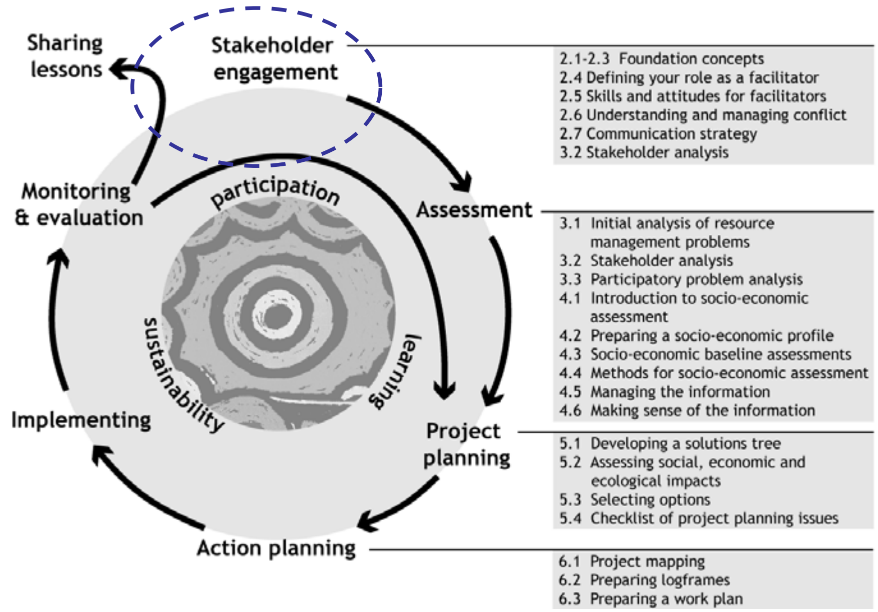
Module 2. Engaging stakeholders



Module aims

This module will help you understand:

- The concepts of stakeholder, community, participation and facilitation, which are central to facilitating participatory programs.
- The meaning of and reasons for taking a participatory approach to social assessment and project planning in a resource management project.
- The benefits of a learning and reflective approach.
- The skills required for effective facilitation and where your personal development needs may lie.
- Conflict, its sources, and some ways of managing it.

Topics

This module includes the following topics:

Topic 2.1 Stakeholder participation

What is a community?

The concept 'community' means different things in different contexts. In this resource kit, the term community refers to a group of people living in a sub-village, a village or several villages in an urban or rural setting that use resources in a common area. As the case study below illustrates, community is often made up of diverse groups with opposing needs, capacities, and interests (Pollnac and Crawford, 2000; Whyte, 2002).

Case 4: Community is diverse

A marine conservation program in Melanesia found that women and youth had a special role to play in managing marine resources and education within the community. The program made special provisions to work with youth and women's fellowship groups to get them involved in project activities, and to engage them in spreading information and knowledge about marine conservation issues in the community.

In another Melanesian project, owners of small shops in a village were found to have unique interests in a marine conservation program. They were collection points for trade in marine resources, and they were the source of purchased goods and foods in the community. They could provide valuable information on species being traded and their financial value, but would also be impacted by efforts to reduce the harvest of any traded species and by a drop in community income levels.

(Conservation International, Milne Bay Stakeholder Participation Plan, no date; Mahanty 1995).

What are stakeholders

As discussed in Module 1, the people and groups who use and manage resources are often at the heart of resource degradation; the relationship between people and environment is captured in the adage 'to manage the environment, we have to manage people'. The first step in this process is identifying who the relevant people, or 'stakeholders', are.

In natural resource management, stakeholders are people, groups or organisations who use, interact with and depend on the resource, whose activities affect the resource or who have an interest or 'stake' in these activities. More simply, it includes those people or groups who:

- possess a stake or interest in, or
- are affected by management of the natural resource or issue with which we are concerned (Borrini-Feyerabend, 1996).

The term stakeholder can be used for individuals, communities, social groups or organisations to represent the diverse interests, differing social dynamics and relationships of power and influence around an issue (see Case 5 for an example of different kinds of stakeholders). In examining who the stakeholders in an issue are, it is important to look more closely into large stakeholder categories such as 'community' or 'NGO', where there may be smaller groups of people with diverse interests. For example:

- Within communities – the interests in a resource may be different depending on gender, age, religion, caste, ethnic affiliation, business size and type, or social ranking (examples: women, youth, chiefs, hunters, fishers, processors, traders).

- NGOs may have different interests depending on their scale of operation, the groups they work with, or their special interests (for example conservation, human rights or health).
- Government generally includes many specific departments. Within departments there may be national and provincial offices, and there may be different degrees of power and authority in decision-making (for example, the role of a local fishery officer would be quite different to the minister for fisheries).

Case 5: Stakeholders are everywhere!

In Vanuatu, stakeholders at the local, provincial, national and international levels are all important in natural resource management. Some examples of stakeholders at these different levels:

Local: chiefs, landowners, neighbouring villagers, church groups, women's groups, youth, settlers without formal rights, locally based extension officers and community development workers, local business people and local politicians.

Provincial: provincial government, Island Council of Chiefs, Island Council of Women, Island Council of Youth, Provincial Government Officers.

National: relevant government departments, national NGOs, National Council of Women.

International: environment organisations, regional/intergovernmental agencies, other international organisations, bilateral aid agencies, international donors.

(Whyte, 2002)

In order for a project to take account of and work with and influence these different groups and their interests, it is important to think deeply about which smaller groups or individuals are nested inside the broad stakeholder classifications that come up in relation to an issue, problem or goal.

Bear in mind that resource management issues often involve stakeholders that are very localised, for example fishers living next to a reef, as well as stakeholders that are more distant but can still have strong interests or be influential in what happens to resources on the reef (see Figure 3 in Topic 2.2 for more information).

Ways to identify stakeholders

Some people find it helpful to classify stakeholders to help them think about their relationship to the resource management issue, and how they may need to be involved in a project:

- **Primary stakeholders** are the ones with a ***direct***, significant and specific interest in a given area or set of natural resources. These people will be most directly affected by the issue, as well as any activities to deal with the issue. It will probably be important to directly involve these people in decisions related to the project. Some examples of primary stakeholders include men and women fishers, reef harvesters, people who are drinking or using contaminated water, etc.
- **Secondary stakeholders** do not use the resource or depend on the resource directly. Yet these people do ***indirectly*** use the products or services from the resource; also their actions may impact on the resource. Some of these stakeholders may be very influential and important to resolving the resource problem, and it may be important to

consult them or make them aware of project activities. Examples of secondary stakeholders for marine resource degradation include fish sellers and overseas families.

- **Third level** stakeholders or key organisations, including organisations with direct responsibility for managing activities affecting the resources or dealing with the primary or secondary stakeholders. For example, government agencies, informal or community organisations (e.g. women's groups, religious organisations, local environment committees), universities and colleges, and non-government organisations.

The process of understanding the stakeholder picture is called stakeholder analysis, and is described more in Module 3. It may seem daunting to try and understand such a complex stakeholder picture! If we use stakeholder analysis at different times in the project, our understanding of who the stakeholders, of important sub-groups, and their interests can deepen over the life of the project. It is therefore important that we do stakeholder analysis not once, but many times during the life of a project, and with different people.

A **first or preliminary stakeholder analysis** at this community engagement stage helps the project staff at the beginning to identify some important groups that they may need to talk to. Later, the method can be used with the stakeholders themselves to build a richer picture of who the players are in the resource issue (during the 'assessment' stage). **To allow for this learning process, it is very important that the project has the flexibility to work with additional stakeholders as it proceeds; you do not want to lock out important stakeholders that you did not know about early on in the project cycle.**

What is participation?

In development and natural resource management, there has been a shift from projects being designed in a top down way, to an approach where stakeholders in an issue or resource are involved in making decisions about how the issues should be managed. The term 'participation' is now commonly used in the language of projects, but can mean different things to different stakeholders.

Because of the different meanings of participation, it is useful to reflect on the different ways in which stakeholders are currently participating in various kinds of projects (see Table 2). This ranges from 'passive' participation, where people are merely told what is going to happen (a questionable mode of participation) to self-mobilisation, where people themselves are initiating the action.

Table 2 A Typology of Participation

Type of participation	Characteristics of each type
Passive Participation	People are told what is going to happen or has already happened. This involves a one-sided announcement by project managers, without listening to people's responses. The information being shared is 'owned' by external professionals.
Participation in Information Giving	People participate by answering the questions of external experts and project designers. People do not have an influence on what comes out of the project, as information and ideas are not shared and there is no checking with stakeholders about the accuracy of information.
Participation by Consultation	People are consulted, and external people listen to views. The problems and solutions are designed by external stakeholders, who may change these in the light of people's responses. Such consultation does not give local stakeholders any share in decision-making, as professionals are not required to take on board their perspectives.
Participation for Material Incentives	People contribute resources, for example labour, in return for food, cash or other material incentives. For example, farmers in agricultural research may provide their fields to test a crop, but are not involved in the experimentation or the process of learning. It is very common to see this called participation, but people have no stake in carrying on activities when the project ends.
Functional Participation	Stakeholders are involved after major decisions have been made rather than early in the project cycle. People form groups to meet project objectives that have been developed by external stakeholders, or sometimes an externally initiated body may be set up to coordinate the efforts of local people.
Interactive Participation	Stakeholders jointly analyse the problems, formulate action plans, and work to set up new local institutions or strengthen existing ones with a lead role in decision-making. Interactive participation often has a strong learning component, and involves working with different kinds of knowledge (local-technical, social-scientific) to pick up on different perspectives.
Self-mobilisation	People take the initiative to change systems or practices. They may develop contacts with external institutions to get resources and technical advice, but retain control over how resources are used. Self-initiated programs may sustain rather than challenge local inequities in wealth and power.

(Pretty et al., 1995)

As project managers and facilitators, it is important to stop and consider what kind of participation you are aiming for in the project, and the constraints and opportunities to achieve this. Bear in mind the suggestion of one researcher, that sustainable development projects need at least 'functional participation' to achieve sustainability, where stakeholder are involved in implementing project activities even if they have had a limited input to designing them (Pretty et al., 1995).

A useful way of thinking about participation is as a process of negotiation and network building between the stakeholders in an issue or project (Leeuwis, 2000, Mahanty, 2002b). The job of project staff is then to facilitate a process of negotiation between different stakeholders. This starts with engaging the right stakeholders, help them to coordinate their activities, facilitating dialogue and helping stakeholders to build the relationships, skills and knowledge they need to plan and sustain their management of resources into the future (Mahanty, 2002b, Whyte, 2002, See Case 6 below). This is important because many natural resource issues in the Pacific require not only community engagement, but also input and support from provincial, national and even international stakeholders. Thinking of stakeholder networks helps us to focus on how we can coordinate efforts at these various levels in the NRM projects we facilitate.

Case 6: Knowing the stakeholders

> The most important thing I have learnt so far in relation to facilitation is the need to be adequately prepared before entering a rural community. One needs to be prepared with respect to preliminary knowledge on the social structure within the community, who the influential people are and what conflicts if any are current.
> (Pers. Comm, Narua Lovai, PNG IWP)

In planning for participation, remember that the involvement of various stakeholders often changes through the life of a project. For example, when one stakeholder group is actively involved, another may be passive during development of a management plan (Whyte, 2002). Case 6 highlights that facilitators need to be aware of the power struggles over resources and authority that often emerge in and dominate participatory processes (Leeuwis, 2000).

It is important to think about the social, cultural, economic, political and logistical situation when planning who should be involved, when, and in what way. For instance, a key question for facilitators in the Pacific is how best to work with traditional leaders and institutions. Evaluations of conservation programs in our region, such as the SPBCP and BCN, have found that working with customary rules and institutions dealing with resource management can help to develop more lasting and appropriate resource management systems (Salafsky et al., 1999, Baines et al., 2002). Yet how participatory and equitable are these institutions? Issue 5 highlights some of the challenges in working through existing authority structures in a community.

Issue 5: Working with traditional leaders in participatory NRM

Traditional leaders, such as chiefs and councils in Polynesia and Micronesia and big men in Melanesia, often play a central role in decisions on resource management around the Pacific. This goes hand-in-hand with the existence of customary tenure of land and sea resources.

However working with traditional leadership systems also raises dilemmas for project staff that are trying to facilitate broad participation by stakeholders. For example, should a council of chiefs make the final decision on rules for using a reef area? Or should other stakeholders have a say? Here are some issues to consider:

- Where the authority of traditional leaders is strong, community members may regard them as the most appropriate authority for establishing and changing rules for resource use. In this case, some questions for you as a facilitator may be:

  How you can ensure that the interests of less powerful stakeholders (e.g. women and youth) are considered in establishing the resource rules?

  How can you deal with any 'political baggage', for example, competition for leadership or conflict between the current leader and individuals or groups in the community?

  Is there any tension between political (elected) leaders and traditional leaders?

- Where traditional leadership is strong, communities may readily comply with resource management rules instituted by its leaders. In many places, though, the authority of traditional leaders is eroding and a strong sense of ownership by stakeholders of NRM rules may help to gain wider compliance. Broader participation in decision-making can help to build this.
- Some resource management problems (e.g. vulnerability to climate change) may go beyond the experience of traditional leaders. Or there may not be an existing forum for dealing with a resource management issue, for example, managing pollution to the water table from multiple localities. In these situations, new arrangements for coordinating action may need to be considered.

While working with existing institutions is important, it is important to recognise that change is often an intrinsic part of these institutions. Dealing with new resource management issues or situations, addressing inequities that may be coming up through social change, and working with wider stakeholders may require a degree of adaptation. The question of how best to work with the traditional leadership in your project area can be answered through assessment, analysis, reflection and discussion with your colleagues. It is also important to keep an eye on how things are going through the monitoring program, so that you can address inequities, conflict or ineffectiveness in resource management.

(Baines et al., 2002, Mahanty and Russell, 2002, Salafsky et al., 1999)

Activity: Attributes of Participation

Purpose:

This exercise can be used with a project team to help them discuss the implications of ‘participation’ in terms of the attitudes, disposition, behaviours and capabilities that are necessary for effective participation in a participatory resource management project.

Participants:

Project manager and facilitators.

Materials:

Flip Charts

Envelopes

Colored Pens

Preparation:

1. Make one copy of the Attributes List per participant.
2. Cut out each attribute from the list and place one set of attributes each in one envelope.
3. Include some blank slips in each set in the envelope.

Time:

1 hour

Steps:

1. Explain that before we examine the concept of participation further, we will consider what attributes are important in relation to participation.

2. Stress that in this activity there is no right or wrong answer but that people will have to justify the choices they make. In so doing they should draw from their own personal experiences or knowledge in working collaboratively with partners in different situations. (If they have the experience ask them to focus on their work with local village communities).

3. Handout an envelope to each participant. Explain that each envelope has slips of paper with words depicting attitudes, behaviours or capabilities. Many of these attributes but NOT ALL are what one might hope to find in communities with whom one may want to work with in an participatory initiative. Some may not apply to all. Blank slips are included and provide an opportunity to add to the list.

4, Ask the participants to carefully review all the attributes and choose five in their personal opinion are the most vital to a programme that hopes to initiate effective participation with local communities.

DO NOT EXCEED FIVE. Prioritising the top five pushes people to consider what is really important to them. Give them 10 minutes to do this.

5. After they have finished choosing the attributes individually, explain the following small group task:

- Once they are in their small groups, they should independently discuss the attributes by each group member and come to a group consensus on a consolidated list of five attributes.
- After they have come to agreement on the five most important attributes for participation, they should paste or note these on a flip chart.
- They should be prepared to explain their choices as well as the process that has led to this.
- The groups will have 30 minutes for this task.

6. Divide participants into sub-groups of five or six and ask them to begin the group task.

7. At the end of 30 minutes ask a volunteer from each group to briefly discuss their process and reasons for their choice.

8. Initiate a plenary discussion using the following questions:

- What are the differences and similarities between the attributes selected by the different groups? Why?
- What were the differences in the process the groups went through in selecting the attributes? Was it easier for some groups than others?
- Did any groups add attributes that were not on the list? What were these? Why were they considered important?
- Which of the attributes listed as important are commonly found in communities?
- What attributes re lacking and need to be developed. (Think about your country and culture.)

9. Mention in closing that we will be looking at the different groups within a community in later sessions and will be discussing how to support these key attributes.

(adapted from Worah et al., 1999)

Attribute List

SENSE OF RESPONSIBILITY

INITIATIVE

COMMON VISION

VWILLINGNESS TO TAKE RISKS

TECHNICAL KNOW-HOW

POLITICAL CONNECTIONS

SENSE OF HUMOUR

PLANNING SKILLS

ABILITY TO MOTIVATE OTHERS

COMMUNICATION SKILLS

ENTHUSIASM

RESOURCEFULNESS

SKILLS IN MANAGING CONFLICT

LEADERSHIP

FINANCIAL RESOURCES

WILLINGNESS TO ACCEPT ADVICE
WITHOUT QUESTIONING

ACCEPTANCE OF WOMEN'S ROLES IN DECISION-MAKING

STRONG CULTURAL IDENTITY

HIGH LEVELS OF LITERACY

OPENNESS TO NEW IDEAS

STRONGLY HIERARCHICAL SYSTEM OF DECISION MAKING

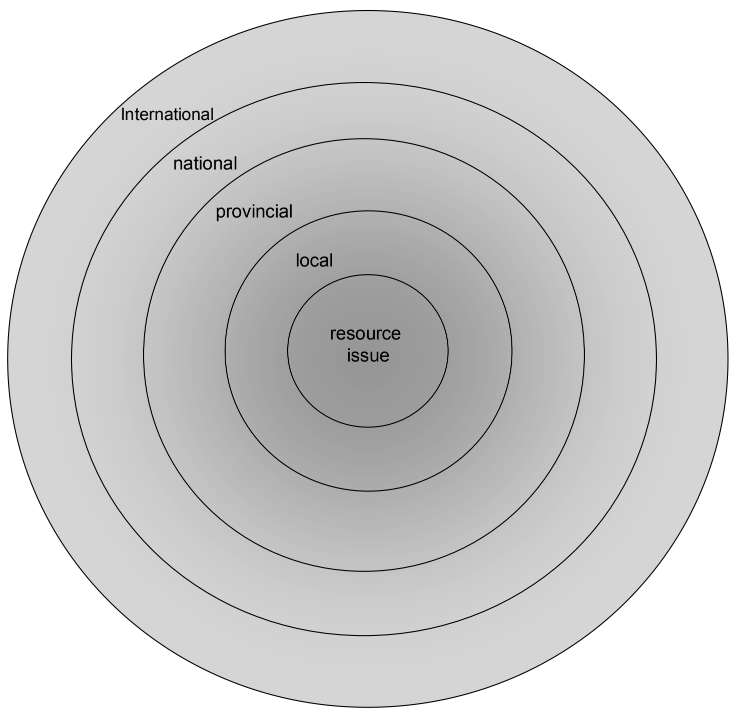
DEEP ROOTED SPIRITUAL BELIEFS

RESISTANCE TO CHANGE

Topic 2.2 Coordinating management efforts between stakeholders

In Module 2.1 we considered the local, national and international stakeholders who play a role in resource management issues. As well as there being stakeholders at different levels, there can also be rules and issues at the various scales that are interacting with a local resource management issue. These multiple layers of management of a resource issue are represented in Figure 3 as an 'onion', with the resource management issue at the heart, surrounded by layers of rules (institutions) and stakeholders (individuals, groups and organisations) that interact with the issue. There may be additional levels (eg. Districts that cover a number of villages) that have not been shown in this picture. Similarly, local level stakeholders may live in the immediate area or include neighbouring villages, for example groups from different communities who come to fish in a certain area.

Figure 3: Levels of a resource management issue



As you will later see in the problem analysis activity (see Module 3.2), problems in resource management can be caused by an absence of rules to guide resource users, inappropriate rules at particular levels, a mismatch between rules at different levels (e.g. Government law may conflict with local management arrangement or ecological boundaries), and lack of information flow and coordination between stakeholders (Lal and Keen, 2002). For facilitators of participatory NRM projects it is therefore important to think about how they can promote coordination between the stakeholders at these various levels, and create a better 'marriage' of the rules that are operating at these different scales. Here are some examples of how three different projects in the Pacific have approached this coordination task (see Case 7).

Case 7: Coordinating stakeholders in the Pacific

The South Pacific Biodiversity Conservation Program established Conservation Area Coordinating Committees with representatives from key stakeholder groups. Membership varied from country to country, and may have included landowners, resource users, government representatives and NGOs. In some cases, these provided an important avenue for coordination between groups that needed to work together on a resource management issue (Mahanty, 2002a).

The Pacific International Waters Project set up National Task Forces in some countries to oversee project implementation. The NTFs were intended to be a 'multi-sectoral' body, meaning that they included both government and non-government interests. Initially the NTF oversaw selection of a focal area (resource issue) and host community for a pilot project. As the project developed, it was envisaged that the NTF could change its membership to include any additional relevant stakeholders, and:

- oversee the implementation process.
- provide support for national level policy and sectoral issues in order to support country activities to address environmental problem in the focal area.
- be the main forum for discussing results and issues related to the project. (SPREP/IWP, 2003 Guidelines)

A marine conservation project in Samoa established a Marine Park that was managed through a District Committee, which included chiefs from each village of the district. The project also employed a District Officer recruited under the recommendation of the District Committee to oversee day-to-day activities for the Park, and village working committees to consult with a range of other groups. The project also signed a Memorandum of Understanding with the Government of Samoa, to enable coordination with the relevant government agencies (Draft Safata Marine Protected Area Management Plan 2002-2006).

The first two cases often involved the establishment of new agencies, although in some countries existing agencies may have taken on the required role. The last project worked more closely with existing institutions, which were strong and functioning at the local level (see also Case 6: Working with traditional leaders in participatory NRM). In some cases, stakeholders may well be coming together for the first time to work on an issue of shared interest (see Case 8 below).

Case 8: Getting stakeholders together

A manager of a participatory NRM project in Vanuatu notes:

Nine villages who had little interaction in relation to environmental management are now coming together to talk to each other discussing their environmental related concerns and issues. Stakeholders at the provincial and national level are beginning to collaborate with each other on issues related to coastal resource management.

Pers. Comm. Leah Nimoho, IWP, Vanuatu

Topic 2.3 A learning approach

In natural resource management we deal with natural and social systems that are by their very nature dynamic and therefore unpredictable. Lessons from community based resource management programs in the Pacific have shown us that in this context it is impossible to design the 'perfect' project; we will never have enough information to make sure we have covered all the possible issues and surprises that can come up while developing and implementing a project.

Case 9: Learning as we go

> A community based conservation program in Papua New Guinea collected information on wildlife exports from the area to keep track of wildlife being exported from the area, the species and collection methods involved. A simple form was developed for use by airline staff transporting freight from the area.
>
> This information was used to analyse how income-generating activities for the project compared with the less sustainable activity of wildlife trade. It helped the project team to assess the effectiveness of project activities and plan for the next phase of the project.
>
> Johnson, A. no date, "Measuring our success", *Lessons from the Field,* BSP, Issue 3.

Because of this, many practitioners are starting to take a more experimental approach to projects, rather than following a detailed project design (or 'blueprint') to the letter. This kind of 'learning by doing' approach needs to be supported by a good monitoring system, to check on the strengths and weaknesses of various approaches and activities. Case 9 shows how this information can then be used to adapt and change project activities if necessary to make them more effective and equitable. Such an approach of 'learning by doing' is called **adaptive management** (Borrini-Feyerabend et al., 2001).

In a participatory program, learning has another important dimension. It is a collaborative venture by a network of stakeholders, because it is this wider group of people, rather than a small project team or donor agency, that ultimately needs the knowledge and capacity to sustainably manage their resources. For this reason, many of the methods for gathering and analyzing information in this kit are participatory. We also look at how to communicate findings with stakeholders so that they can consider the implications and make informed decisions about what to do next.

The project cycle used in this resource kit has 'learning' as one of its guiding principles. The monitoring and evaluation stage are very important for analysing lessons during project implementation as well as at the end of the project cycle. These lessons can be used to adapt project activities, and be shared with a wider community of people, who may be able to apply that knowledge elsewhere. Participatory monitoring and evaluation methods are a crucial part of a collaborative learning approach. While they are not covered in detail within this resource kit, there are other useful resources on this topic (see http://ipo.nos.noaa.gov/coralgrantsdocs/SocMonMan_SEA.pdf for a copy of the IUCN's manual on socio-economic monitoring for South East Asia).

Another important aspect of learning is for staff to stop and reflect regularly on how they work with each other and stakeholders. This is covered in more detail in Topics 2.4 and 2.5 below.

Topic 2.4 Defining the role of a facilitator

Facilitation has been defined as helping a group successfully achieve its aims and tasks while functioning as a group. Facilitation can also mean to:

- enable, or 'make easy'
- help people to help themselves by simply being there, listening and responding to people's needs
- support individuals, groups and organisations during participatory processes.

A facilitator is different to an advisor or resource person who may suggest particular directions and approaches to stakeholders. Instead, a facilitator helps a group to work through their issues and move towards their own solutions (Braakman and Edwards, 2002).

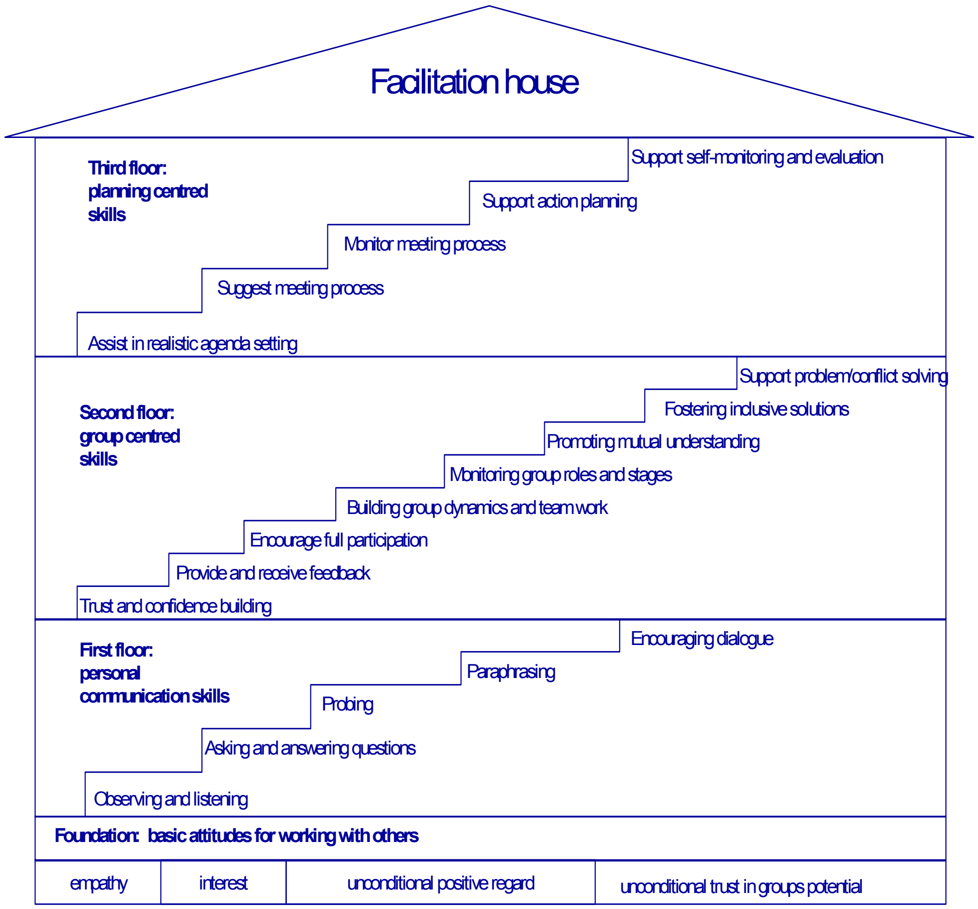
Various project staff can have a facilitation role, whether they are project managers, or facilitators working directly with stakeholders (see Issue 6 below). At a broad level, the aim of facilitation is to support a long-term process of discussion and decision-making by multiple stakeholders to enable them to manage resources more effectively. More specifically, the aim is to create an 'enabling environment' where the views and perspectives of different stakeholders can come forward. At an even more specific level, facilitation involves running meetings and workshops that can help groups to identify and work through issues (Braakman and Edwards, 2002).

Issue 6: The facilitator's role

> The facilitator's role is to support everyone to do their best thinking. They need to ensure participatory values are maintained and that people can work together effectively.
>
> A facilitator has the opportunity and responsibility to teach stakeholders how to design and manage effective sharing, problem-solving and decision-making processes.
>
> The facilitator is responsible for designing and running meetings, and helping the group to set up clear processes for thinking, discussion and decision-making.
>
> As you gain experience as a facilitator, you can tap into a range of thinking activities that can be offered to groups as needed to help them achieve their goals.
>
> Facilitators can also reflect what is happening within the group (the group 'dynamics') to ensure good participation and fair decision-making processes within the group.
>
> Source: Braakman, L. and K Edwards, 2002. *The Art of Building Facilitation Capacities*, RECOFTC, Bangkok.

Another way to understand the role of the facilitator is as a resource person and caretaker of a large house (see Figure 4). Using our house example, while the final building is the task of the group, the facilitator is responsible for watching the building floors and steps to make sure nothing is forgotten, and to help the stakeholders get to their goal (Braakman and Edwards, 2002).

Figure 4: The facilitation house



(Braakman and Edwards, 2002)

This kind of role, where you focus on guiding the process without putting forward your own opinions and ideas, is called being **content neutral**. This means not taking a position on the issue being discussed, or having a stake or position on the outcome. Such a role fits with a project aiming for 'interactive' participation. Remaining content neutral can be challenging when you have specific technical knowledge that is relevant to an issue being discussed. It is important to remember that there may be a space to share such knowledge, but when you start to do this you are stepping out of the facilitation role (Braakman and Edwards, 2002).

Another important point about content neutrality is that it is most appropriate when stakeholders can genuinely establish the aims and objectives of a project. Where these have already been decided, for instance a marine park is to be established, then the stakeholders are not designing the 'house', but deciding how to build the house that someone else has designed. In the participation typology (Table 2), this was called 'functional' participation; having less input to the overall direction of a program may result in a lower degree of stakeholder ownership and stake in the project.

This resource kit contains many methods to help groups of stakeholders identify and analyse issues, discuss options and make decisions about their future management. It is important in using these to remember that your role is to facilitate the group in this thinking and negotiation process. This may require you to develop some of your facilitation skills (see Topic 2.5) and to keep the bigger picture in mind: that you are trying to take stakeholders to a place where they have reflected on the issues and are better informed and capable of making their NRM decisions.

Clarifying your role

Understanding your facilitation role is one thing; but you also need to clarify this with other people (see 'Tips for a self-aware facilitator'). When you approach stakeholders as a project staff, people are likely to have many different beliefs, ideas and expectations about who you are, what your role is, and what you are going to do for them. These ideas may be based on their experience with previous programs, their understanding of what you tell them, their beliefs about people who coordinate projects, and so on. As a facilitator, you can encounter a lot of 'baggage' that has little to do with your own actions! Importantly though, this 'baggage' needs to be managed effectively to build the networks and relationships that are needed to work towards sustainable resource management.

The basic foundations and skills outlined in the facilitation house will stand you in good stead. In addition, here are some basic tips you might consider in working with stakeholders (see 'Tips for a self-aware facilitator').

Attention to these issues at an early stage is likely to help you clarify your role, and deal with any 'baggage' that projects past have left with stakeholders. However it is still important to stay alert and look out for issues around your role and people's expectations during the life of the project. This list of some common issues, and possible options to deal with them come from the previous experiences of facilitators working in participatory resource management projects (see Issue 7).

Tips for a self aware facilitator:

- ☺ Be genuinely friendly
- ☺ Show respect and honour the people you work with
- ☺ Have faith in the people you work with
- ☺ Accept that people have their own values, behaviours and world views
- ☺ Show interest in all aspects of people's lives
- ☺ Step back and listen
- ☺ Behave as you would expect others to behave to you
- ☺ Explain any ground rules and limits of project
- ☺ Be sensitive to local custom as much as possible, and be prepared to ask for clarification where you are not sure about protocols.
- ☹ Avoid raising unrealistic expectations
- ☹ Do not judge
- ☹ Try not to project your own perceptions onto others
- ☹ Do not assume that people need your help
- ☹ Don't give advice
- ☹ Don't think you know better

Source: (Braakman and Edwards, 2002: 93)

Issue 7: Common facilitation challenges in projects

Issue	Options
Desire for immediate action.	Explain benefits of getting it right the first time. Consider the possibility of initiating some activity early so there is some progress from the beginning, e.g. village cleanups can raise awareness, empower stakeholders and improve communication between groups.
Desire for 'stuff'.	Be clear and consistent about limits of project. People will generally act in their own interests, so if they are not willing to act, for instance, without payment, it probably means the program does not appear to them to be for their best interests. This is a signal to clarify what the problems are and perhaps change the program.
Confusion, especially among people who have not attended previous meetings.	Explain clearly. Summarise previous steps so new people will know what has happened before. Leave printed materials.
Lots of people don't participate in group meetings.	Split large or diverse groups up to work on different things at same time while reserving full group meetings for special needs.
Too much stakeholder time, effort and resources going into formal meetings.	Don't ask people to attend meetings when it is not really necessary for them to do so. Work with committees or sub-committees.
Dealing with complaints and requests that are outside bounds of project.	Be clear and consistent about project policies and make sure they applied fairly and transparently.
Sitting fees or meeting fees (where participants receive a fee for attending a meeting)	Be clear and consistent about project policies. Ask the stakeholder group itself to pay necessary and reasonable expenses for their leaders to represent their interests when working for their own benefit. Project should pay any other expenses.
Compensation for land or other resources.	Be clear and consistent about project policies and make sure they applied fairly and transparently.
Changes in project personnel—stakeholders want to see the same faces meeting after meeting.	Plan ahead and try to keep same personnel working with same stakeholder groups. Get formal commitments of employment contracts or appointments before starting work.
Unsure about whether community leaders are supportive.	Think about how you will work with community leaders, for instance briefing them before community meetings

There is one particularly important question for you to consider as a facilitator: what is your relationship to the community or stakeholders that the project is working with? Often, participatory projects engage and train community members as facilitators to work within their own communities. This is an important way to build capacity within communities, and develop the skills and tools to help local stakeholders work through resource management issues in the long term. However, locally based facilitators can face additional challenges in their facilitation role (see Issue 8 below).

Issue 8: It's not easy being an 'insider'

The term 'insider' generally refers to a person from 'inside' a local community. However, facilitators drawn from any group of stakeholders in a project may face similar issues to community based facilitators when working with their own stakeholder group:

- Role confusion – the facilitator may get lost between the content neutrality they need in their facilitation role and the interests and views they hold as a community member and stakeholder.
- Micro-politics – the facilitator may have a history that ties them to one or another group in the community, or a history of conflict with certain groups, making it difficult for them to work together.

These issues do not detract from the value of local facilitators. Yet they do highlight the importance of having avenues to identify and talk about such challenges when they come up. Another related point when recruiting local facilitators is the need to think about where the prospective facilitator sits within a community, their background, affiliations and power.
Finally, it is worth remembering that while you strive to be independent and neutral as a facilitator, when you work with stakeholders you are dealing with politics. One writer has used the term 'micropolitics' to describe the intricate processes that can go on around projects in a community setting. For example, there are often histories of conflict, alliances and competition between individuals and groups within communities. In multi-stakeholder programs, this 'micropolitics' may be played out in a bigger arena, with a lot more players involved (Sithole, 2002). As facilitators, it is imperative that we try to understand these processes so that we can manage them consciously, rather than being caught out! One facilitator shares their experience of 'micropolitics' in Case 10 below.

Case 10: Managing politics

"My most challenging experience as a facilitator has been to clarify misconceptions about the project which were based on false information spread by certain educated and elite members of the pilot project community. Although this was disappointing, I had to be patient in explaining to the people in later meetings the objective and scope of the project."

Pers. Comm, Narua Lovai, IWP PNG.

Topic 2.5 Skills and attitudes for facilitators

Becoming a good facilitator does not require you to be a technical expert or have a university degree! It does, however, require you to think about how you function in a group, and to be willing to stop, reflect and learn about the skills and attitudes you bring to your work. Building strong facilitation skills is a long-term process that requires training, mentoring and ongoing support for facilitators.

We will look more here at what some of these skills are, and help you to work out where you may need to develop further. More material on how to develop your facilitation skills can be found in an excellent resource kit on facilitation produced by RECOFTC (Braakman and Edwards, 2002), which is the source of much of the facilitation material presented here.

The facilitation house presented earlier (see Figure 4) highlights important attitudes and skills that can support good facilitation. At the foundation of the house are important **attitudes** such as empathy (the ability to 'put yourself in another person's shoes'), interest, unconditional positive regard (respect), and trust in the group's potential. These attitudes are communicated in your words, tone, body language and behaviour.

Above this, there are three sets of **skills** that help the facilitator in their role:

Personal Communication skills: the ability to listen, observe and express yourself as a facilitator, as well as encourage contributions from participants in a process.

Group-centred skills: the ability to promote the capacity of the group to work together.

Planning-centred skills: these skills help the group set and move towards their goals.

Being **self aware** is another important capacity you can bring to the facilitation role.

Activity: How are my Facilitation skills?

Purpose:

This activity aims to raise your awareness of the skills needed by a facilitator and where your development needs may lie. It is an activity for individual reflection that you can do by yourself, or individually in a workshop setting.

Participants:

Can be undertaken by individuals working in a facilitation role or by participants in a training workshop.

Time:

15 minutes

Steps:

1. The table below lists a range of facilitation skills. Read each skill and reflect on how well you master this facilitation skill.
2. Rank yourself from 1 (=poor) to 5 (=highly skilled). Then rank how you wish to be, keeping in mind the kinds of activities you will need to facilitate.

Scoring: 1=poor, 02=so so, 3=some idea, 4=skilled, 5=highly skilled

Facilitation skill	Rank now	Want to be
1. Listen attentively		
2. Ask questions to the group		
3. Observe body language and group interactions		
4. Answer questions from the group		
5. Summarise what somebody has said		
6. Summarise group discussions		
7. Give feedback to individuals		
8. Give feedback to a group		
9. Be open to receive feedback from the group		
10. Encourage quiet people to speak		
11. Encourage dominant people to listen to others		
12. Facilitate an open discussion in which all group members can share their ideas and participate		

Source: (Braakman and Edwards, 2002)

Personal Communication skills: the first floor

In the 'facilitation house', we saw that good personal communication skills were amongst the necessary skills and attitudes for a good facilitator. Communication skills that are important in facilitation include:

Listening: Listening is an active process of paying attention and searching for meaning in what is said. The listening checklist below will help you to focus on your listening skills and areas for improvement.

Questioning: questions can be used to help group members to reflect, and think about issues, and make decisions. There are different types of questions that can be useful for different purposes in group meetings. See the checklist below on 'types of questions' for more details.

Probing: probing is related to questioning, and involves asking follow-up questions to gain more understanding about an issue.

Paraphrasing: this is repeating what someone has said using your own words to check you have understood their meaning, reassure the speaker that they are being heard, and share what the speaker has said with a wider group. Braakman and Edwards (2002) suggest that paraphrasing should be used selectively or it can slow down interactions discourage active listening by the group.

Encouraging dialogue: dialogue is an open conversation where participants take equal responsibility and try to understand each other. Unlike debate, dialogue is not competitive, but involves listening, questioning/probing and looking for the best solutions. Facilitators can promote dialogue by clarifying the objectives of a meeting or exercise and the importance of effective listening, probing and paraphrasing and encouraging other participants to do so, challenge preconceived ideas or assumptions.
(Braakman and Edwards, 2002)

Activity: Listening checklist

Purpose:

To help you assess your own listening skills.

Participants:

This activity can be done by you individually, or used by individual participants in a training setting as an introductory exercise for facilitation skills.

Time:

20 minutes

Steps:

1. Think about how you listen, whether you are dealing one-on-one with another person or in a group setting.
2. When you have answered all of the questions on this checklist, you will have an idea of where your strengths are as a listener and areas where you can improve your listening skills.

Questions	Never	Seldom	Sometimes	Often	Always
Do I listen for feelings, attitudes, perceptions and values as well as facts?					
Do I try to listen for what is not said?					
Do I avoid interrupting the person who is speaking to me?					
Do I actually pay attention to who is speaking instead of pretending I am?					
Do I listen even if I don’t like a person or agree with him/her or find him/her dull?					
Do I work hard to avoid being distracted by the speaker’s style, clothing, voice or behaviour?					

Do I make certain that a person's status has no influence on how well I listen to her/him?					
Do I avoid letting my expectations (hearing what I want to hear) influence my listening?					

Source: (Braakman and Edwards, 2002: 128)

Checklist: Types and uses of questions

Questions are an important tool for facilitators to help engage stakeholders in discussion and to obtain information. Yet not all questions are the same! This table shows you some of the different types of questions available to you as facilitators, some of their uses and risks.

Types of Questions	Uses	Risks
General questions: addressed to the group as a whole, perhaps written on a chart or board.	Stimulates thinking. Useful for starting discussion.	Not directed at anyone in particular, so may not be answered. A wrong question can misdirect a process. Need sufficient thinking time or it may not work.
Direct questions: addressed to an individual by name or sub-group.	Good chance it will be answered. Useful to involve silent/shy people. Can shift the focus from vocal people. Can tap a resource person in the group (eg. Fisher). Can take the discussion back to a relevant point that got lost in the discussion.	Can embarrass unprepared group members. More effective if followed by general discussion to move focus back to the group.
Open-ended questions: Start with who, what, when, where, how, why questions that cannot be answered with a simple yes or no.	To get concrete information. Makes people think. Improve quality of discussion by bringing out new information. Good for analysing problem situations.	More difficult to answer. 'Why' questions may be seen as threatening. Facilitator needs to build on responses for the information to be useful.
Factual questions: Asked to gain factual information to individuals or groups.	To clarify information. To steer away from assumptions or generalisations. Useful in early stages of discussion.	Few people who know the 'facts' may monopolise discussion.
Redirected	Ensures answers come from	May give impression

question: Facilitator throws a question asked to them back to the group.	group members. Can promote lively discussion.	the facilitator is not knowledgeable or is avoiding an issue.
Leading question: The expected answer is implicit in the question.	Useful in redirecting a discussion that has gone off track. Helpful in taking charge of the process.	Can be manipulative. Good points can be lost if the facilitator is anxious to take control.

Source: (Braakman and Edwards, 2002: 132)

Managing group dynamics: the second floor

The second floor of the 'facilitation house' covered skills to manage the group process to ensure participation by group members. Full participation in meetings and processes related to the project can be difficult where meetings are dealing with difficult or sensitive issues and when some groups hold less power and influence and are hesitant to speak up. Facilitators can encourage participation by:

- being a good listener
- not judging comments and contributions
- encouraging shy people in a non-threatening way
- discouraging dominance
- not rushing

There may be times when it is appropriate to work separately with some groups in order to give them a full opportunity to express themselves.
One of the facilitator's roles is the development of effective networks and negotiation processes amongst stakeholders. Some tips for facilitating this process can include:

- getting to know group members
- agreeing on and referring to group rules or norms
- encouraging the group to remind or challenge each other if the norms are not followed
- diagnosing the problem with the group if it gets stuck, and looking for solutions collectively
- giving constructive feedback about behaviour
- modelling norms of appropriate and expected behaviour
- being careful about how you form small groups
- counselling individuals outside the group if necessary (Braakman and Edwards, 2002)

Conflict within and between groups is a key issue in many natural resource management projects, and is therefore looked at separately in Topic 2.6.

Planning ahead: the third floor

The final floor of the facilitation house was 'planning centred skills'. These involve planning, designing and monitoring the meetings and activities to help stakeholders work through the relevant issues and get to a point where they can make decisions. One facilitator comments on the importance of planning in Case 11 below. Specifically, facilitators need to:

- Plan which stakeholders to involve and engage in different processes
- Design (and involve stakeholders in planning) agendas and activities to help stakeholders analyse and discuss issues, and work towards decisions.

- Agendas: think about what is realistic to cover in a meeting, what is important in terms of content? What is important in terms of helping the group process along?
- Activities: the activities in this kit are designed to be used with stakeholders to understand resource management issues and their sources, and plan related actions.

Case 11: the importance of preparation

> One of the most important things I have learned about facilitation so far is the need to prepare and organise the materials needed for a workshop or consultation meeting. The sequence of presentations and questions to discuss is an important factor contributing to a successful discussion.
>
> Pers. Comm., Su'a Faraimo Ti'iti'i, IWP, Samoa

- Group processes: think about the various alternatives available to you: large group meetings, small group meetings with specific stakeholders, sub-group activities within a large group, consultation with specific bodies, such as village committees, councils of chiefs and so on.
- Monitor how the meetings and activities are going. Some sample evaluation forms are included in this module.
- Support action planning by stakeholders. Action planning is covered in more detail in Module 6.
- Monitor and evaluate themselves as facilitators: reflecting on your progress is an important learning tool. You can use the skills checklist to see how you are progressing and where you want to go.

Project teams can develop guidelines to help with the initial stages of community engagement (see Case 12 below).

Case 12: Planning for community engagement in the IWP

The International Waters Project suggested that project managers and facilitators consider these points during the early stages of a pilot project in preparing for and engaging stakeholders

- Start with an informal site visit and discussions. They need to be well prepared and informed for these discussions.
- Prepare a first list of likely community problems, solutions and stakeholders based on what they already know from their past knowledge/experience and past reports/documents.
- Develop and carry out a detailed plan for contacting and meeting with main stakeholders.
- Prepare draft agendas for first meetings with main stakeholders and then reviewing that draft with leading stakeholders (eg. Community leaders).
- Meet or communicate privately with leaders to brief them, come to agreement about agenda, and make arrangements for meeting. That way they can get advice on community issues and processes, including any important leadership roles they need to have at the meeting.
- Make arrangements and gather the necessary materials for meetings.
- Think about how they will communicate with stakeholders, confirm meetings, prepare any handout sheets, transport arrangements, etiquette, lines of authority and other materials they may need.
- It could be useful to get laminated aerial photos or maps and write notes on them with markers.
- Consider times, locations, styles and resources for meeting with different stakeholders.
- The general rule is “No Surprises” in public meetings. This means being well prepared for issues that may come up.
- Where the main stakeholders are keen for some immediate action, the meeting needs to discuss and agree on the steps to be taken now and by whom.

(IWP Train-the-Trainer Yap workshop materials, 2003)

Activity: Preparing for stakeholder engagement – team discussion

Purpose:

To help a project team plan the initial steps in engaging stakeholders. Before beginning your meetings and interactions with stakeholders, it can be very useful to work out a common approach with your team.

Participants:

Members of a project team that have a facilitation role (eg. project manager, facilitators).

Time:

30 minutes

Steps:

Discuss and develop preliminary lists of:

- Your agreed, standard translation of the term "stakeholder".
- If your project has a particular focus or scope, clarify what this and why.
- List of main stakeholders in the resource issues of concern to your project (this is likely to be very preliminary and broad at this stage and will be revisited at other points in the project).
- Detailed plans for contacting and meeting with main stakeholders.
- What are outcomes of initial meetings likely to be? Will any actions need to be taken, and by whom?
- Who your team may need to report to on your consultations and their outcomes, and how you will do this.

Checklist: Preparing for Community Consultations

Activity	
Review of initial overall process – How villages are going to be approached Contact of village councils Use of brochures Use of invitations Use of radio and TV announcements How meeting dates and times are to be established	
Review of meeting sequence and sequence of activities Number and type of meetings Sequence of activities Ensure that facilitators are familiar with the program of activities.	
Workshop Materials Review of materials required System for allocating materials	
Clarify financial arrangements Transport Refreshments Meeting hall costs	
Programme Schedule Establish calendar of target dates and community events Establish weekly group meetings to review progress, share what you have learned and discuss difficulties	
Management of Results Review how results are to be kept	

Source (adapted from IWP Niue facilitator toolkit 2002)

Checklist: meeting materials

Below is a checklist to help you prepare the materials that are commonly needed for community or stakeholder group meetings.

Item	
Flip Chart Paper	
Coloured Markers (Chisel Point)	
Scissors	
Stapler	
Paper Clips	
Pens for participants	
Note paper for participants	
Masking tape	

Source: adapted from Niue IWP Facilitator Toolkit 2002

Checklist: Venue preparation

Below is a checklist to help you prepare for community or stakeholder group meetings. Some activities are done days in advance and others upon arrival on the day of the meeting.

REMEMBER! Check on the venue and take inventory well in advance. Inspect the facilities. Be aware of the physical arrangements.

About the Venue:	
Adequate ventilation. (How hot or cold will it get?)	
Sufficient lighting for evening meetings.	
Chairs for all participants.	
Tables for small group work.	
Tables for holding resource materials.	
Sufficient space for small group work.	
Adequate wall space for posting flip charts.	
Toilets for men and women.	

Source: adapted from Niue IWP Facilitator Toolkit 2002

Checklist: meeting preparation

Below is a checklist to help you prepare for a community or stakeholder meeting.

Early Meeting Preparation:	
Plan the meeting agenda.	
Confirm the roles and responsibilities of each facilitator, recorder and timekeepers.	
Make sure everyone is informed about the meeting time, place and purpose.	
Check the activities you are doing and make sure you have the necessary materials in stock. (Use the materials checklist!)	
Confirm the arrangements for breaks – food and refreshments, coffee, tea, juice etc.	
Think about how late-comers can be included and who will up-date them on parts of the meeting they missed. They need to be informed but also you do not want to disrupt the meeting. Should take them aside? Who? Ensure the Agenda is clear enough so they know what has happened.	
Write up the Agenda. Use your best flip chart writing skills!	
Prepare flipcharts for the planned activities well in advance. Use your best flip chart skills.	
Prepare photocopies of needed handouts or information materials.	
Gather the materials for the meeting. Organise into baskets or boxes.	

Preparation at the Start of the Meeting:	
Get to the meeting half an hour in advance.	
Post your agenda and organise how you will post your flipcharts.	
Lay out stationery and activity materials.	
Move chairs into a circle or U-shape to help community members to participate.	
Organise tables for small group activities	

Source: adapted from Niue IWP Facilitator Toolkit 2002

Checklist: Suggested Meeting Agreement

These are some commonly used "ground rules" or rules about how people will conduct themselves in a meeting. You can post these up on a flipchart and see if the group wants to add any new ones, or ask the group to come up with their own agreement and check them against these to see that no important points have been left out:

Example of Meeting Ground rules:

- Allow everyone to participate.
- Any question or comment is a <u>good</u> question or comment.
- Everyone has the right to know (meaning they can ask the facilitator at any time why something is being done or said, and how it relates to the overall meeting aims).
- Show respect for each other. Be courteous, and listen to what others are saying.
- Those who did not participate in earlier meetings please listen and catch up with what was done before. You will get an opportunity to be heard and to contribute.
- Those who have been involved in earlier meetings help newcomers to understand what is going on.
- Explain your comments but also try and keep your comments to the point (we only have limited time and we want to hear from everyone!)

Source: Niue IWP Facilitator Toolkit, 2002.

Checklist: Form to Monitor the Quality of a Meeting Process

Village ____________________Facilitators _______________

Date ___________ Time Start ________ Time Finish ______

Item	Assessment
Pre-meeting preparation by facilitators Pre-meeting checklist completed Facilitators clear on roles and activity sequence Refreshments organised	
Meeting Introduction Clear introduction of meeting purpose Post and review of agenda and logistics Group agreement on process Explanation of how information is to be used & community ownership of outputs	
Meeting activities Activity instructions clear and complete Use of correct and clear examples for SA and PPA Small groups divided by stakeholders All participants involved in small group work Full presentation back of each groups work All participants interested and involved in large group discussions Facilitator content neutral Participants able to express ideas and concerns in their own words (no correcting or judging by facilitator)	
Meeting Conclusion Summary by facilitators of meeting activities Next steps/future meetings explained Evaluation forms completed by each person Participants thanked for participating	

Source: adapted from Niue IWP Facilitator Toolkit, 2003

2.6 Understanding and managing conflict

According to the dictionary, conflict means a clash or difference between opposed principles, statements, and arguments. Conflict has also been referred to as 'an intense experience in communication with trans*formative potential*'. This implies that conflict may be harnessed to achieve positive outcomes (Buckles and Rusnak 1999) if properly managed.

If we as facilitators want to turn conflict into a positive and transformative rather than negative and destructive aspect of a project, we need to be able to recognise conflict, understand the causes of conflict and develop the skills to help stakeholders manage it. We look here mainly at how to understand and analyse conflict. There are other resources that can help you work on your skills in conflict management, which are really an extension of good facilitation skills (see Means and Joysama, 2002 for more information on conflict and strategies on how to manage it).

Conflicts generally have a history, and as facilitators we may step in at different points in the history of a conflict.

- A conflict is **hidden or underlying** when there is no open recognition of conflict, although there are undercurrents and tensions between stakeholders.
- An **emerging** conflict is becoming more obvious as the tensions are being expressed through actions such as avoidance of contact between conflicting parties, informal discussions and alliance forming.
- A conflict is **visible** when it is publicly recognised and full-blown. This may involve outright hostility, complaints, and other unilateral actions by parties. (Means and Joysama, 2002)

Early intervention is important in managing conflict. It is often better to put the resources and time into managing a latent or emerging conflict, than to leave it to become a full-blown conflict that can derail a project, or require expensive and time-consuming intervention later on. It may not always be possible to resolve conflict, but we may be able to manage it a way that stakeholders' views and needs are expressed and systems are put in place to address their differences and grievances (Means and Joysama, 2002).

Conflict can be caused by many different issues. The following table (Table 3) highlights some of the key factors and options for managing these. The table can be used to help you analyse what issues may be contributing to a particular conflict. Note that conflicts generally have many dimensions, and do not need to fit into one or another category of issues, but thinking about the issues can help you to systematically think about what is going on and consider appropriate strategies. Note also that some sorts of conflict, for example conflicting values, may be more challenging to manage than others, such as Information issues (Means and Josayma, 2002).

Table 3: What causes conflict?

Type of issue	Elements	Points to remember in managing such conflicts
Conflicting interests	Conflicts over differing needs and desires, sharing of benefits and resource use Perceived and actual competition of interests Perceived or actual lack of shared interests	Identify common or shared interests Underlying needs may be satisfied in more ways than are at first obvious Clarify whether interests are real or perceived
Information issues	Lack of information or differences in interpretation of information Differing methods of assessing, evaluating, interpreting information Poor communication or miscommunication between parties	Reach agreement on information needs, how to obtain and verify it Reach agreement on criteria for evaluating/ interpreting information Third party may improve communication Encourage transparent decision-making
Difficult relationship	Differences in personality and emotions, misperceptions, stereotypes, prejudices Incompatible behaviours, different expectations, attitudes, approaches to problem solving History of conflict and bad feeling between parties	Identify specific difficulties, encourage parties to avoid generalisations in stating their difficulties with one another Aim to build positive perceptions and solutions Emphasise fair ground rules to be followed by all Work to realign/build relationships fostering care and willingness by participants
Structural issues	Differing ideas regarding appropriate processes, rules, roles and power Perceived/actual inequality or unfairness concerning power, control, ownership, and rules influencing access to and distribution of resources Decision-making strictures, time constraints, geographical and physical issues that hinder cooperation	Help disenfranchised groups understand their own and other parties' perceptions of the conflict Gain agreement on shared review of specific grievances (eg. Representation on a committee) Aim to transform conflict into a force for social change to enable sustainable and long term solutions
Conflicting values	Differences among cultural, social, personal beliefs or different world views and traditions Different goals, expectations, assumptions reflecting personal history and upbringing	Often the most difficult to change as some values may be non-negotiable Focus on interests or shared goals rather than resolving differing values Long term strategy to build respect and support sharing and understanding of values among stakeholders

Source: (Means and Josayma, 2002: 105-106)

Two of the methods covered in this kit can also be adapted to analyse conflict in your project:

- Stakeholder analysis: this can focus on what has become known as the 4 Rs: analyzing stakeholder rights, responsibilities, and returns in relation to a resource and relationships among stakeholders.
- Root cause analysis (referred to here as 'participatory problem analysis): this can be used to analyse the 'root causes' of a conflict rather than of a resource management issue. (Means and Josayma, 2002)

If conflict is a major issue in the communities or resource management issues you are dealing with, you will need to develop your skills in mediating conflict and possibly even be prepared to get help from a more experienced mediator (see Means and Joysama, 2002 for more practical ideas and exercises to help you). Some projects prepare guidelines for conflict management (see Case 13).

Case 13: Guidelines for managing conflict in the IWP

The IWP guidelines suggest the following "steps" for facilitators to approach the successful resolution of conflict surrounding a project:

- compile accurate background information on all parties;
- compile accurate background information to the conflict;
- determine a mutually convenient time for all parties to meet to discuss the conflict;
- invite each party to explain their position clearly. They should be permitted to do this without interruption;
- allow clarifying questions;
- identify areas of agreement or similar interests;
- identify areas of disagreement or conflicting interests;
- agree on a common overall goal for negotiation;
- compile a list of possible options to meet that goal;.
- evaluate each option against mutually agreed criteria (e.g. threats to the resource, livelihoods, etc);
- facilitate an agreement on the options that maximise mutual satisfaction among the parties;
- determine a process, timeframes and responsibilities for actions required to implement the agreement; and
- write up any decisions reached and get the parties to sign that agreement.

In preparing for negotiations to resolve conflict (which may or may not require the assistance of a skilled mediator), the facilitators are advised to check:

- all groups or people who have a stake in the negotiation are willing to participate;
- parties are prepared for the negotiation;
- each party has some means of influencing the attitudes and/or behaviours of the other party(ies);
- there are some common issues and interests on which the parties are able to agree;
- parties demonstrate a willingness to resolve their conflicts;
- parties are willing to compromise to some degree;
- parties feel some pressure or urgency to resolve the conflict;
- the issue is negotiable;
- the parties have some authority to actually make a decision, and
- any agreement reached is feasible and achievable.

Source: SPREP IWP Guidelines, 2003

Addressing Grievances

In this kit, a grievance refers to a complaint or allegation by a stakeholder that they are suffering some kind of hardship or injury as a result of the actions of a facilitator or other project staff, or because of project activities.

Some examples include complaints related to land disputes, delays or non-delivery of services, favouritism, corruption, the behaviour of staff or community members working with the project, or poor workmanship. Sometimes the new systems or technologies introduced by a project can result in complaints from users until community members are familiar with them – or until the flaws or weaknesses are addressed. For example, new waste management services may have many complaints from communities before things are worked out. Changes in existing community fisheries management systems or introduction of new management regimes may take time before they are running smoothly and accepted by all members of the community.

You may feel that good facilitation and project design should avoid such problems! Yet experience is showing that it is useful to anticipate grievances and have a process worked out for dealing with them.
From the outset there is a need to develop a "transparent" (meaning all parties can know or see what is going on) plan or plans to hear and deal with complaints during the project and after the project ends.
The plan or plans to handle grievances or complaints should be made with input from stakeholders and should be presented in the initial phases of working with these stakeholders (as part of the initial stakeholder engagement). The plans need to clearly outline:

- guiding principles for working with stakeholders (e.g. any guidelines developed by the project);
- the process for handling complaints;
- who would be responsible for what actions and should direct people to whom or where to direct their complaints. Include telephone numbers and names where appropriate;
- how the plan will be communicated to all stakeholders.

2.7 Communicating with Stakeholders

As mentioned in Topic 1.2, there are different methods for communicating with stakeholders depending on what it is you want to communicate and who your target group is. It will be important to provide feedback to the community and other interested stakeholders as the design and implementation of the project evolves (See Issue 9).

Issue 9: Keeping stakeholders informed during project design

As the design and implementation of the pilot project evolves it will be necessary to:

- clearly advise stakeholders about what it going to occur and the procedures involved prior to ever planning activity or meeting;
- Provide feedback to the community and other interested stakeholders on the actual work and information gathered and analysed as it progresses and follow-up activities.

This needs to include:

- making it clear to the community how the information gathered is going to be used, (e.g. to help them make decisions)
- what it will contribute to (e.g. development of a management plan) and
- who will be responsible for managing the information.

The community should also be alerted to any risks or concerns that could delay or impact negatively on the development of the project.

Communication options can be one-way, where you are 'delivering' information to a stakeholder group, or two-way, providing opportunity for discussion. One-way methods may be appropriate in some situations or to reach certain stakeholders. Examples of these include:

- Written reports
- Visual materials (eg. posters)
- Oral presentations (eg. seminar)
- Mass media (eg. radio, newspaper, video)
- Websites

Two-way communication strategies are appropriate when you are trying to gain feedback from the stakeholders on findings, and to use the findings as a basis for project planning. Examples of two-way communication processes include:

- Group discussions/workshops
- One-on-one discussions
- Bulletin boards
- Remote communication facilities (eg telephone, videolink)
- Email

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