

# **STAKEHOLDER ANALYSIS EXERCISE**

***A QUICK PROCESS FOR IDENTIFYING STAKEHOLDERS  
AND DEVELOPING COMMUNITY OUTREACH STRATEGIES***

**Partners Edition**



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# STAKEHOLDER ANALYSIS EXERCISE

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## INTRODUCTION

The purpose of this exercise is to help your field staff to better understand the communities in which they work, and the roles of individuals and groups within those communities, so you can become a more effective force for community-based conservation.<sup>1</sup> This exercise is a quick, low-tech procedure for identifying a community's key stakeholders and should result in an outreach strategy visavis these stakeholders that will assist you in achieving your local conservation goals.

The evaluation of stakeholders is an important step that enables you to build more powerful constituencies for community conservation work, participate most effectively in local decision-making, and avoid potential pitfalls. One objective of the stakeholder analysis may be to build support for a specific project, program, or preserve initiative. A general long-term objective is to gain knowledge about the community that will enable you to become a more effective citizen and to engage the community as a stronger voice for conservation. This exercise can also enable you to become a better neighbor by learning about any potential negative effects of your work on stakeholders.

Your staff can conduct this exercise as part of a more extensive planning process or as a freestanding activity. It is one piece of a larger community assessment process that involves defining the community, gathering demographic, economic and other data, and understanding attitudes and values in the community. Each step is important to paint a complete picture of the community and for you to position your organization strategically for success. For achieving long-term conservation, collecting and analyzing information about the human communities in which we work is just as important as collecting and analyzing specific biological and ecological data. Taking the time to understand the community can mean the difference between success and failure.

For best results, a project team with some knowledge of the area should conduct this exercise. At some sites, you might want to invite the participation of some of your close partners.

It should be possible to conduct this exercise in a relatively short period of time. Although the team will probably want to interview stakeholders and should gather additional community assessment information, the heart of the exercise is a one-day brainstorming session. For small sites, this session could be completed in less than a day; for larger, more complex sites, it could take a couple of days.

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<sup>1</sup> This guidebook is a work in progress. Address comments to Audrey Pritchard, Home Office Government Relations Department, The Nature Conservancy, 703-841-5333 or [apritchard@tnc.org](mailto:apritchard@tnc.org).

To successfully complete a stakeholder analysis, it is necessary to define your community and understand your organization's history in the area at the outset. It is recommended that you complete a demographic, political, socioeconomic profile of the community before starting to have at least a basic understanding of community institutions and issues. Depending on your individual project or site goals, a more sophisticated understanding of community attitudes, values and beliefs may be desirable as a follow-up step to the stakeholder analysis. Obtaining this information will likely require highly specialized research skills -- conducting polling and focus groups, for example, will require professional assistance.

For more information or for assistance facilitating this exercise, contact:

Gloria Fauss, Director of State Government Relations, The Nature Conservancy, 703-247-3754  
Audrey Pritchard, State Programs Specialist, The Nature Conservancy, 703-841-5333

For illustrative purposes, we have included a description of a mythical organization, “Worldwide Conservation Alliance,” and a preserve site that is referenced throughout the handbook. The project team should use its real-life situation when conducting the exercise.

## **TROUBLE IN PARADISE:**

### **A CASE STUDY FOR A STAKEHOLDER ANALYSIS EXERCISE**

Once upon a time, Worldwide Conservation Alliance (WCA) hired a new staff person to manage its ten-year-old preserve in the western part of Arcadia County, in the state of Bliss. Previously, the preserve had no on-site staff, and most local residents lived their lives in near-complete ignorance of Worldwide Conservation Alliance. An examination of WCA’s membership database reveals that it has some 750 members in the county, 80% of whom reside in the county’s more urban eastern communities.

The preserve consists of three small tracts, 600 acres in all, bordering a small river, which overflows its banks annually. WCA was attracted to the property because the area provides important habitat for several species of rare darters, scores of neotropical songbirds, and the purple-legged frog, which is under consideration for designation as an endangered species.

The preserve has not been open to the public, although sports fishing enthusiasts often wander onto the preserve to fish from the banks. Rafts managed by the several commercial rafting companies that conduct a brisk business on the river sometimes pull onto WCA property so rafters can eat lunch before continuing down river.

Over the years, WCA has assisted federal and county government to protect some 2,000 acres of land near the preserve, and a partnership with an electric utility company has established good land management

practices on another 500 acres. But even when combining the preserve with these other protected properties, the area is too small to enable WCA to meet its habitat protection goals for these species. Therefore, WCA has decided that it must work to influence surrounding land uses, beyond these protected areas, if it is to achieve its goals.

WCA’s preserve is a small oasis of stability in a region undergoing rapid change. Small, privately owned tracts predominate in western Arcadia. Some of the family farmers who have owned the land for generations have found a more profitable use for it: selling it to real estate developers, who are constructing relatively expensive homes, usually to house people moving from the city. Property values are escalating, new home permits in this part of the county are increasing at historic rates, and population is projected to expand by one-third over the next decade. The new residents generally commute to jobs in other parts of the county or the city. Other privately owned tracts are being clear-cut at a rapid rate. Larger corporations conduct timber operations on federal and state lands, often with scant regard for the state’s newly enacted Forest Management Act regulations. The state and county are widening the two major roads traversing this part of the county, which will make for easier access. All of these relatively new developments are conspiring to fragment the habitat WCA seeks to protect. Increased erosion due to logging and development has already reduced the number and diversity of darters.

In addition to these changing land uses, each year more and more people are visiting the county to take advantage of its many recreational opportunities. Rafting trips, fishing, hiking and bicycling are the major attractions. Federal and county parks in the area are experiencing heavy use, primarily by nearby urban residents. People generally visit only for the day, since there are few acceptable local places to stay or eat.

But, despite these recent developments, western Arcadia County remains predominately rural. Most residents have lived in the county all their lives and inhabit relatively modest homes in the river's floodplain. There are two small towns, each with fewer than 1,000 residents, in this part of the county. Each town has a few small stores and churches, a post office, a small school, and an equal number of seedy taverns and run-down coffee shops. Residents are accustomed to driving an hour to the nearest large town to obtain locally unavailable goods and services. Unemployment is relatively high, incomes relatively low, but residents appear to enjoy their rural style of life.

The eastern part of the county, situated on the coast, has already experienced the growth that is beginning to creep west. Along the interstate, major bedroom communities have sprung up virtually overnight as people have sought to escape the growing megalopolis to the south. Residents in this part of the county are young, more highly educated, commute to relatively high-paying jobs, and enjoy the many outdoor recreational opportunities the region offers.

The three county commissioners are struggling to develop a growth management plan for the entire county, a recent state government mandate. Accustomed to a relaxed style of government and little public attention, the county commissioners are not enjoying this task. The private landowners and the large timber companies that operate in the county oppose any limitations on timber harvesting. The older farm families are divided; some are looking forward to a prosperous retirement that selling their land to developers will insure, while others decry the ruination of their traditional way of life. Real estate developers and homebuilders dog the commissioners at every turn. Clamorous Sierra Club and Audubon members show up at every public hearing. And pesky local newspaper reporters are covering growth management conflicts with unusual attentiveness.

A vocal private property rights group has sprung up in the past year and attracts several hundred people to its meetings. Big government regulations and environmental restrictions are eroding private property rights, its members contend, in violation of Constitutional guarantees. This group includes many active contributors of letters to local newspapers. Some recent letters have accused WCA, along with the Audubon Society and the Sierra Club, of threatening private property rights.

Little is known of the general public's views on growth issues, habitat protection, economic development, or other issues that might be relevant to WCA's mission. Three months ago, however, a newly-formed group, Arcadians For Farmland Preservation, released the results of a county-wide poll that shows that 80% of 400 county residents surveyed believed that disappearing farmland is a high-priority county problem, and 62% expressed a willingness to pay higher property taxes to enable the county to protect it. The poll achieved its intended effect: the county commissioners, whose opposition to tax increases is legendary, have gone on record favoring farmland protection and are considering increasing property taxes. WCA staff and the farmland preservation group have had some initial discussions about earmarking a portion of the new revenues for acquiring critical habitat, but they have not yet broached this idea with the commissioners.

In addition to these development issues, WCA also faces a pressing stewardship challenge. For years WCA scientists have said that controlled fire is an essential tool to restore the natural ecosystem. Bliss Field Office staff tried as best they could to convince local decision-makers to permit controlled burning, but the area's volunteer fire departments were adamantly opposed. Having no local staff to wage a more effective campaign, WCA did not press the issue.

Now, with a preserve manager in place, WCA wants to explore more thoroughly the possibility of obtaining a permit for prescribed burning.

Under these circumstances, the preserve's project team -- the preserve manager, along with stewardship, communications, development and government relations staff from WCA's Bliss Field Office -- comes together to conduct a stakeholder analysis and develop an initial community outreach strategy.

## BEFORE BEGINNING A STAKEHOLDER ANALYSIS

Before embarking on this exercise, it is important that you do three things as a team: *share your organization's local history in the area; define the community in which you are working; and gather demographic, political, and socioeconomic data for the community.*

### **1. Share Your Organization's Local History**

Previous projects or programs that your organization has conducted locally or in the state may play a large role in forming existing community opinion. Local perceptions may be based on impressions formed years ago. Understanding the perspectives of stakeholders and community attitudes requires knowing the organization's local history. As background to the community assessment exercise, ask long-time staff in the state and region for information about their past activities in the community, particularly those that might have been controversial. This can be delivered in written or oral form, but the entire planning team should receive it.

### **2. Define Your Community**

In order to assess human context, it is important to define the community you are talking about. All team members should be in agreement about the human community within which your site is located at the outset of the process. Ironically, it is not always easy to identify the parameters of a community. The word "community" has many definitions and means different things to different people. These definitions all include some concept of **people united or connected due to some common place, value, outlook, or identity**. In speaking about community-based conservation, however, we are usually referring to **people living within a certain geographic area encompassing a site of conservation concern**. Within any geographic place there are bound to be several identifiable subgroups or smaller communities. Hence, the people living within any one place may be part of multiple, and often over-lapping, communities, which can be quite fluid in nature.

Another way of looking at community is in terms of the **sense of place** and **sense of community** held by local people. Sense of place may include a geographic setting or landscape features, economic systems, administrative boundaries and political systems, physical infrastructure (such as highways and solid waste facilities), or an area defined by a specific resource, such as those sharing a common water supply. Sense of community may include how people associate themselves with others due to similar values, attitudes, beliefs, and/or interests about themselves and others. Informal gatherings in neighborhoods, key local activities (such as football games and county fairs), religious groups, volunteer activities and neighborhood councils often provide clues to the sense of community in a particular place.

However you decide to define the community your site belongs to, make sure the entire planning team, and any other parties who become involved, agree collectively on its boundaries at the outset so you are "working off the same page."



The attached worksheet (Appendix A) can help you tackle some of these questions. If possible, the team should fill it out together to benefit from the collective knowledge of all members. Next, use a large map of the area and draw boundaries (in different colors) for all the “communities” you are aware of on the map. Then draw the boundary of the community you will be assessing in the community assessment exercise – that which encompasses the site you are trying to conserve. It may be as large as an entire watershed, and you may need to break it into smaller parts (such as political or administrative units) to make the information-gathering process manageable. Keep in mind that how these various pieces interact (or don’t) is important to consider as well. Once you have agreed on community boundaries, you are ready to proceed with the stakeholder analysis.

### ***3. Gather Demographic, Political, and Socioeconomic Data for the Community***

Demographic, political, economic and social data about a community provide vital information in planning for the conservation of significant sites. These conditions may substantially help or hinder your chances of success, and may reveal receptivity or opposition of the population to your conservation goals. Strategies can then be developed accordingly.

It's especially important to have a basic grasp of the community's economy. In many communities, the structure of the local economy and public perceptions of economic health are likely to exert a substantial influence over public attitudes and political behavior. Many key stakeholders are likely to play important roles in the community's economy.

The initial information gathering should be done in a timely manner, using primarily existing sources. Much of the desired information may already have been collected by local or regional planning or economic development agencies. Most of these entities have summarized U.S. Census Bureau data for the local region, but some conduct primary research and compile reports on area wage rates, local manufacturers, or historical trends in employment. State and local chambers of commerce are good sources for employer listings, development incentives, area wages, standard of living indicators, and other general information. Other private organizations, associations and corporations may have performed studies as well; an Internet search may help locate these. Gathering this information from existing sources avoids duplication of efforts and can reveal historical trends and comparisons. Appendix B at the end of this guide provides a list of categories of data your team should explore and sources of information to assist you in your research.

## STEP 1: STATE YOUR CONSERVATION GOAL(S) & STRATEGIES

*This exercise relies on conservation goals and strategies being broken down and listed as specifically and distinctly as possible.*

### EXAMPLE: WCA's CONSERVATION GOALS & STRATEGIES

Goals	Strategies
1. Assure appropriate management and restoration of communities and associated species on land owned by WCA and public and private partners.	◆ Obtain prescribed burning permits.
2. Prevent further habitat loss and fragmentation caused by residential development.	◆ Encourage county commissioners to use zoning to prevent sprawl as part of growth management plan.

**➔ Action:** *Using the chart on p. 14, the team should write down clear conservation goals and strategies. Each goal may have more than one strategy.*

**STEP 2: IDENTIFY RELEVANT DECISION-MAKERS FOR EACH CONSERVATION GOAL**

*Corresponding to each goal, identify the person or institution with the authority to make a decision that could advance or hinder the achievement of your goals. For example, this entity may be an individual legislator, a legislative body, a federal, state, or local regulatory agency, a private industry, a private individual, or some combination of these.*

**EXAMPLE: DECISION MAKERS**

Goals	Strategies	Decision Maker
1. Assure appropriate management and restoration of communities and associated species on land owned by WCA and public and private partners.	◆ Obtain prescribed burning permits.	◆ Local fire department chief ◆ Public and private partners (for burning on their lands)
2. Prevent further habitat loss and fragmentation caused by residential development.	◆ Encourage county commissioners to use zoning to prevent sprawl as part of growth management plan.	◆ County commissioners

**➔ Action: Fill in the Decision Makers column in the chart on p. 14.**

### STEP 3: IDENTIFY EFFECTS ON THE COMMUNITY OF ACHIEVING GOALS

*The team should consider both the positive and negative consequences of their activities for the community in the following areas: the tax base; the economy; quality of life; history and culture. This will help identify stakeholders and also may result in a reassessment of goals and strategies if their effects are detrimental.*

Check the boxes below that you think will be impacted in some way by your organization's activities to achieve its stated goals.

- ◆ The community's tax base
  - Property tax rolls
  - Sales tax
  - Infrastructure cost avoidance
  - Property values
- ◆ The community's economy (including ripple effects)
  - Tourism
  - Outdoor sporting industry
  - Real estate values
  - Water supply
  - Employment
  - Future growth and development opportunities
- ◆ The community's quality of life
  - Green space
  - Recreational opportunities
  - Educational opportunities
  - Clean water
  - Population density
  - Crime
  - Unusual management activities (i.e., controlled burning, removal of exotic species)
- ◆ The community's history/culture
  - Connection of land use to history/culture
  - Relationship to local culture
  - Local land use disputes

This analysis will help to identify stakeholders and provide an opportunity to reassess and, if appropriate, reconsider your initial goals and strategies if it appears that they might have an unacceptable effect on the community or individual stakeholders.

A completed sample chart is included on the following page.

**EXAMPLE: EFFECTS ON THE COMMUNITY OF WCA ACHIEVING ITS GOALS/STRATEGIES**

<b>Goals</b>	<b>Strategies</b>	<b>Decision Maker</b>	<b>Effect on the Community</b>
1. Assure appropriate management and restoration of communities and associated species on land owned by WCA and public and private partners.	<ul style="list-style-type: none"> <li>◆ Obtain prescribed burning permits.</li> </ul>	<ul style="list-style-type: none"> <li>◆ Local fire department chief</li> <li>◆ Public and private partners (for burning on their lands)</li> </ul>	<ul style="list-style-type: none"> <li>◆ Raise public concerns about safety</li> <li>◆ Temporarily reduce air quality</li> <li>◆ Reduce threat of catastrophic fire</li> </ul>
2. Prevent further habitat loss and fragmentation caused by residential development.	<ul style="list-style-type: none"> <li>◆ Encourage county commissioners to use zoning to prevent sprawl as part of growth management plan.</li> </ul>	<ul style="list-style-type: none"> <li>◆ County commissioners</li> </ul>	<ul style="list-style-type: none"> <li>◆ Limit future property tax revenues</li> <li>◆ Avoid expenses for schools, roads, sewers and other infrastructure that would be needed</li> <li>◆ Raise property values of existing homes</li> <li>◆ Protect quality of life (avoiding traffic problems, preserving the rural character of the community, create more green space, etc.)</li> </ul>

**➔ Action: Fill in the Effects on the Community column in the chart on p. 14.**

**WORKSHEET STEPS 1 TO 3**

<b>Goals</b>	<b>Strategies</b>	<b>Decision Makers</b>	<b>Effects</b>

## STEP 4: IDENTIFY ALL GROUPS AND INDIVIDUALS WITH A STAKE IN YOUR PROGRAM

*The team should brainstorm on the following questions:*

- ◆ *Who would benefit if we achieved our project or program goals?*
- ◆ *Who would be hurt, or might believe that they could be hurt, by our program?*
- ◆ *Who could shape public opinion about our project or program, even if it might not directly affect them?*
- ◆ *Who has the authority to make decisions affecting our program?*

These are the stakeholders (by our definition), and you need to know who they are; your organization's potential impacts on them; and how they could affect achievement of your goals. This expansive definition of "stakeholder" includes elected officials and opinion-leaders as well as individuals or organizations that might have a direct interest in your organization's project or programs. These stakeholders might live next door or, depending on the goals, they might live quite far away.

The project team should develop a comprehensive list of potential stakeholders. One way to stimulate and organize your thoughts about stakeholders is to consider what organizations and individuals are threatening the conservation targets at the site and those who share your conservation interests.

It may emerge that some of these groups will not be affected and will take no interest in your activities, but at the outset the team should devise a list that is as inclusive as possible. Stakeholders can be dropped from the list later on, but it can be fatal to overlook a group's interest in a project without considering their possible opposition. Stakeholders in a community might include the following:

- ◆ **Immediate neighbors** — Public or private property owners immediately adjacent to WCA property.
- ◆ **Major economic interests** — Significant local employers, dominant industries, major local land-owners, unions, general business associations such as the Chamber of Commerce, NFIB, etc.
- ◆ **Resource-based industries** — Agricultural, commercial fishing and shellfishing timber, ranching, mining companies and their business associations.
- ◆ **Tourism industry** — Hotel/motel associations, outfitters, sportsfishing industry, etc.
- ◆ **Housing/real estate industry** — Land developers, large real estate firms, homebuilders association, etc.
- ◆ **Recreational user groups** — Hunting or fishing clubs, hikers, equestrians, birdwatchers, recreational vehicle enthusiasts, etc.
- ◆ **Environmental groups** — Environmental advocacy organizations.

- ◆ **Anti-environmental groups** — Organized ‘Wise Use’ groups.
- ◆ **Community/Civic/Neighborhood organizations** — Neighborhood improvement associations, garden clubs, League of Women Voters, Rotary, Lions, Elks, Moose, United Way, Junior League, etc.
- ◆ **Elected officials** — Mayors, county commissioners, state representatives, etc. The interests and attitudes of elected officials are obviously crucial, even if they are not directly responsible for making decisions that affect WCA’s goals. Local officials may be the most relevant, but in the case of larger or more controversial projects, state and federal officials might also be considered stakeholders.
- ◆ **Government agencies** — Federal and state natural resource agencies, NRCS and Cooperative Extension agents, fire departments, etc.
- ◆ **Federal, state or local institutions** — Prisons, military facilities, etc.
- ◆ **Educational institutions** — Schools, colleges, PTAs, teachers unions.
- ◆ **News media** — Reporters, editorial board members.

See p. 17 for a sample list of stakeholders.



**EXAMPLE: WCA STAKEHOLDERS**

1. County commissioners
2. Housing developers, real estate interests
3. Construction industry and workers
4. Property rights group
5. Local environmental advocacy groups
6. News media
7. Forest landowners
8. Timber workers
9. Large timber corporations
10. State/federal agencies regulating timber harvesting
11. Recreational user groups (rafters, anglers, bikers, hikers)
12. Recreation businesses (i.e., outfitters)
13. Local businesses which benefit (or could potentially benefit) from recreation and tourism
14. Fire department chief, volunteer firefighters
15. Residents near areas to be burned and potentially affected by air pollution caused by fires
16. Farmers
17. Electric utility company
18. Arcadians for Farmland Preservation

#### STEP 4: STAKEHOLDERS WORKSHEET

➔ *Action: List all the groups and individuals who have a stake in your community below.*

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.
- 11.
- 12.
- 13.
- 14.
- 15.
- 16.
- 17.
- 18.

## STEP 5: PRIORITIZE STAKEHOLDERS

*Practical restraints on time and resources usually make it infeasible to develop strategies for working with all stakeholders in a community so it is necessary to set some priorities. Priority stakeholders should be identified based on their relative potential to impact your ability to meet your goals — whether positively or negatively.*

The number of high-priority stakeholders will vary according to the project. There will probably be more high-priority stakeholders — and a greater need for community outreach — when sites extend over a large geography and have a multitude of important conservation threats. Stakeholders should be named high-priority by virtue of their decision-making authority, economic position in the community, conservation threats they present or mitigate, or social influence with other stakeholders.

**➔ Action: Using the list created in step three, members of the team should select the top 5 (or fewer) stakeholders and then rank them in order of priority. If necessary, the team can vote on each stakeholder. List these high-priority stakeholders in the chart on p. 24.**

## **EXAMPLE: HIGH-PRIORITY STAKEHOLDERS FOR WCA**

*Based on its discussion of the stakeholders, its goals and resources, the project team decides to concentrate its work on the following stakeholders:*

1. County commissioners
2. The fire chief
3. Farmers
4. Recreational user groups and businesses catering to them

## STEP 6: ASSESS EACH HIGH-PRIORITY STAKEHOLDER

*After identifying the highest priority stakeholders, further analysis is needed to begin to develop strategies for working with them. The following questions should be answered:*

- ◆ *What do we know/ not know about each stakeholder?*
- ◆ *How would achieving our conservation goals affect each stakeholder?*
- ◆ *How can the stakeholder affect the achievement of our conservation goals?*

*Take note of any information that is not known about particular stakeholders that must be researched.*

Based on the preceding analysis, you may have a sound understanding of how some of the stakeholders would be affected by the conservation goals and the strategies your organization and its partners would employ to achieve them. Stakeholders' attitudes about your work are not entirely formed by objective information about the effects of conservation work in the community; they may perceive effects the project team may not recognize, and there may be a range of subjective, intangible impressions about your organization's work. Unless they are completely new to the community, however, the team members probably have some understanding of the stakeholders' social, cultural and political views, and how they influence public opinion or community decision-makers. The team may find that it knows very little about some stakeholders.

**➔ Action: Fill in the chart on p. 24 for all three questions for each of the high-priority stakeholders you have identified.**

**EXAMPLE: WCA ASSESSMENT OF INDIVIDUAL STAKEHOLDERS**

Stakeholder	What We Know/Don't Know About Stakeholder	How the Stakeholder Affects Achievement of Conservation Goals	How Achieving Conservation Goals Would Affect the Stakeholder
<p>Arcadian County commissioners: Tom Jefferson, John Adams, Andy Jackson.</p>	<p>Commissioners have staggered, four-year terms. WCA has had no direct contact with any of them. Jefferson, a large farmer, is the only commissioner from the western part of the county. He's running for his third term next November. For the first time, he faces credible opposition. He has close relationships with many of the older, well-established farmers who are being pressured by development but are resisting selling their farms. He is considered to favor more stringent controls on development.</p> <p>We know virtually nothing about the other two commissioners. What part of the county are they from? What are their backgrounds and occupations? Who are their main political constituencies? Who influences them? When were they last elected; did they face opposition; what was their margin of victory; do they intend to run again? What are their views on growth management?</p>	<p>By their decisions on the growth management plan and zoning, the county commissioners have much control over our ability to achieve the conservation goals. In addition to their formal decision-making authority, the commissioners, by virtue of their position in the community, play an important role in shaping public opinion.</p>	<p>Limiting growth might avoid the need for infrastructure improvements and reduce pressure to raise taxes. (This would have to be demonstrated to the commissioners.)</p> <p>Limiting development would likely subject the commissioners to political pressures from some landowners, real estate developers, the construction industry, and perhaps some in the business community who are hoping to benefit from growth.</p> <p>Others would potentially support the commissioners if they decided to limit development: recreation-based businesses; recreational user groups; environmental advocacy groups; WCA members; Arcadians for Farmland Protection; some farmers.</p>

Stakeholder	What We Know/Don't Know About Stakeholder	How the Stakeholder Affects Achievement of Conservation Goals	How Achieving Conservation Goals Would Affect the Stakeholder
<p>Bliss fire chief, William Harrison, and, to a lesser extent, department volunteers.</p>	<p>Harrison has summarily denied every application WCA has made to conduct controlled burning. He has had no experience with controlled burning and no understanding of what beneficial purpose it could serve.</p> <p>He thinks a fire would get out of control and jeopardize homes and businesses. If that happened, it would irrevocably damage his standing in the community.</p> <p>Harrison has been with the fire department for ten years, and has been chief for two years. He works at a car dealership in Bliss.</p> <p>We have no information on who influences Harrison.</p>	<p>The fire chief has authority to permit controlled burning.</p>	<p>Issuing the permit would almost certainly raise questions among Bliss residents which Harrison would feel uncomfortable answering. Lack of public understanding of the need for controlled burning and a high level of concern among some homeowners make it difficult for Harrison to issue the permit, even if he himself favored it.</p> <p>A successful controlled burn could reduce the possibility of a large, uncontrollable forest fire.</p>

**STEP 6: ASSESSMENT OF INDIVIDUAL STAKEHOLDERS WORKSHEET**

Stakeholder	What We Know/Don't Know About Stakeholder	How the Stakeholder Affects Achievement of Conservation Goals	How Achieving Conservation Goals Would Affect the Stakeholder



## STEP 7: DEVELOP COMMUNITY OUTREACH OBJECTIVES AND STRATEGIES FOR EACH HIGH-PRIORITY STAKEHOLDER

*The team should analyze the information it has collected so far and create objectives and strategies for each of the high-priority stakeholders.<sup>2</sup> In establishing objectives and strategies, consider the following set of questions.*

- ◆ **For stakeholders who support the conservation goals** — your objective should be to help them become active and effective proponents. What steps can they take to demonstrate their support with decision-makers and other stakeholders, and how can you make it easiest for them to carry out these actions? How can they help neutralize opposition or sway stakeholders, decision-makers and opinion leaders who have not made up their minds?
  - ◆ **For persuadable stakeholders** — What are their reservations? What will it take to win their support? What information would be needed, what are the best ways to frame the arguments, and who are the people best able to influence these stakeholders?
  - ◆ **For stakeholders who could most frustrate our goals and strategies** — What are their concerns? How can we address, reduce or neutralize their opposition? If your organization's projects or programs are actually or potentially hurting these stakeholders, what can be done to mitigate this problem? What arguments would they likely find most meaningful, and what would be the most credible ways to present these arguments? Who do these stakeholders respect, and how could they be enlisted to deliver the most effective messages? The objective is not necessarily to turn critics into supporters, although that would be great; instead, it's to identify and address genuine problems that may exist and to minimize or neutralize their opposition to the extent possible.
- ➔ **Action: Fill in the chart on p. 28 for each high-priority stakeholder.**

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<sup>2</sup> *Objectives* are specific, verifiable and attainable indicators of success. *Strategies* are the specific methods and procedures used to achieve the objectives.

**EXAMPLE: WCA OUTREACH STRATEGY FOR INDIVIDUAL STAKEHOLDERS**

Stakeholder	Perception of WCA	Outreach Objective	Outreach Strategy
<p>County Commissioners</p>	<p>Jefferson may have a favorable perception of WCA, based on our relationship with farmers he knows and with Arcadians for Farmland Preservation.</p> <p>WCA has no relationship with other commissioners. We do not know their views of WCA.</p>	<p>Help Jefferson become a leading advocate for better controls on development.</p> <p>Win at least the tacit support of one other commissioner.</p>	<p>Recruit stakeholders who share WCA’s goals and have good relationships with Jefferson to meet with him, educate him about effects of growth on community, and urge him to lead efforts to restrict development.</p> <p>Develop an information packet to show the financial costs of infrastructure associated with new growth. Brief the commissioners, stakeholders and news media.</p> <p>Learn more about the interests and stakeholder relationships of other commissioners.</p>
			<p>Contact businesses and other stakeholders (i.e., recreational users) who might suffer because of inadequate growth controls (or benefit from better growth controls) and help them influence these policies.</p>

Stakeholder	Perception of WCA	Outreach Objective	Outreach Strategy
<p>Fire chief and other members of volunteer fire department</p>	<p>Hostile to idea of controlled burning and to groups which advocate it.</p>	<p>Win permission to do controlled burning. At a minimum, win permission for a test burn.</p>	<p>Find out more about Harrison. Meet with him, volunteers and local residents to understand their concerns about controlled burning and to educate them.</p> <p>Determine how WCA might build a better relationship with fire officials. Do they have needs WCA could help fill, as a way to build trust?</p> <p>Hold an educational forum for homeowners in the area of the controlled burn. Bring in a resident of another community where a successful burn took place.</p> <p>Bring in a fire chief with whom WCA has worked successfully to meet with Bliss chief and his department. Send Bliss fire officials to observe a controlled burn elsewhere.</p> <p>Ask prominent WCA members in Bliss for their help in persuading opinion leaders.</p> <p>Meet with news media to brief them on the issue.</p>

**STEP 7: OUTREACH STRATEGY FOR INDIVIDUAL STAKEHOLDERS WORKSHEET**

Stakeholder	Perception of WCA	Outreach Objectives	Outreach Strategy

## **FOLLOW-UP STEPS**

### ***1. Ground Truth Your Findings***

The results of a daylong stakeholder analysis are based on the impressions and experience of your organization's staff and may not encompass the full picture. The project team's knowledge of some stakeholders may be limited or incomplete, and other key stakeholders may have been overlooked. For this reason, it is a good idea to ground truth your findings in one-on-one conversations with community members.

Staff should begin to meet informally with private individuals or representatives of local groups, beginning with those whose interests, at first blush, seem to coincide most closely with your own. Acquaint them in general terms with your organization's goals, and explain that you want to meet with people who might be interested in what you are doing. Find out how they think your organization can become a good neighbor in the community. What is their interest in the work you are doing? What are their organizational affiliations? What are their goals for the community? What community issues concern them? Where do people get their information? Whom do they consider credible? By doing this, you will begin to know whether the instincts and knowledge of your own staff are consistent with what local people think about the community.

### ***2. Draft a Community Outreach Plan***

The project team has now decided how to win the support or neutralize the opposition of those stakeholders with the greatest ability to affect the goals and strategies. The next step is to write down the plan: who will take responsibility for executing the strategy for each high-priority stakeholder, and when will they do it. The plan summarizes the objectives and strategies for all of the high-priority stakeholders and will guide the project team as it carries out its strategy.

### ***3. Research Public Opinion, Attitudes and Values***

While providing extremely valuable insights into the community, the information the team has gathered through this exercise is impressionistic. The views of stakeholders and opinion leaders may not represent the attitudes and beliefs of the larger community. Depending on your organization's local goals, the project team may decide it needs to know more about public attitudes to decide how best to mobilize support for and minimize opposition to the project or program.

A public opinion poll can supplement the information the team has assembled with a more quantitative understanding of community opinion. Polls provide a broad indication of the community's views, show differences of views within the population (e.g. by age, location, gender, etc.), and assist in developing effective messages for winning support.

To help refine the message, staff may also want to conduct focus groups. Focus groups provide more in-depth information that is helpful in understanding communities attitudes and can help develop actual language that may be useful to organize support.

Public opinion polls and focus groups will require the assistance of a professional consultant. The cost of polls and focus groups varies according to the project, but a poll typically costs

between \$9,000 and \$15,000, and focus groups cost about \$8,000. It may be possible to identify outside sources of funding for public opinion research.

Government Relations staff in the Home Office can advise you on public opinion research consultants and help provide direction for their work.

Good luck!

**Appendix A**

**DEFINING COMMUNITY**

GEOGRAPHICAL FEATURES, CULTURAL LANDMARKS, AND POLITICAL BOUNDARIES THAT DEFINE A COMMUNITY’S “SENSE OF PLACE”:

1. Political boundaries: What cities and counties does your site fall within? \_\_\_\_\_  
\_\_\_\_\_.
2. Administrative boundaries: What are the school districts, soil and water conservation districts, and other administrative units at your site? \_\_\_\_\_  
\_\_\_\_\_.
3. Natural boundaries: What are the parks, rivers and streams, and other landscape features at your site? \_\_\_\_\_  
\_\_\_\_\_.
4. Sensitive areas and resources: Does your site contain historic features, provide drinking water supplies, or provide wildlife habitat? \_\_\_\_\_  
\_\_\_\_\_.
5. Key landmarks: What are the cultural, historical, and natural features at your site considered by the community as landmarks (e.g., a statue of a president, waterfall, etc.)? \_\_\_\_\_  
\_\_\_\_\_.
6. Physical/municipal infrastructure boundaries: Where are the sewer sheds, solid waste facilities and sewage treatment plants, and transportation networks at your site? \_\_\_\_\_  
\_\_\_\_\_.
7. Nearby areas: Are there other features near your site which may influence or be affected by decision making by one of the communities at your site? \_\_\_\_\_  
\_\_\_\_\_.
8. Other: \_\_\_\_\_  
\_\_\_\_\_.

GROUPS AND ORGANIZATIONS THAT DEFINE A COMMUNITY'S "SENSE OF COMMUNITY"

1. Religious organizations: What are the churches and religious organizations that people living within your site frequent?

\_\_\_\_\_

\_\_\_\_\_

What are the names of individual leaders within these groups and churches?

\_\_\_\_\_

\_\_\_\_\_

2. Political organizations: Are there any political organizations at your site that are particularly active or that people living within your site identify themselves with?

\_\_\_\_\_

What are the names of individual leaders within these groups?

\_\_\_\_\_

3. Civic groups/social organizations: What are the civic groups or social organizations that folks are engaged with at your site? Is there a rotary club, NAACP, or other similar organization?

\_\_\_\_\_

What are the names of individual leaders within these groups?

\_\_\_\_\_

4. Environmental grassroots/interest groups: Are there any environmental or other interest or advocacy groups that people are part of at your site?

\_\_\_\_\_

\_\_\_\_\_

5. Outdoor recreation organizations: What outdoor recreation organizations are active at your site? Are there organized hikes or outfitter associations?

\_\_\_\_\_

\_\_\_\_\_

6. Ethnic groups: What is the ethnicity of people living at and utilizing resources at the site?

\_\_\_\_\_

\_\_\_\_\_

7. Parent-teacher organizations and children's groups (e.g., Girl Scouts, 4-H, etc.): What organizations are parents active in on behalf of their children? What about their children?

\_\_\_\_\_

\_\_\_\_\_

8. Historical societies: Are there any historical societies at your site?

\_\_\_\_\_

\_\_\_\_\_

9. Homeowners associations and neighborhood councils: What are the property owner associations or councils at the site?

\_\_\_\_\_



10. Labor unions: Are people living within the communities at your site involved in labor unions? If yes, then which ones? \_\_\_\_\_
11. Government agencies (federal, state, county, and local): What government agencies have responsibility for natural resource management at your site? \_\_\_\_\_
- What are the names of the specific staff working at your site? \_\_\_\_\_
- What are the names of the local government elected officials among the communities included at your site? \_\_\_\_\_
- Who is/are the county commissioners in the counties at your site? \_\_\_\_\_
- Who are the state government representatives who represent the area your site falls within? \_\_\_\_\_
- What are the fundraising sources for their campaigns? \_\_\_\_\_
- What is the name of the Senator from your state and the House of Representative member who represent your state in the legislative branch of your national government? \_\_\_\_\_
12. Business associations and interests: What are the business associations and interests at the site? Are there any Chambers of Commerce? \_\_\_\_\_
- What are the names of individual business leaders within these groups? \_\_\_\_\_
13. Senior citizen groups: What are the senior citizens groups at your site? Do they meet regularly? \_\_\_\_\_
14. What are the media exists for information at the site (radio, local newspapers, national newspapers, etc.)? \_\_\_\_\_
- What is the editorial slant of any of the local newspapers distrubed at the site? \_\_\_\_\_
- What are the names of the local reporters and editorial staff of any newspapers distributed at the site? \_\_\_\_\_
15. Other: \_\_\_\_\_

LOCAL ACTIVITIES - Local activities are also important for community cohesion and are often where people exchange information. These take different shapes in different communities (e.g., the annual fishing competition, community potluck, and even crop harvesting). List those important within the communities at your site here: \_\_\_\_\_

COMMUNITY LEADERSHIP AND PARTICIPATION ROLES - Community leadership and participation is very important to building and maintaining community cohesion. Can you think of leadership roles and ways to participate in community life among any other communities at your site? \_\_\_\_\_

BASIC SOCIO-ECONOMIC AND DEMOGRAPHIC INFORMATION – What are the land use and land ownership patterns, ethnic groups, education levels, average income, jobs, economic trends, and population figures for the communities within and reasonably near the site? \_\_\_\_\_

## Appendix B

### Human Context Information

#### ***Demographic Information***

- ❑ Population Size & Trends (in-migration, birth/death rates)
- ❑ Makeup of Population (age, gender, ethnicity)
- ❑ Population Distribution (urban, suburban, rural)
- ❑ Level of Educational Achievement
- ❑ Employment Profile & Trends (% employed in various sectors)
- ❑ Unemployment Rate
- ❑ Poverty Rate
- ❑ Per Capita Income and Distribution
- ❑ Average Earnings Per Job
- ❑ Income from Outside the Community (pensions, social security, seasonal)

#### ***Political and Legal Context***

- ❑ Governmental Structure (city/county)
- ❑ Political Makeup of Governing Body/Community
- ❑ Land Use Plans Covering/Affecting the Site
- ❑ Federal and State Laws, Local Ordinances Affecting the Site
  - NEPA and Equivalent State Statutes
  - Federal Farm Bill and State/Local Agriculture Statutes
  - Mining Laws
  - Grazing Laws
  - Endangered Species Act
  - Clean Water Act (includes Wetlands Regulations)
  - State Water Law
  - Historic and Archaeological Preservation Laws
  - Tribal Governance Laws
  - Local Zoning Ordinances
  - Others: \_\_\_\_\_
- ❑ Federal, State and Local Agencies Involved in Implementation of Relevant Laws and Regulations
- ❑ Important Players in the Political and Legal Arenas (individuals or institutions)
- ❑ Political Propensity Toward Biodiversity Conservation

### ***Economic Context***

- ❑ Major Economic Activities That Impact the Site (local, regional, national)
- ❑ Principal Products and Services of the Area
  - What/Where are their Markets
  - How are they Transported
- ❑ Fiscal Profile/Health of Area (spending, taxation, borrowing)
- ❑ Business Vitality (retail sales, earnings by major sector, proprietors as % of total workers)
- ❑ Present/Potential for Tourism to the Site
- ❑ Present/Potential for Compatible Economic Development

### ***Social/Cultural Considerations***

- ❑ Human Inhabitants Within the Site (numbers, occupations, cultural background)
- ❑ Human Inhabitants Surrounding the Site
- ❑ Create a Land Ownership Map for the Area
- ❑ History of the Local Population
- ❑ Relationship/Interaction of the Local Population with the Site
- ❑ Effect of Site Protection on the Local Population
- ❑ Major Local Organizations and Institutions (unions, associations, churches, clubs, etc.)
- ❑ Major Local Opinion Leaders

### **Where to go for More Information**

Most of the information recommended above can be obtained from existing sources. Demographic statistics appear in U.S. Census Bureau publications (**U.S. Census Bureau Customer Services Order Desk 301/457-4100, or U.S. Census Bureau Home Page at <http://www.census.gov>**). These resources include basic social and economic data for the population at large and for major political subdivisions such as counties and municipalities.

Other demographic information (e.g., population, education, land profile and ownership) and socioeconomic aspects of communities (employment, economic sectors, income, poverty, race and gender information, religion) may be found by visiting public libraries, local historical societies, state universities and agencies, via the Internet, and within the local citizenry.

Helpful publications include:

### **The U.S. Census Bureau's Census of Population and Housing**

This is the major source of data relating to population, housing, vital statistics, and income for states, counties, towns and census tracts. It is prepared in detail every ten years (most recently in 1990 - the next will be released in 2001) and provides estimates or interim data for other years. Key reports include:

- County and City Data Book
- State and Metropolitan Area Data Book
- Geographic Area Series (farm and land use data)
- County Business Patterns (payroll and employment data)
- Government Finances (financial and tax information)

### **The U.S. Census Bureau's Census of Manufacturers**

- *Annual Survey of Manufacturers* (state-level data)
- *Current Industrial Reports* (detailed commodity data)
- *Geographic Area Series*

### **The Labor Department's Bureau of Labor Statistics**

- *Employment and Earnings* (by industry, state and some localities)
- *Area Wage Surveys* (wages, earnings, benefits, # of establishments)

### **The Commerce Department's Bureau of Economic Analysis**

- Also provides useful economic data and reports.

### **U.S. EPA's Community Cultural Profiling Guide**

- Tools and techniques for conducting a profile, or assessment, for a community
- Theresa Trainor, U.S. EPA Office of Water, 202-260-3009, wrote the Guide and is very knowledgeable.

### **Other Sources**

- Regional/Local Planning and Economic Development Agencies (compilations of demographic data, land use plans, zoning maps and regulations, information about transportation systems, water and sewer lines, and other infrastructure).

- Economic Development Agencies (census data summaries for the local region, original research, and published data on area wage rates, manufacturers, and employment trends)
- State and Local Chambers of Commerce (employer listings, development incentives, area wages, standard of living indicators, and civic and business information)
- League of Women Voters
- Business Directories
- Secretary of State Filings
- Local Employment Commission Data
- Local Tax Data (sales and businesses)
- The Yellow Pages
- Direct Observation (good tool for researching local businesses)
- Knowledgeable Local Individuals. Several of these individuals should be part of the human and socioeconomic context team and be involved in the assessment. They will be able to provide information on changing land uses, and the history that determines current attitudes, and cultural perceptions. If they do not know the needed information, they will know who does.