for what?
  - Consensus-building, consultation, participation, governance, involvement, transparency, etc.
  - Traditional knowledge as both means and goal
  - Scaling of knowledge has to be a bottoms-up approach

# 5. THE POLOK PROJECT

Think of the PoLok project in terms of:

- Values
- Means
- Goals (NB! – stakeholders have diff. goals!)
- Stakeholders, participation and networks
- Incentives and constraints
- Synergies, cooperation and co-management
- Conflict and conflict management
- Results / impacts / reform