

A STAKEHOLDER ANALYSIS TYPOLOGY FOR INCLUSIVE URBAN PLANNING

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Abstract

We are currently assisting to a significant trend of the urbanization process dealing with the inclusive growth of cities. Sustainable land policy, participatory practices and new mechanisms for facilitating the equal distribution of wealth and opportunities, are gathered together in the inclusive city concept.

This paper explores strategies to design an inclusive process through urban planning. Specifically, the critical role of actors network is addressed by proposing a stakeholder analysis typology.

As shown, a proposal for an urban strategy in a socio-economic scenario has been elaborated in Barracas, a suburb of Buenos Aires, as a case study. The current institutional existing strategy, based on an independent artistic production, is set to promote the creation of new design firms for the development of the local economy. The objective of the research is to propose a complementary strategy to the one currently used, highlighting the urban impact on the neighbourhood. A complex and multidisciplinary framework has been outlined, based on the formulation of a new stakeholder scenario.

The increasing complexity of the expansion of the stakeholders involved in the process, as well as the implementation of opportunities at multiple levels, generates a new challenge in terms of network management. This research opens new opportunities for discussion, concerning online participatory models. By the observation of the evident effects of digital revolution in all fields of knowledge, including architecture, can Open Source become a key tool in the design process?

1 Introduction

The study focuses on Barracas, one of the poorest suburban neighbourhoods of Buenos Aires, located in its southern part, at the edge of the city. Its urban pattern is characterized by a low-density built environment, mixed land uses and different building types – such as the high number of fabrics gradually abandoned along the 19th century. Based on the latest available data of the 2010 Census, this district has an average income (29504 Argentine pesos = 2753 euros) almost equal to the city average, but a higher rate of illiteracy (0,8%) and a higher unemployment rate (7%).

As part of the general strategic plan Buenos Aires 2030, the creation of a *Distrito de Diseño* in Barracas has been institutionalized in 2013. The aim of *Distrito de Diseño* is to encourage the development of the design industry as a strategic economic sector of the city, simultaneously with the institution of four other economic districts located in the southern part of Buenos Aires (*Distrito Tecnológico*, *Distrito Audiovisual*, *Distrito de las Artes* and *Comuna 8*). This district acts as generating pole for the creation of design firms, by increasing then the ecosystem linked to them, and broadening the tourist circuit of the city in its outwards. Loan funds and tax exemptions are the operative instruments of the promoting strategy of the creation and the development of design firms.

The outcomes, so far, of *Distrito de Diseño* have been investigated through an evaluation of the impacts of the strategy. According to the results, a prevalence of the economic impact has been observed and unsubstantial effects on the requalification of the neighbourhood have been outlined. The analysis of the urban impact reveals punctual redevelopment interventions in order to establish new support centres for the design firms – such as was the rehabilitation of the old market, converted in the *CMD Centro Metropolitano de Diseño* building.

As a consequence of the critical interpretation of the current scenario, the objective of this research is to define a strategic process, based on the expansion of the current one. The main objective is to implement the contact points between the economic and urban development of *Distrito de Diseño* strategy, to make the neighbourhood's renewal more effective. A stakeholder analysis typology is proposed in this paper, as part of the method adopted for the urban strategy planning. The key questions to define the framework method

for the stakeholder analysis are the followings: what are the power-interest assets creating the implementation conditions of the current strategy, along the inclusive city direction? What is the method to define a new interaction scenario, encouraging participative process in the strategy planning?

1.1 A typology of stakeholder analysis: presentation of the method

The purpose of this paper is to explain a stakeholder analysis typology (Section 2) for the proposal of a new scenario, defining a possible configuration for the urban strategy project (Section 4). The theoretical basis classifies three mutually supportive approaches for stakeholder analyses: descriptive, instrumental and normative (Donaldson and Preston, 1995).

The descriptive approach is used to identify stakeholders, their characteristics and their connection to particular phenomena. With the aim of developing a normative setting or an instrumental approach, an objective description of the stakeholders is necessary to outline the current state of affairs. The instrumental analysis is characterized by a pragmatic approach and focuses on the research of management modes for the achievement of selected outcomes. The normative approach is used to legitimate the decision-making process, considering the stakeholders as acting subjects in the legal and institutional context. The method adopted for the urban strategy planning is structured in four sections.

1. Analysis of the current scenario
 - 1.1 The development policy promoted by *Ministerio de Desarrollo Económico*
 - 1.2 The *Distrito de Diseño* strategy: operational instruments analysis
 - 1.3 Accomplished results: economic, social and urban impacts analysis
2. Stakeholder analysis
 - 2.1 Current stakeholder scenario
 - 2.2 Proposal of a new stakeholder scenario
3. Analysis of the context
 - 3.1 The matrix: a multi-scale mapping approach through selected categories
 - 3.2 Matrix's outcomes
4. Urban Strategy project proposal
 - 4.1 Study of the expansion modes of the current strategy
 - 4.2 Strategy timeline

In the Section 2 the method for stakeholder analysis typology is explained.

2. Stakeholder Analysis

- 2.1 Current stakeholder scenario
 - 2.1.a Identification of the stakeholders
 - 2.1.b Classification and categorization of the stakeholders
 - 2.1.c Interaction mapping
 - 2.1.d The power-interest grid
- 2.2 Proposal of stakeholder scenario
 - 2.2.a Selection criteria
 - 2.2.b Identification of the stakeholders
 - 2.2.c Classification and categorization of the stakeholders
 - 2.2.d Proposal of interaction mapping
 - 2.2.e Proposal of power-interest grid

The adopted method consists of two sections: in the first part (2.1) the current stakeholder scenario is analysed, and in the second part (2.2) a new stakeholder configuration is proposed. Each section includes methods for first identifying, classifying and categorizing stakeholders, then evaluating the interaction between them, and analysing the power-interest base of the stakeholders. A descriptive approach was used in the analysis of the current stakeholder scenario (2.1.a, 2.1.b). while an instrumental approach was chosen in the other part of the method (Section 2.2).

The identification (2.1.a) of the stakeholders involved in the current scenario relied on monographic analysis. The stakeholders was examined individually through the description of their present condition, their position

within the political hierarchy of the city, the internal power subdivision, and the management modes for the decision-making related to the current scenario. The identification stage was complemented with the analyses of the objectives and the resources of the stakeholders, representing a key stage for the critical interpretation of the current scenario.

The objectives define the specific purposes of the stakeholders, and the resources were the instruments with which the stakeholders influenced the current scenario mutually interacting.

The classification and the categorization of the stakeholders (2.1.b) were subsequent to their identification. The classification was complementary to the monographic description and enabled to clarify the role of the stakeholders involved in the current scenario, selecting within the options (Dente 2011): promoter; director; oppose; partner; mediator; gatekeeper; filter. The categorization outlined a broad interaction scheme within the current stakeholder scenario.

1.1.1 Analysis of the current scenario

The interaction mapping defined the interrelations between stakeholders. According to the hierarchy that binds them reciprocally, an interaction can be mono-lateral or bilateral, formal (established by rules) or informal (the potential ones not formally stated), (Ackermann and Eden, 2010).

The power-interest grid defines in a Cartesian plane (power in abscises, interest in ordinates) the position of the stakeholder corresponding to its power-interest base. The grid was divided into four areas grouping the subjects in the following categories: players, subjects, context setters, crowd. The final disposition defined the power-interest distribution of the current stakeholder scenario, delineating interrelated power-interest position between the stakeholders. The power-interest configuration was based on the analysis of the objectives and resources of the stakeholders and shown the relative influence of each subject in the current scenario. In the current power-interest asset, the key players are the institutions involved in the economic development of the district – such as *Ministerio de Desarrollo Económico* and *Subsecretaría de Economía Creativa*. By contrast, the stakeholders related to the urban development – such as *Ministerio de Desarrollo Urbano* and *Ministerio de Ambiente y Espacio Público* - are categorized as subjects and crowd, outlining a modest influence in the current scenario.

1.1.2 Proposal of a new scenario

The Section 2.2 of the method defines an alternative stakeholder scenario for the implementation of the *Distrito de Diseño* strategy with a complementary one aimed at increasing the urban impact.

On the bases of the stakeholder analysis conducted, a new scenario is proposed. This scenario selects new subjects to be included in the transformation process and changes the power-interest configuration of the current one. The selected criteria (2.2.a) for the definition of this new scenario are: the increasing of the representative level of the local population, including the local population in the decision-making process, and the introduction of appropriate resources in the strategy for increasing the urban impact.

The new stakeholders selected for the proposed scenario are identified (2.2.b), classified and categorized (2.2.c) as explained in the Section 2.1 of the method (2.1.a, 2.1.b). Subsequently to the proposal of the stakeholder scenario, a new interaction mapping has been proposed (2.2.d) and is showed in the Figure 1.

The power-interest asset introduced (2.2.e) was defined by modifying the power-interest base of selected stakeholders present in the current scenario, and by evaluating the position of the new ones. The power-interest grid seen in Figure 2 is necessary for the planning of the urban strategy proposed, providing the base for a new interaction between the stakeholders. The interrelations between the stakeholders are developed through the articulation of the strategy process in the Section 4 of the method.

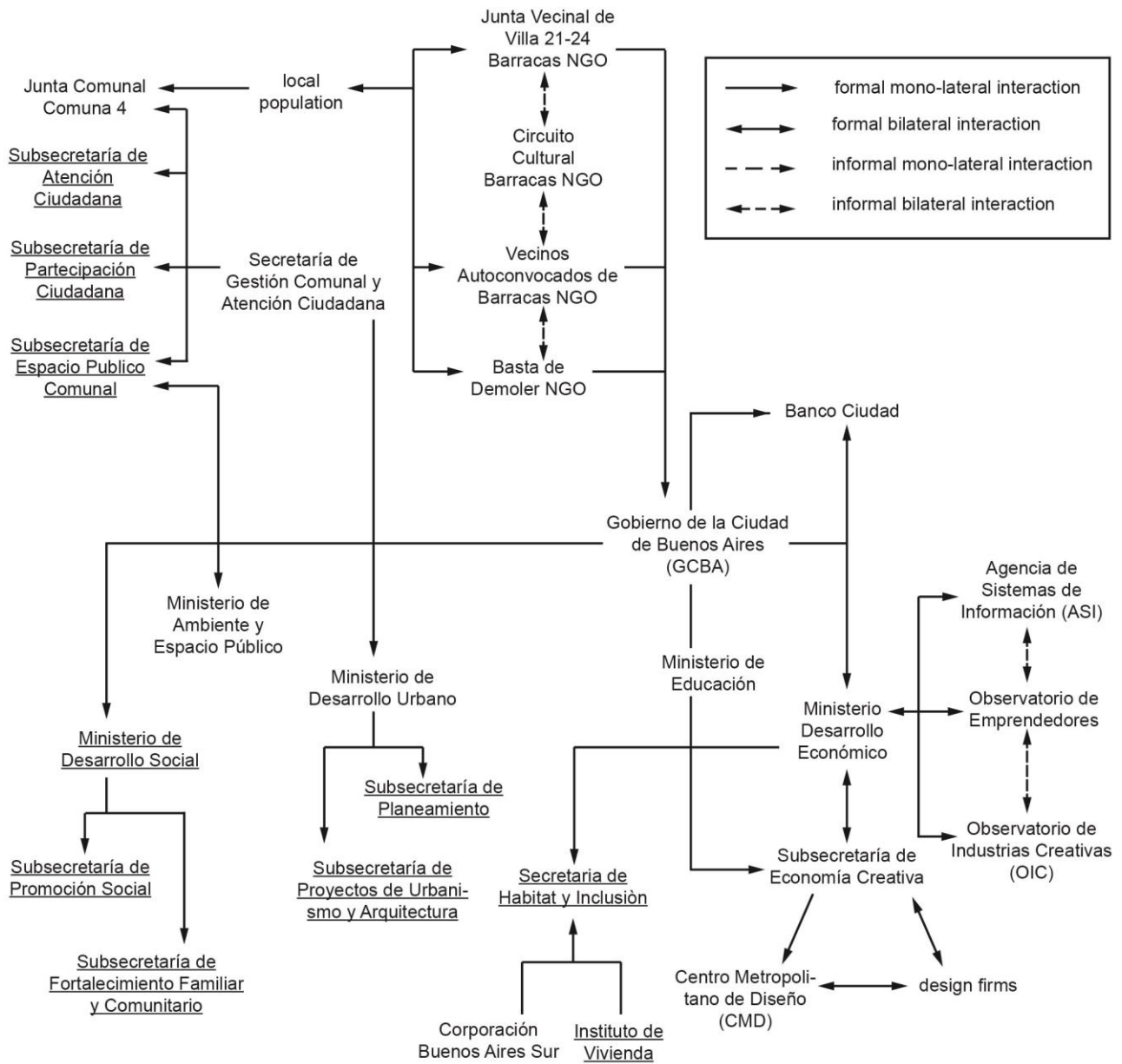


Figure 1 Proposal of interaction mapping. The stakeholders selected to participate in the new scenario are underlined.

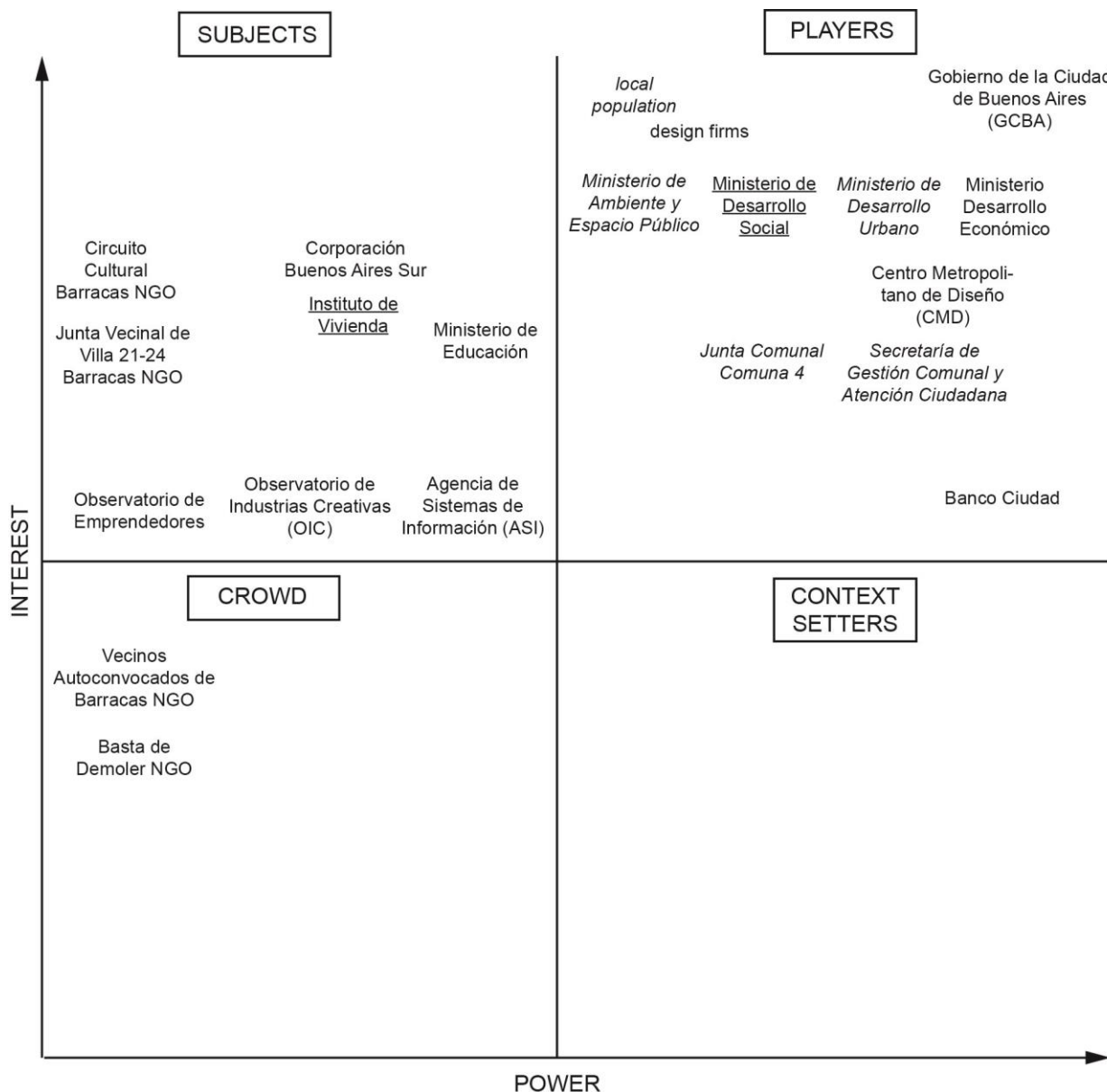


Figure 2 Proposal of power-interest grid. The stakeholders selected to be added in the new scenario are underlined, the ones that whose power-interest asset was modified from the current scenario are written in italic. The undersecretaries selected to be added in the new scenario appear in Figure 1. The undersecretaries were not reported in the present grid because was assumed that their power-interest base depended on the ministry to which they were hierarchically subordinated.

2 Discussion of results

- The stakeholder selection in Section 1 is based on the analysis of the impacts of the present strategy and provides an interpretation of the existing scenario. The stakeholders playing marginal roles are considered for two main reasons. First, their influence should be evaluated regarding the power-interest asset defined in the new scenario, revealing new opportunities of interaction. Secondly, cases of social marginality should be taken into account as an issue to address, along the direction of the inclusive city. Local population and related associations play an important role in the new scenario, encouraging a participative process.
- The interaction mapping (2.1.c, 2.2.d) efficiently defines the stakeholder network, outlining formal and informal relations. The information exchanged between the stakeholders is not captured by the interaction mapping and should be analysed on the bases of Section 2.1.a., to define the power-

interest asset more precisely. The resource analysis should be defined in two stages: it first considers the general resource types associated to each stakeholder (2.1.a); and then considers the ones related to the interactions between them.

- The comparison between the current interaction mapping and the proposed one (Figure 1) shows a relevant network expansion, as per the selection criteria illustrated in Section 2.2.a. This fact needs to be considered in relation to the management complexity. Open Source method could be evaluated as a possible management tool for participatory process, through the appropriate operational tools (source, platform, community).
- The selection criteria defined in Section 2.2.a should be developed further as a specific objective of the proposed strategy. This is a key phase for the configuration of the new scenario and it should be deepened according to the specific characteristic of the inclusive city.
- The power-interest grid proposed (Figure 2) provides quantitative information on the relative influence of the stakeholders in the new scenario. The new power-interest asset is based on many assumptions related to the specific interests of each subject. These qualitative information are implicitly included in the power-interest grid. Thus, the configuration proposed has to be considered as a base for the strategic planning (Section 4), proving its validity in the articulation of the process.
- The definition of a new scenario shows the latent potential of the current one and is the base for the expansion of the current strategy. The configuration proposed should be revised simultaneously with the definition of the strategy phases (Section 4), evaluating the specific emerged circumstances. The development of the stakeholders' relations in the urban strategy planning could reveal new opportunities of interaction that should be evaluated, partially redefining the proposed asset.
- The comparison between the power-interest grids outlines the changing roles within the appropriate categories (player, subject, crowd, and context setters), indicating the modification of power-interest bases of selected stakeholders of the current scenario. Furthermore, new stakeholders are selected to take part to the scenario. These variations should be explicated properly in a dedicated section of the proposed methodology. Consequently, the analysis typology could be divided in three sections: 1) an analysis of the current scenario; 2) a description of the variations made on it; and 3) an illustration of the new proposed scenario.
- Beyond the methodological issue, the proposition of the stakeholder analysis typology reflects on the meaning of a stakeholder acting as a subject in the urbanization process. The new scenario is aimed to create a new configuration, proposing an interaction model along the inclusive city direction, to fight social exclusion and marginalization. The project highlights the current role of institutions and how well-managed city could promote inclusive processes in urbanization. In the current scenario, public institutions represent the main promoter of the strategy and have the potential to facilitate inclusive networks and local collaboration through participative policy. The proposed configuration has to be considered as the groundwork for a new inclusive direction, upholding the rights of the local population.

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