

**Guidelines for Stakeholder
Identification and Analysis:
A Manual for Caribbean Natural
Resource Managers and Planners**



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Guidelines for Stakeholder Identification and Analysis: A Manual for Caribbean Natural Resource Managers and Planners *Yves Renard*

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- Chan A. Singh. C. 2000. Case study of the Integrated Coastal Fisheries Management Project: a pilot project for the Gulf of Paria, Trinidad. CANARI Technical Report No. 280: 11 pp.
- Cumberbatch, J. 2000. Case study of the Folkstone Marine Reserve, Barbados. CANARI Technical Report No. 281: 10 pp.
- Dunkley and Barrett 2000. Case study of the Blue and John Crow Mountains National Park, Jamaica. CANARI Technical Report No. 282: 12 pp.
- Lamelas, P. 2000. Integrating stakeholders in participatory natural resource management: ecotourism project of El Limon Waterfall, Dominican Republic. CANARI Technical Report No. 283: 7 pp.
- Otuokon, S. 2000. Case study of the Negril Environmental Protection Plan, Jamaica. CANARI Technical Report No. 284: 8 pp.
- Renard, Y. 2000. Case study of the Soufriere Marine Management Area, St. Lucia. CANARI Technical Report. No 285: 8 pp.

The seminar was organised by CANARI in association with the Jamaica Conservation and Development Trust (JCDT). This first phase in the process was co-ordinated by Nicole Brown.

On the basis of the outcomes of this seminar, revised versions of the case studies were put together and published, and a paper on Stakeholder Approaches to Natural Resource Management in the Caribbean was prepared and presented at a Regional Conference on “Community-based coastal resource management” which was held in Mérida, Mexico, in June 2001. The conference

was attended by Tighe Geoghegan, who coordinated the preparation of these various documents.

A first draft of the guidelines was prepared in 2002 and it was tested in a training workshop on “Stakeholder analysis for natural resource management” that was organised by CANARI in Antigua and Barbuda on 18-21 May 2004. The workshop was facilitated by Gillian Cooper. Participants in the workshop¹ made useful comments, which have been integrated in this final version of the document.

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¹ Participants in the workshop were: Patrick Barrett, Jamaica Forestry Department; Mykl Clovis, Environmental Awareness Group, Antigua and Barbuda; Sandra Ferguson, Agency for Rural Transformation, Grenada; Shaka Francis, Environment Division, Antigua and Barbuda, Lima Frederick, Ministry of Tourism, Grenada; Lenita Joseph, St. Lucia Naturalists Society, Darnely LeBourne, St. Lucia National Trust, John Lloyd, Big Spring Action Council, Andrew Lockhart, St. Vincent and the Grenadines Forestry Department and Nikoyan Roberts, Grenada Board of Tourism.

Introduction



These *Guidelines for stakeholder identification and analysis* have been developed by CANARI to assist planners, development workers and natural resource managers in the Caribbean region, and to provide them with practical tools and selected examples that are directly relevant to their working experience. It is based primarily on the experience gained by CANARI and by its many partners in the Caribbean region in the field of natural resource management over the past two decades.

While these guidelines have focused primarily on the methods of *stakeholder identification and analysis*, it is recognised that they have been guided by, and seek to contribute to, a particular vision of development, one that places people at the centre of the development process and that seeks to promote equity and sustainability in resource use and management. It is therefore hoped that these guidelines will assist Caribbean managers and development practitioners in their design and implementation of participatory planning and management processes.

Readers who are interested in further details or who wish to explore the theoretical and conceptual foundations of the methods presented here are encouraged to read the titles and visit the websites listed in the reference section at the end of this paper.

1. The rationale for stakeholder identification and analysis

Based on the experiences of natural resource management practitioners in the region, four fundamental lessons can be extracted that provide the rationale for the formulation and publication of these guidelines:

Complexity: Natural resource use systems typically involve a wide range of issues and actors that are constantly changing. Natural resource management deals primarily with understanding and managing the complex relationships between humans and the resources upon which they depend.

Uniqueness: Each situation is unique, and requires an understanding of local conditions and realities. As in all other spheres of human development, there is no “one-size-fits-all” approach to the challenges of conservation and natural resource management, and there is always a need to tailor responses to specific needs and conditions.

Participation: In order for natural resource management to be equitable, effective and efficient, all the various stakeholders must be part of the decision-making and management processes. In a participatory approach, management decisions are more easily embraced by those who have been part of the decision-making process, and greater attention is paid to the needs and expectations of all actors.

Methods: Participation is often perceived by planners and managers as a simple process that does not require specific skills and methods. However, experience has shown that poorly designed participatory processes can be ineffective, and can even have negative social and environmental impacts. Rigorous methods, suited to local conditions are therefore required.

2. Overview of stakeholder identification and analysis

Steps in a participatory planning process:

A typical participatory planning process will involve the following main steps:

- Determine need for planning process
- Stakeholder identification
- Stakeholder mobilisation
- Stakeholder analysis
- Definition of mechanism for stakeholder participation and process to be used to arrive at decisions and solutions
- Identification of problems, issues, and needs
- Definition of goals and objectives
- Collection of information on which to base decisions
- Analysis and sharing of results with stakeholders
- Identification and assessment of options
- Negotiation
- Formulation of decisions and agreements
- Monitoring and evaluation

Source: Geoghegan *et. al.* 2004

Stakeholder identification and analysis are critical first steps in a participatory planning process and constitute one area where a rigorous approach can be applied. Stakeholder analysis is often undertaken late in a planning and management process, in response to a crisis. However, early identification and analysis exercises can help prevent such crises. Within the context of the specific management issues to be addressed, stakeholder identification and analysis provide a basic understanding of the social and institutional context in which the planning process will take place.

Much of the literature on participatory planning refers only to stakeholder analysis. However, experience shows that there is a need to distinguish between *identification* and *analysis*, as two separate but indispensable steps in the planning process, both requiring specific methods and approaches.

Outcomes of a stakeholder identification and analysis exercise

Exercises in stakeholder identification and analysis provide early and essential information about:

- the individuals, groups and institutions that will be affected by and should benefit from resource management activities and interventions;
- the capacities that these individuals, groups and institutions possess;

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- the people, organisations and institutions who could influence, and contribute to, the planning and management processes;
 - the past, current and potential relationships between people and natural resources; and
 - the current and potential resource use and management conflicts.

In all development processes, not just in natural resource management interventions, there is a need to understand the reality and the complexity of interests and relations, evaluate and predict impacts, and assess human capacity.

3. Defining stakeholders

The concept of a stakeholder can often be misunderstood. When talking about stakeholders, it is important to realise that:



- *stakeholders are not only local people.* They include governments and their agencies, as well as people, organisations, institutions and markets, which are not necessarily located close to the natural resource that is being managed. For example, in a coastal management area, stakeholders will include local residents, but also a wide range of governmental agencies, the economic sectors that have a stake in the local resources (e.g. tourism, transportation and fisheries), as well as the environmental groups concerned with the conservation of reefs and other natural habitats in the area.
- *stakeholders are not only organisations and formal groups.* They include individuals, communities and informal networks. Facilitators of planning and management processes must be prepared to recognise and involve the sectors of society that are not formally represented and organised. In the Caribbean, most of the users of natural resources do not belong to a specific organisation of resource users, e.g. a fishers' cooperative or a farmers' association.
- *stakeholders are not only the users of natural resources.* They include people and institutions that impact directly but also indirectly on the resources even without using them, and they include people who may not even be aware that they have a stake in the management of these resources. For example, all users of a watershed area in a small island setting are, in

effect, stakeholders in the management of the coastal resources located below that watershed, since they impact on these resources.

- *stakeholders change over time.* New stakeholders can enter a resource management system, while others may lose their role or interest. For example, changes in the local economy and society, or in the status of resources, will inevitably provoke changes in the ways people use, and relate to, natural resources. Stakeholder identification is therefore an on-going process, and it is one that must incorporate a historical dimension.

Primary and secondary stakeholders?

The literature on stakeholder analysis frequently makes the distinction between *primary* and *secondary* stakeholders. This difference comes from the field of project planning and management, where it can indeed be helpful to distinguish between those who will be directly affected by a project, and those who are only peripheral to that intervention.

In the practice of natural resource management in the Caribbean, however, this distinction is not particularly useful. Relationships between and among people and natural resources tend to be changing and complex, so fitting stakeholders in one of these two categories runs the risk of marginalizing some of the stakeholders and could exclude less obvious, powerless and voiceless groups.

4. Stakeholder identification

The importance of stakeholder identification: lessons from experience

In two of the insular Caribbean's best known and most successful experiments in participatory coastal resource management, the La Parguera Marine Reserve in Puerto Rico and the Soufriere Marine Management Area in Saint Lucia, early difficulties were encountered as a result of incomplete stakeholder identification. In both instances, the participatory planning activities that were used failed to identify resource users who did not reside in the immediate vicinity of the area, and who had therefore been "missed" in the initial identification process. Consequently, these stakeholders were not involved in early management activities, and their behaviour threatened management efforts. In both these cases, this shortcoming was later recognised by the management agencies involved, and institutional arrangements and management provisions were modified accordingly.

The primary aim of stakeholder *identification* is to name all those who could and should have a stake in a planning and management process.

Experience in the Caribbean and in many other parts of the world has shown that when planning processes exclude some of the stakeholders, it can often have unexpected and undesirable outcomes (see box opposite). The complexity of natural resource use systems means that it is often easy for planners and managers to miss less obvious and marginalized stakeholders like seasonal resource users or illegal migrant workers.

Clear methods are therefore needed that allow managers and process facilitators to identify the stakeholders accurately. Rather than just listing user groups and other stakeholders, identification should start from an examination of the functions of the resource (e.g. Beaches: recreation, tourism, region). Using each of the functions of the resources and identifying who uses, has an impact on, and benefits from those resource functions, a list of stakeholders can be developed (see Table I pg 9).

To help to identify the stakeholders, some simple questions can be used. These questions help to draw a list of stakeholders that should include the obvious as well as the marginal, and the powerless who have a stake in the use of the resource and a role in the decision-making about how the resource is used. Stakeholder identification is a critical part of the participatory planning process because it is a precondition of inclusion.

Conducting a stakeholder identification exercise

Step 1 – List the various natural resources within the site e.g. mangrove, rain forest or coral reef.

Step 2 – List the functions and uses for each of the resources – e.g. for a watershed, tourism, source of craft material or agriculture.

Step 3 – Identify the groups and actors that have a stake in each of the functions and uses of the various resources by asking the following questions

- Who uses the resource(s)?
- Who benefits from the use of the resource(s)? Who wishes to benefit but is unable to do so?
- Who impacts on the resource(s), whether positively or negatively?
- Who has rights and responsibilities over the use of the resource(s)?
- Who would be affected by a change in the status, regime or outputs of management?
- Who makes decisions that affect the use and status of the resource(s), and who does not?

These questions should be answered using field observations, discussions with key persons, literature reviews and personal experience.

In doing Step 3, it is likely that a number of the same stakeholder groups will be identified for a number of the functions and uses. This will allow you to begin to see the interconnected groups and stakeholders that have an important stake in the site or area.

By the end of this exercise, a table can be developed with the resources on the left hand column, the resource function in the second column and a list of stakeholders and any other comments in the third and fourth columns as shown in Table 1.

Table 1: Example of stakeholder identification in a coastal village

Resource	Functions	Stakeholders	Comments
Marine	Fishing stocks	Fisheries Division; Fishermen's Co-op; General Public	
Beaches	Recreational	Ministry of Tourism Tourists Tour operators Business community Beach lovers	All communities have open access to this resource. Those who use the beach for its inspirational value.
	Fishing dock	Local fishers	Mini –port facility for fishermen.
	Religious	Hindus	Hindus have various religious ceremonies on the beach.
Scrub vegetation and vines	Protection from sea Animal fodder Habitat for fauna Fence material	Local communities Animal owners Wildlife traders Hunters	Grazing ground for animals, serves as sea defense, habitat for certain species of wildlife.
Access roads	Provide access to the beach	Ministry of Lands Local communities	Roads are maintained by the Ministry of Lands
Mangrove	Sea defense	Environmental Protection Agency	Habitat for major percentage of the biodiversity and protects the area from the sea.
	Habitat for wildlife	Local communities Wildlife traders, Hunters	
	Spawning grounds and nurseries	Fishing and shrimp industry	
	Honey bees habitat	Local honey industry	
	Materials Firewood Fishing	Local communities	

The responsibility for stakeholder identification rests primarily with the person or organisation taking the initial lead in a given planning process. At the start, stakeholder identification cannot be a fully participatory exercise, because its purpose is precisely to determine who should eventually become part of the planning process. However, when involving some of the participants in broadening the scope of participation by asking them to identify other stakeholders, and by inviting people and groups to express their interests, stakeholder identification can become a mechanism to incorporate new participants progressively and to widen the circle of participation, with the aim of making it truly inclusive.

5. Stakeholder analysis



Once stakeholders have been identified, the next step in the planning process is to analyse their interests.

The design of the stakeholder analysis tool must be based on the specific intent and purpose of the planning exercise. The tool should be informed by the results of a preliminary scoping of management issues, and by an understanding of the context in which the management issues have developed, as well as a clear vision of what is to be achieved. Without this background and vision, the analysis exercise runs the risk of exploring matters and asking questions that are not directly relevant to the issues at hand.

For example, a planning exercise that focuses on the management of a degraded reef will necessarily focus on the uses and users of that reef, aiming at the analysis of the sources and causes of social conflicts and negative environmental impacts. Meanwhile, a broader exercise in forest policy formulation will cast its net more widely, looking at the interests and impacts of a wider range of stakeholders.

Designing a stakeholder analysis

As mentioned above, one of the dangers associated with stakeholder analysis is that of looking at issues and questions that are not directly relevant and applicable to the management process, and wasting precious time and goodwill as a result. One of the best ways to avoid this problem is to use well-defined questions. The quality and usefulness of a stakeholder analysis process will be determined, to a large extent, by the quality and relevance of the questions that it seeks to answer.

Typically, a stakeholder analysis exercise will aim at answering questions such as:

- What are the current and future interests of the various stakeholders in the use and management of the resource? What are their needs and expectations? How do they use the resource and what benefits do they derive?
- What are their past and current power, rights and responsibilities, both formal and informal? What are the networks and institutions of which they are part?
- What are the social and environmental impacts, both positive and negative, of their past and current uses of and relationships with the resource?
- How ready and willing are they to participate in and contribute to management?
- What are the potential areas of agreement and shared interest, upon which consensus and collaboration can be developed?
- What are the human, technical and financial resources that they are prepared to contribute to the management process?

The outcome of a stakeholder analysis exercise will best be synthesised and presented in a format (e.g. a matrix or a set of diagrams) that allows for the identification of the key issues that need to be addressed by the planning process. In this presentation, one of the most difficult challenges is to capture the complexity of social relations and dynamics in a form that is easily understandable and manageable.

Tables 2 and 3 provide examples of two stakeholder analysis exercises with differing objectives, using different questions to elicit the information required for the analysis.

Understanding the complexity of stakeholder relations

Stakeholder analysis must be a focused and well-planned exercise aimed at answering questions that are directly relevant and useful to the planning and management process. It must go beyond the mere description of social conditions and resource use patterns, to provide an understanding of conflicts and power relations, and to allow for an in-depth analysis of the key factors that determine patterns of resource use and distribution.

Table 2: A partial stakeholder analysis for a proposed marine protected area to analyse existing and desired benefits; conflicts and willingness and capacity to participate in management.

Who are the stakeholders?	What benefits do they derive from the resource?	Improvements desired from the protected area	Conflicts and impacts between and from stakeholders?	Willingness and capacity to participate?
Fishers	Fishing; Livelihoods; water taxi on public holidays for recreationalists	Protection of fish pots; Regulation of tour boats; Zoning of activities; Reduced cost of equipment; Size limits on species	Conflicts with tour operators; Impact of snorkelling on reefs; Stealing fish pots; Restricting access to developers; Garbage	Attend planning meetings Help with public relations Work as park rangers Help with zoning
Tour Operators	Tour trips – snorkelling, boating, kayaking, picnicking and hiking	Regulating traffic; Garbage control; anchoring; No fish zones; Improved tourism facilities; Improved safety; Infrastructure; User fees; Signage; Alternative sites for tours	Reef degradation; Dumping of garbage; overcrowding; Safety on offshore island within protected area (intensive visitation)	Garbage clean up Pay user fees and permits Comply with crowd limits Mooring systems – advice and implementation Outreach to employees, community, private sector Attend planning meetings
Recreational users	Weekend camping; Boating and traditional use of the area on public holidays	Improved facilities for campers; Maintenance of area for camping; Garbage control	Perception that some of the tour operators are responsible for garbage	Represented by Power Boat Association who are willing to assist in management. Specific individuals also keen to assist
Environment Division; Ministry of Agriculture	Some authority over protected area establishment	Improved management of the area and a role in management as government authority	Unclear management authority between Division and National Parks Authority	Willing; need more staff.

Table 3: A partial stakeholder analysis of the interests of the various stakeholders in a watershed and potential benefits in the participation of a recently establish Local Forest Management Committee (LFMC) in Jamaica

Who are the stakeholders?	What are the benefits derived by each of these stakeholders from the watershed?	What is their basis and source of power?	Who and how are they represented on the LFMC?	Where and what are the gaps?
Timber harvesters Fuelwood and charcoal producers	Access to resources Sound management to maintain supply and quality of products	Mostly poor; sometimes operate illegally; They have little power and few advocates with power		No representation (and no recent timber licenses issued)
Tourism enterprises		Mostly small-scale; Access to limited support from the Ministry of Tourism	One small scale tourism operation (River Edge)	No representation of sector except River Edge
Sawmills	Maintenance of supplies	Very little, since much of their lumber comes from illegal operations		Saw millers are not organised and avoid the attention of government
Farmers (large and small, landowners and tenants)	Access to land Protection from erosion, landslides, flooding. Access to adequate supplies of clean water Revenue earning opportunities from forests Social and economic opportunities through use of local resources and employment in forest management initiatives	Large operators have access to political directorate; Coffee Industry Board is powerful advocate for coffee farmers; Other small farmers must rely on (often weak) Jamaica Agriculture Society chapters for advocacy support	Coffee Industry Board Agriculture Groups Parish Banana Co. (large plantation operation)	Most farmers represented only if members of an active Agriculture Group

Validating different knowledge systems

Stakeholder analysis can provide a meeting ground for various systems of knowledge. In recognising the value and relevance of both popular and scientific knowledge, and in focusing on the implications of such knowledge for management, it creates bridges between two systems of knowledge that seldom communicate, thus providing the basis for dialogue and cooperation in management.

Experience shows that stakeholder analysis can provide a good platform for the sharing of information among stakeholders, and for a levelling of the “playing field”. Stakeholders who did not have prior access to important information and knowledge can find themselves empowered in the process.

Supporting information

Stakeholder analysis provides qualitative information, which can be complemented (but not replaced) by, quantitative data that describe social groups and identify disparities between groups, especially in relation to demography, assets, access to resources and social capital. For example, census data or information from household surveys can be compiled to identify issues and trends in human migration and population growth in social services (e.g. access to pipe-borne water or electricity), in sizes of households, or in household income for various categories of stakeholders. Scientific research and data are useful in understanding social relations, and the causes and factors that are responsible for particular patterns of social behaviour and organisation.

Assessing stakeholder rights and responsibilities

One of the critical perspectives that may need to be considered in a process of stakeholder analysis is that of the *rights* and the *legitimacy* of the stakeholders. Facilitators of participatory planning processes will be faced with the demands and expectations of a range of stakeholders, and may be put into a situation where it becomes necessary to rank the interests of the various stakeholders. One of the most frequently applied approaches to stakeholder analysis is one that seeks to assess and rank the claims made by these stakeholders (see case study in box, page 16).

Assessing the legitimacy of stakeholders at Mankòtè mangrove

During the planning process to establish a collaborative management system for a small mangrove in the island of Saint Lucia, a stakeholder analysis was carried out, for the purpose of assessing and comparing the rights of the various stakeholders. At the time when this was done, there were a variety of existing and potential users of the resource that included charcoal producers, occasional wood harvesters, fishers, potential land and tourism developers, farmers, conservation groups and a number of government agencies with different, and at times diverging, agendas.

To assess and compare the rights of the various stakeholders, the following criteria were ranked against each stakeholder by giving a score (in this case a number between 1 and 5):

- the formal and informal property rights vested in the stakeholder(s);
- the extent to which they have a historical or cultural relationship with the resource;
- the extent to which they depend on the resource to sustain their livelihoods;
- the knowledge and skills that they are able to contribute to the management process;
- the level of commitment to the management process;
- the compatibility of their resource use patterns with sustainability and conservation requirements;
- the extent to which there is equity in access to, and in distribution of the benefits from, the use of the resource;
- the compatibility between local practices and national development and conservation policies and priorities;
- the present and potential impact of the activities of the stakeholder on the resource base.

This analysis concluded that the charcoal producers had a particularly strong and legitimate claim to the use of the resource, because they ranked high on all the criteria, and totalled the highest score. This information proved particularly useful in the planning process, especially as a way to convince other stakeholders that the rights of these traditional users had to be respected and integrated into the management system.

In addition to the criteria outlined in the Box above, other criteria that may be considered include:

- the level of financial input to management and the management process;
- the extent to which the relationship with the resource is short or long term;
- the extent to which the stakeholder group is truly representative of the interests it purports to represent;
- the extent to which decisions are made in a transparent manner;
- the extent to which they are willing to partner and cooperate with other stakeholders;
- the geographic proximity of the group to the resource.



6. Adapting the stakeholder analysis tool

The tool of stakeholder analysis can help to better understand specific issues that are manifest in multiple use resource systems. Five examples of ways in which the stakeholder analysis tool can be adapted are described below:

Analysing relationships: A stakeholder analysis can provide useful material for a description of the relationships between stakeholders, looking at functions, forms, impacts, significance and the quality of these relationships. Venn diagrams and similar tools can be useful in representing these relationships (see Figure 1).

Conflict analysis: Another perspective that has proven useful in the process of stakeholder analysis is that of *conflict analysis*, which helps to understand both the symptoms and the causes of natural resource use conflicts. This can best be done through a simple matrix that lists all the stakeholders on both axes. Table 4 is a simplified version of a matrix that was developed through a participatory coastal zone planning and management process in Barbados, showing only some of the stakeholders that had been identified.

Analysing power and power relations: A third perspective that is important in stakeholder analysis is that of *power* and *power relations*. This is particularly critical for two reasons. First, it provides an understanding of some of the principal factors of inequity in resource use, access and distribution. Who makes the rules? In whose favour? Who has the political, financial, technical or cultural capital needed to control access and use? A focus on power relations will also greatly assist the planning process. Who has influence? Which groups have the ability to represent their interests better than others, to articulate their claims more forcefully than others? Who is likely to be opposed to the introduction of fairer and more transparent rules of decision-making? See Table 5 for an example.

Table 4: A conflict analysis matrix in a coastal zone

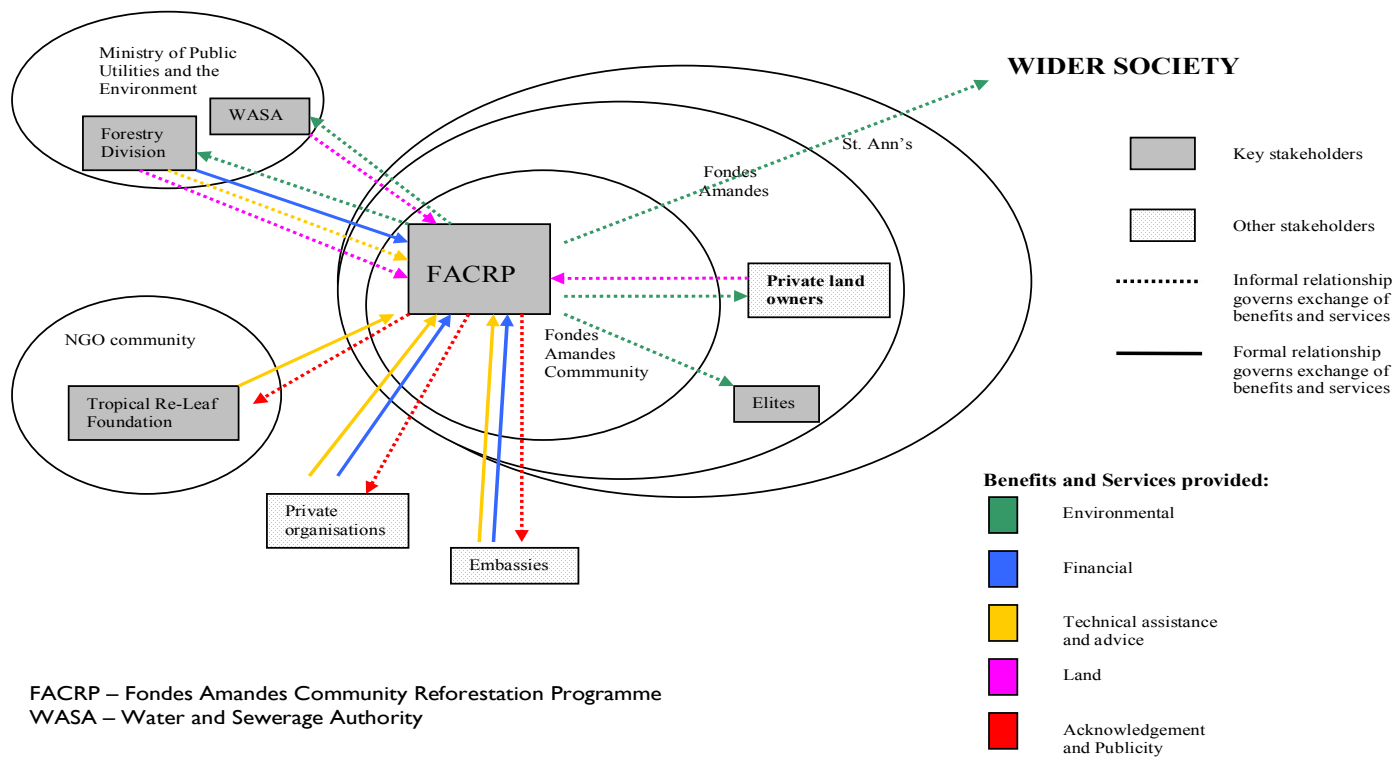
	Pot fishers	Jet ski operators	Divers	Vendors	Park managers
Pot fishers	Access to fishing grounds, claims of pot lifting and stealing		Conflict over use of reefs, claims by fishers that divers tamper with pots, claim by divers that pots damage reefs		Concern over fishing within reserve areas, and use of damaging fishing gears and techniques
Hoteliers		Complaints by hoteliers and other tourism industry people that jet skis are dangerous and impact negatively on visitors		Complaints by hoteliers over harassment of visitors by vendors	
Jet ski operators			Same as divers/hoteliers		Concern over safety and environmental impacts of jet skis
Divers					Park managers see the opportunity to generate revenue from diving
Vendors				Conflicts among vendors	Park managers see the need to manage and control vending activity

Understanding equity issues: In the Caribbean, equity issues are based primarily on gender, age, class, ethnicity and culture. An important purpose of stakeholder analysis is to reveal these issues and to see how they impact on natural resources and on people. With specific respect to gender, well-developed instruments of analysis are available from the literature. These instruments can prove extremely useful in assessing aspects of social relations (the distribution of roles and responsibilities among women and men, and boys and girls), rules of access to and control over resources and institutions, and the distribution of activities, needs and expectations on the basis of sex.

Table 5: An analysis of power relations in a natural resource management system

	Low influence	High influence
High dependency	Poor resource users and other people who depend directly on the resource or the area considered	People who benefit from the resources or the area without using them directly
Low dependency	Other members of the local communities Civil society organisations	Opinion leaders and people with influence on policy

Designing communication plans: Stakeholder analyses have proven useful in guiding the design and implementation of communication activities in support of natural resource management. After an identification of stakeholders, communication objectives, messages to be disseminated, media and messengers, and the indicators by which the impacts of communication will be monitored and evaluated can be determined for each of the stakeholder groups.



7. Stakeholder identification and analysis in management



While stakeholder identification and analysis are necessary steps in any planning process, often done at the start of an intervention, they can be useful as a permanent instrument of management; their usefulness as an ongoing management tool is seldom recognised. They can be a useful instrument to monitor and manage change, to assess the impacts of management interventions on people, institutions and resources, and to identify new and emerging issues.

By revisiting the stakeholder identification and analysis matrix throughout the life of a management intervention, and within the normal systems and procedures of a management institution, changes in power relations and social dynamics can be assessed and new entrants into the natural resource management system identified. Stakeholder analysis is therefore a valuable tool of change management. The information that is generated should be made available to all, as a way of contributing to the empowerment and participation of stakeholders.

Stakeholder analysis also provides an opportunity and a tool for negotiation and conflict management. In a participatory setting, a stakeholder analysis exercise allows the various parties to hear, understand and respect each other's interests and expectations. It allows stakeholders to define and frame the questions that will be used in the analysis, thus ensuring that the exercise meets their needs and expectations. Experience shows that a critical moment occurs when stakeholders agree to hear the views and expectations of others, and when they

move from stating their individual positions to gaining an overview of the positions of all stakeholders. A participatory analysis can provide the foundation for building and strengthening partnerships that can improve collaboration in management.

There may be instances, however, where it would be preferable to conduct the analysis of stakeholders as a purely technical exercise, without direct involvement from the various parties. This is particularly true when there are acute conflicts or significant patterns of inequity among stakeholders, and where the analysis is therefore needed by the facilitators to allow them to guide a phased and sensitive process of conflict management and empowerment. There are situations where a transparent and participatory process of stakeholder analysis will only serve to exacerbate tensions and to oppress further the poor and the marginalised.

Stakeholder analysis, especially when carried out in a participatory fashion, is best conducted with independent facilitation, because it is often not possible for one of the stakeholders to serve as facilitator of a process from which it could benefit or contribute. While the responsibility for initiating and leading a participatory process will often fall on a management agency, these organisations need to recognise that they are participants in the management process and their interests can be perceived as contrary to those of local resource users. Facilitation can therefore bring legitimacy and expertise to the process.

Methods for facilitating participation in the process of analysis

- meetings,
- focus groups,
- field visits,
- panel discussions,
- interviews with key informants, and
- workshops in which matrices, diagrams and other instruments of analysis are developed collaboratively.

Challenges for managers and planners

The following are a number of important points that natural resource managers, planners and development workers will need to respect and be sensitive to when undertaking stakeholder based approaches to planning and management:

- Some stakeholders always stay on the side, to “hide” from the stakeholder identification process, or to conceal their real stakes in a management process. Historically, this ‘self-exclusion’ has been one of the most common forms of popular resistance by Caribbean people against oppressive and unjust systems.
- Many people do not trust governments and their agencies, because they have often been deceived by broken promises and commitments, or because they simply do not feel part of formal institutions.
- Stakeholder identification and analysis aims at informing management processes by extracting significant facts and can therefore simplify social realities. It must be remembered that these realities are extremely complex, and that there are many forces and factors that determine the extent and conditions of natural resource use and management in any context.
- People always belong to several various groups, and all societies and communities are structured along multiple networks and institutions. The exercises of stakeholder identification and analysis should therefore not try to put people in simple “boxes”. They must also understand that people who may have similar interests (and thus belong to the same “stakeholder group”) in the use of a particular resource may at the same time have conflicting interests in another sector or activity.
- Management objectives must be very clear before undertaking a stakeholder analysis, and must be developed in consultation with key management partners.

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- Power relations and governance structures in Caribbean societies generally give prominence to some stakeholders and prevent certain groups from participating in decision-making processes. The challenge is to overcome and recognise these power imbalances and give voice to the voiceless and marginal stakeholders.

Implications for policy and institutions

The processes of stakeholder identification and analysis can and should be supported by an enabling policy environment. National policy statements, including natural resource management and environmental policies, National Sustainable Development Strategies, National Biodiversity Strategies and Action Plans, and plans for systems of protected areas, must make explicit commitments to the inclusion of stakeholders in planning and management processes.

Legal instruments should also lay out the procedures that must be followed by public agencies to identify and allocate rights and responsibilities within specific management instruments and agreements. In particular, policy and legal instruments should provide formal safeguards against marginalisation and exclusion.

Within public and private sector natural resource management agencies, processes can be supported and enhanced through a number of measures and actions such as:

- The specification of requirements and procedures for stakeholder identification and analysis within staff manuals and internal measures.
- The provision of training to staff in approaches to and methods for stakeholder identification and analysis.
- The documentation and dissemination of experiences gained and results obtained.
- The use of stakeholder identification and analysis as an instrument in monitoring and evaluation.

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Websites

<http://www.canari.org>

This is the website of the Caribbean Natural Resources Institute (CANARI). It contains information on the programmes and activities of the Institute, including training courses, as well as a number of documents, including papers and case studies on stakeholder identification and analysis.

<http://www.carleton.ca/~jchevali/STAKEH2.html>

This site includes a detailed review and a valuable critique of the literature on stakeholder analysis, with useful examples and an exhaustive bibliography.

<http://www.eldis.org>

This site provides a wide range of resources on participatory approaches to development, with descriptions of and links to a number of useful sites, and access to databases, documents, research papers and discussion lists.

<http://www.iied.org/forestry/tools>

This is the website of the International Institute for Environment and Development (IIED), which provides access to a wide range of documents and links relevant to participatory natural resource management, including the 'tools for working on policies and institutions'.

<http://www.fao.org/participation>

This is the site of the Informal Working Group on Participatory Approaches and methods to Support Sustainable Livelihoods and Food Security. It provides useful methods and examples that are relevant to stakeholder analysis.

<http://www.landcareresearch.co.nz/research/social/>

This creative and well-maintained site includes a number of useful documents, news items and links on various aspects of participatory natural resource management.

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The Caribbean Natural Resources Institute (CANARI) is an independent, regional, technical assistance organisation with more than 20 years of experience on issues of conservation, the environment, and sustainable development in the islands of the Caribbean.

CANARI's mission is to create avenues for the equitable participation and effective collaboration of Caribbean communities and institutions in managing the use of natural resources critical to development.

The Institute has specific interest and extensive experience in the identification and promotion of participatory approaches to natural resource management.

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