



**The Republic of Vanuatu/La République de Vanuatu**

**Office of the Prime Minister/Bureau du Premier Ministre**

**Office of the Government Chief Information Officer (OGCIO)/  
Bureau du Chef de Service de l'Information (BCSI)**

# **OGCIO**

# **Stakeholder Management**

# **Plan**

August 2013



## Greetings from Fred Samuel, Chief Information Officer!

Welcome to our plan for stakeholder management (SM). This plan is the first ever such plan by the Office of the Government Chief Information Officer (OGCIO), and as such represents a major milestone in the development of the Office.

Stakeholder management is a key procedure in the success of any major ICT (information and communications technologies) effort. To date OGCIO has undertaken a major stakeholder assessment, but has not previously created an on-going stakeholder management plan. This report takes that effort forward, and builds on the previous assessment, to allow a longitudinal comparison of OGCIO's progress over time.

This Stakeholder Management Plan has the following major steps:

- Identifying an international standard to use in stakeholder management
- Assessing the past work in and current state of stakeholder management
- Creating a vision of future stakeholder management processes, using the international standard
- Developing a transition plan to move from the current to the future state.

These steps will help OGCIO achieve its major goal: a “just, educated, healthy and wealthy Vanuatu.” We hope you enjoy reading our Stakeholder Management Plan, and we invite your comments and inputs.

Thank you for your interest in the exciting world of ICTs!

Sincerely,  
  
Fred Samuel  
OGCIO



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## **Introduction**

Stakeholder Management (SM) has been internationally recognized as an important component of the toolbox used by any ICT organization or Chief Information Officer's (CIO) unit in achieving organizational objectives. According to the Project Management Institute (PMI), SM is a series of inter-related organizational processes by which an organization identifies its stakeholders, plans their engagement in project decisions, and communicates with them to meet their needs or control their expectations.<sup>1</sup>

As can be seen from the general nature of this definition, SM is not limited to ICT organizations, and can in fact be implemented in any field by any organization, be it government, NGO or profit-making. It appears that organized SM has not yet been utilized by any Government of Vanuatu (GoV) organization, so in moving to adopt an organized SM approach, OGCIO is hoping to provide a role model for other GoV units and agencies.

The rest of this report provides the following sections:

- OGCIO stakeholders
- Identifying an appropriate international standard for SM
- Principles of good SM
- Assessing the previous effort and current state of SM in OGCIO
- Developing a plan to move from the current to the desired state of SM.

## **OGCIO Stakeholders**

As presented in the OGCIO Corporate and Business Plan, the following is a list of OGCIO stakeholders.

- The people of Vanuatu
- Prime Minister's Office, Council of Ministers, Parliament, and Malvatumauri (National Council of Chiefs)

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<sup>1</sup> Mario Trentim, *Managing Stakeholders as Clients* (Newtown Square, PA: Project Management Institute, 2013) pp. 165-166.

- Development Committee of Officials (DCOP), and the National ICT Development Committee
- Technical Advisory Group (TAG) of the OGCIO
- Ministries and agencies, including quasi-independent or independent agencies, of the Government of Vanuatu
- Telecommunications and Radiocommunications Regulator (TRR)
- Telecommunications service providers
- ICT equipment installers, sellers of ICT equipment, ICT consultants, offshore outsourcing firms, and other players and employers in the Vanuatu ICT market
- Other utilities in Vanuatu
- Vanuatu Chamber of Commerce and other business associations
- Labor unions and professional associations
- SMEs and organizations of SMEs
- Private sector firms
- Voluntary government watchdogs
- Public policy institutes and think tanks in Vanuatu and the region
- Regional and international associations active in ICTs
- Regional and international voluntary groups and professional associations active in ICTs
- Universities and colleges in Vanuatu and the region
- Public and private schools in Vanuatu
- Banks in Vanuatu
- Tourism organizations and agencies in Vanuatu and the region
- Agricultural associations in Vanuatu
- NGOs and donor partners active or potentially active in Vanuatu
- Diplomatic missions to Vanuatu, and countries active in trade, diplomacy, aid or exchanges with Vanuatu
- International and regional organizations active in the area of ICTs, in particular the International Telecommunication Union, the Asia-Pacific Telecommunity, and the Secretariat of the Pacific Community
- Press and media outlets, domestic and foreign, which cover Vanuatu
- Cultural centers, museums, speakers of regional and island languages, and other repositories of Ni-Vanuatu culture and local content
- Custom land owners
- Current and potential investors in Vanuatu.

Of course, this list will likely be modified from time to time, as new stakeholders are identified, and the stakeholder management processes described in this report are undertaken.

In the third quarter of 2011 a survey was undertaken of the OGCI stakeholders. This survey broke the relevant population into six groups, as follows:

<p><b>1</b></p> <p><b>Ministers and Parliamentarians</b></p> <ul style="list-style-type: none"> <li>▪ Prime Minister</li> <li>▪ Leader of the Opposition</li> <li>▪ Speaker of Parliament</li> <li>▪ Minister of Finance</li> <li>▪ Minister of Infrastructure and Public Utilities</li> <li>▪ Minister of Education</li> <li>▪ Minister of Youth and Sports</li> <li>▪ Minister of Trade and Industry</li> <li>▪ Minister of Ni-Vanuatu Business</li> <li>▪ Minister of Foreign Affairs</li> <li>▪ Minister of Internal Affairs</li> <li>▪ Minister of Land and Natural Resources</li> <li>▪ Minister of Justice and Social Welfare</li> <li>▪ Minister of Health</li> <li>▪ Minister of Agriculture, Quarantine, Forestry, and Fisheries</li> </ul>	<p><b>2</b></p> <p><b>Government Agencies and Constitutional Bodies<sup>1</sup></b></p> <ul style="list-style-type: none"> <li>▪ Executives</li> <li>▪ Directors General</li> <li>▪ Senior Officers</li> <li>▪ Officers</li> <li>▪ IT Officers</li> <li>▪ Consultants</li> </ul>	<p><b>3</b></p> <p><b>Statutory Bodies</b></p> <ul style="list-style-type: none"> <li>▪ Vanuatu Investment Promotion Agency</li> <li>▪ Vanuatu Chamber of Commerce</li> <li>▪ Reserve Bank of Vanuatu</li> <li>▪ Vanuatu National Provident Fund</li> <li>▪ Financial Services Commission</li> <li>▪ TRR</li> </ul>
<p><b>4</b></p> <p><b>Media and Civil Society</b></p> <ul style="list-style-type: none"> <li>▪ Public at large</li> <li>▪ Churches</li> <li>▪ Chiefs</li> <li>▪ NGOs</li> <li>▪ Print media</li> <li>▪ Broadcast media</li> </ul>	<p><b>5</b></p> <p><b>Private Sector/Business Community</b></p> <ul style="list-style-type: none"> <li>▪ Financial Institutions</li> <li>▪ Tourism Operators</li> <li>▪ TVL</li> <li>▪ Digicel</li> <li>▪ Other licensees</li> <li>▪ Daltron</li> <li>▪ IP Connect</li> <li>▪ DATEC</li> <li>▪ Incite</li> <li>▪ CNS</li> <li>▪ Independent ICT Practitioners</li> </ul>	<p><b>6</b></p> <p><b>Development Partners and Regional Organisations</b></p> <ul style="list-style-type: none"> <li>▪ AusAID</li> <li>▪ NZAid</li> <li>▪ Governance for Growth</li> <li>▪ EU Office</li> <li>▪ Embassy of the PRC</li> <li>▪ Embassy of France</li> <li>▪ JICA</li> <li>▪ UNICEF</li> <li>▪ World Bank</li> <li>▪ ADB</li> <li>▪ US Peace Corps</li> <li>▪ Secretariat of the Pacific Community (incl. CTO and ITU)</li> <li>▪ Melanesian Spearhead Group</li> </ul>

## Identifying an Appropriate International Standard for Stakeholder Management (SM)

SM has been recognized as an important need for ICT and other project-oriented organizations since 1984, when a “stakeholder approach” to strategic management was first proposed by R. Edward Freeman.<sup>2</sup> Freeman contended

<sup>2</sup> R. Edward Freeman, *Strategic Management – A Stakeholder Approach* (Boston: Pitman, 1984).

that existing theories of strategic management were not dealing well with the quantity and kinds of changes affecting managers. In a clear play on the word “stockholder” – the usual key driver of business strategy -- Freeman broadened the driver to “stakeholder – any group or individual who is affected by or can affect the achievement of an organization’s objectives.”

Since 1984, SM has advanced to include various ways to analyze, categorize and mobilize stakeholders. These various approaches have been incorporated into the major schools of Portfolio, Program and Project Management (PPPM). These include:

- The Project Management Institute’s (PMI) Global Standard for Portfolio Management and the PMI Global Standard for Program Management<sup>3</sup>
- The PRINCE2 (Projects in a Controlled Environment) project management system, the IT Infrastructure Library (ITIL) service approach, the P3M3 (Portfolio, Programme and Project Management Maturity Model), and other systems as described in publications of the British Office of Government Commerce and registered as a trademark and creation of HM Government
- The Val IT governance framework, which is now closely integrated into COBIT (Control Objectives for Information and related Technology), both of which were developed by ISACA (previously known as the Information Systems Audit and Control Association, now just known by its acronym).

Of these three major approaches to PPPM, and thus to stakeholder management, OGCIO has chosen the first – PMI -- as its standard, for several reasons:

- Relative ease of understanding
- Appropriateness of the PMI approach to a small, growing organization in a developing country
- Availability of PMI training in Vanuatu

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<sup>3</sup> Project Management Institute, *The Standard for Portfolio Management* (Newtown Square, PA: PMI, 2013, 3<sup>rd</sup> ed.) and Project Management Institute, *The Standard for Program Management* (Newtown Square, PA: PMI, 2013, 3<sup>rd</sup> ed.). Also included in the available PMI material is the important *Project Management Book of Knowledge (PMBOK Guide)* (Newtown Square, PA: PMI, 2013, 5th ed.), and various other publications.

- Relative ease of availability of materials and certifications in Vanuatu, either by in-house presentation or via distance learning
- Strong recommendation by the OGCIO Enterprise Architect (EA)
- Certification in PMI techniques by both the OGCIO EA and Security Advisor
- The fact that PMI is a world-wide standard not tied to a particular government, unlike ITIL/PRINCE2, and the fact that PMI was the first organization to offer certification specifically for project managers.

Hence the focus of this report will be primarily on stakeholder management as recommended and described by the Project Management Institute.

### **Principles of Good Stakeholder Management (SM)**

While PMI does not have a Global Standard in SM, it does have descriptions of PMI-approved SM techniques in its two key portfolio and program management documents, cited earlier.<sup>4</sup> It also commissioned a certified project manager, Mario Trentim, to write a PMI-sanctioned handbook on SM.<sup>5</sup> These three documents are incorporated by reference into this report, which will therefore not repeat all the extensive information contained therein, but will only give some highlights of good SM, before moving on to assessing the state of SM in OGCIO. All three documents have been purchased and are part of OGCIO's library, and are available for study.

(Note that since SM fits within the PMI PPPM framework, OGCIO has followed this approach by developing an overarching plan for PPPM, which is available under separate cover.<sup>6</sup>)

Discussion of the highlights of good stakeholder management involves the following subsections:

- Essential steps of good SM
- Developing an SM matrix and characterizing stakeholders
- Integrating good SM with engineering requirements analysis.

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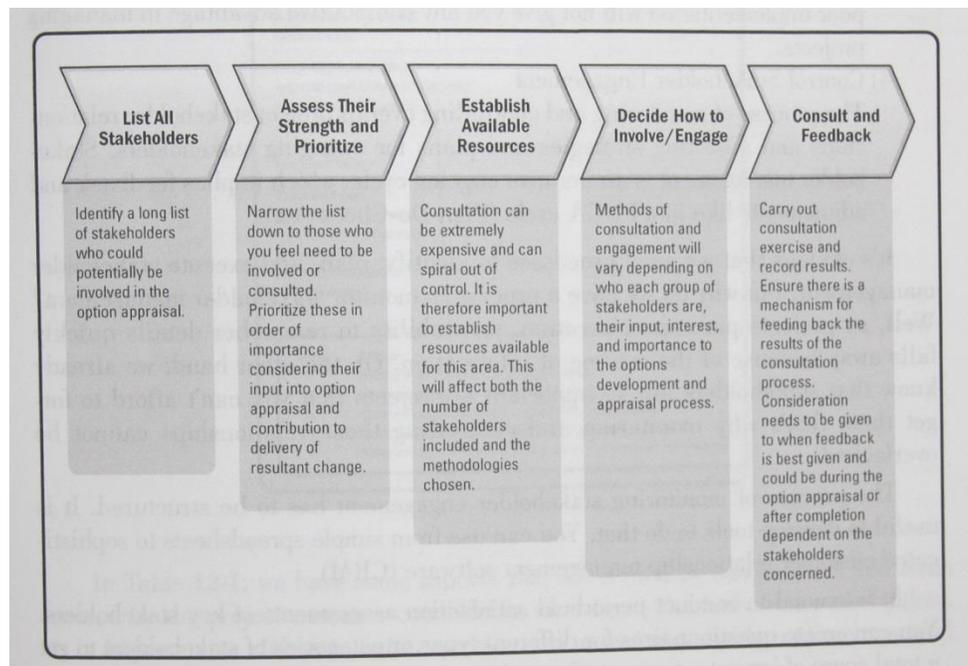
<sup>4</sup> Ibid.

<sup>5</sup> Trentim, op. cit.

<sup>6</sup> OGCIO, *Portfolio, Program and Project Management (PPPM) Plan* (Port Vila: OGCIO, 2013).

## Essential Steps of Good SM

The essential elements of good SM, as defined by the PMI (Trentim, p. 165) include the following five steps:



The key steps are two (deciding who to consult) and five (actually consulting, engaging and listening to stakeholders).

In step two, the PMI Program Management Global Standard (p. 47) notes that key program stakeholders, who should almost certainly be interviewed, include the following:

- Program sponsor, governance board, manager and team members
- Project managers and team members within the program
- Funding organization
- Performing organization, that is undertaking the program work through managing its component projects
- Program management office
- Customers and potential customers
- Suppliers
- Regulators
- Competitors
- Affected individuals and organizations
- Other relevant groups.

Note that “hidden” stakeholders should not be ignored, including for example potential investors or donors who are not yet even aware of the project but might be quite interested if sold properly.

In step five, active listening, taking notes, and really trying to understand what the stakeholder is saying is key, especially with hostile or uninterested interviewees. It is easy to interview a champion for the project, but to interview and really understand an opponent, so that arguments and evidence can be brought to bear to convert the opponent, is much more difficult.

Some key questions that can help understand the stakeholders include:

- What financial or emotional interest do they have in the outcome of your work? Is it positive or negative?
- What motivates them most of all?
- What information do they want from you?
- How do they want to receive information from you? What is the best way of communicating your message to them?
- What is their current opinion of your work? Is it based on good information?
- Who generally influences their opinions, and who influences their opinion of you?
- Do some of these influencers therefore become important stakeholders in their own right?
- If they are not likely to be positive, what will win them around to support you?
- If you don't think you will be able to win them around, how will you manage their opposition?
- Who else might be influenced by their opinions? Do these people become stakeholders in their own right?<sup>7</sup>

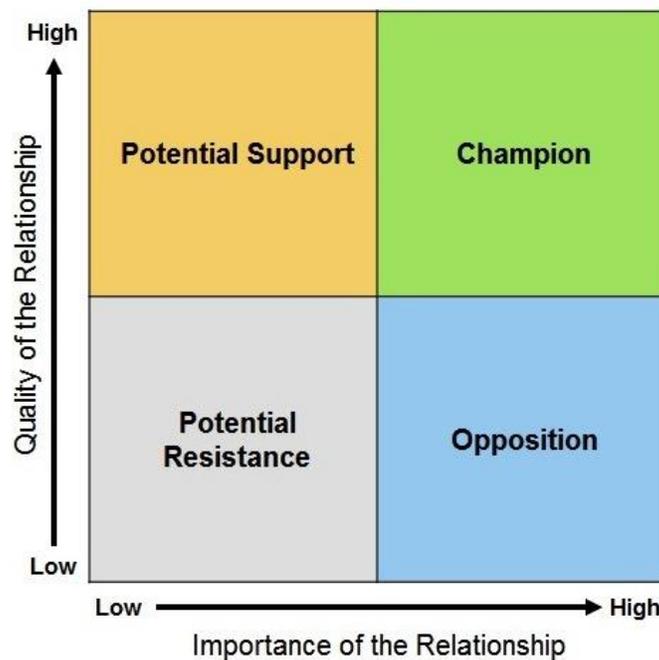
With a greater understanding, resulting from the answers to the questions above, one can then proceed to characterize stakeholders and draw the classic SM matrix.

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<sup>7</sup> Rachael Thompson, [www.mindtools.com](http://www.mindtools.com)

## Developing an SM Matrix and Characterizing Stakeholders

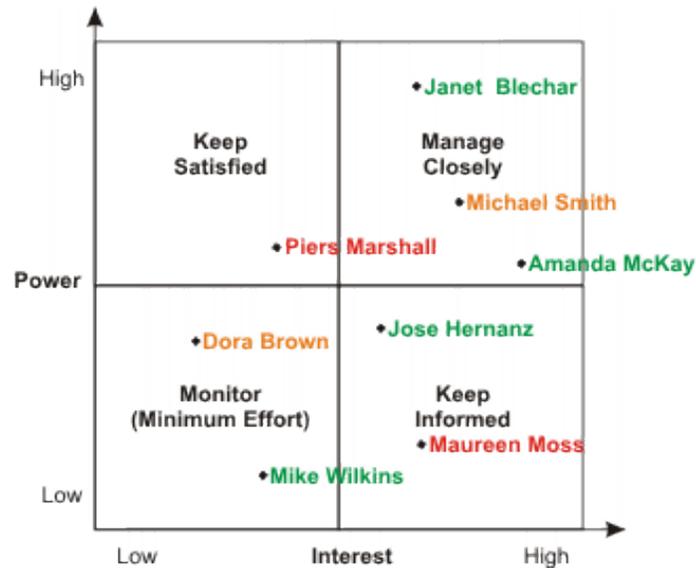
All SM systems, including PMI, use some variation of a stakeholder matrix or map. The two variables analyzed are usually “power” (meaning ability to influence, support or kill the project or program) and “interest” (meaning support for or opposition to the project), or the similar concepts of “importance of the relationship” and “quality of the relationship.” These latter variables were used in the fall of 2011 to analyze OGCIO’s stakeholders, thus creating the following four-fold matrix.



The stakeholder management plan is then driven by what types of stakeholders exist and which box they fall into. “Opposition” members with high influence and low opinions of the project, program or portfolio need to be kept informed of positive developments, but also closely analyzed to see what their opposition stems from, and whether it can be reversed or ameliorated. “Champions” with high power and a high opinion of the effort need to be closely cooperated with, to keep them on board, and keep the project moving.

Some writers suggest adding information in the form of color coding of each stakeholder, or using other symbols, to indicate “blockers” and “active critics,” “neutral” parties, and “advocates.” In the figure below we see this type of

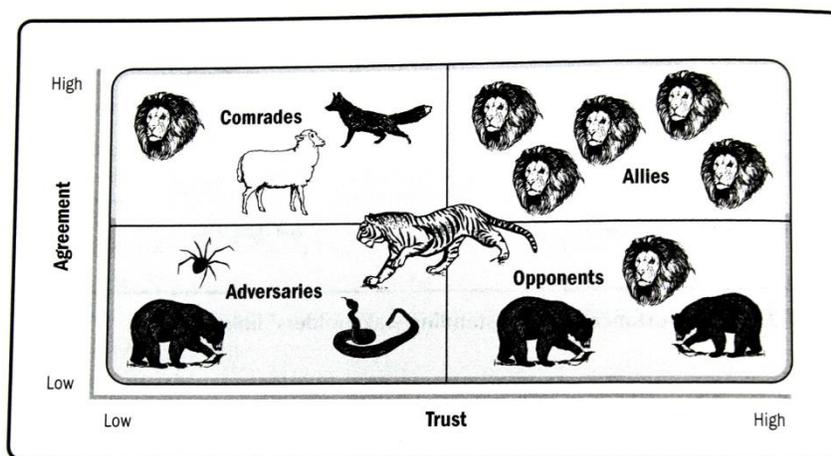
presentation, with the opponents in red, the neutrals in yellow, and the advocates in green.



Source: Rachael Thompson, [www.mindtools.com](http://www.mindtools.com)

Naturally, since these ratings are very personal and represent the opinions of the interviewers, these raw results must be kept confidential.

An amusing characterization of stakeholders is presented by PMI (Trentim, p. 92) as follows:



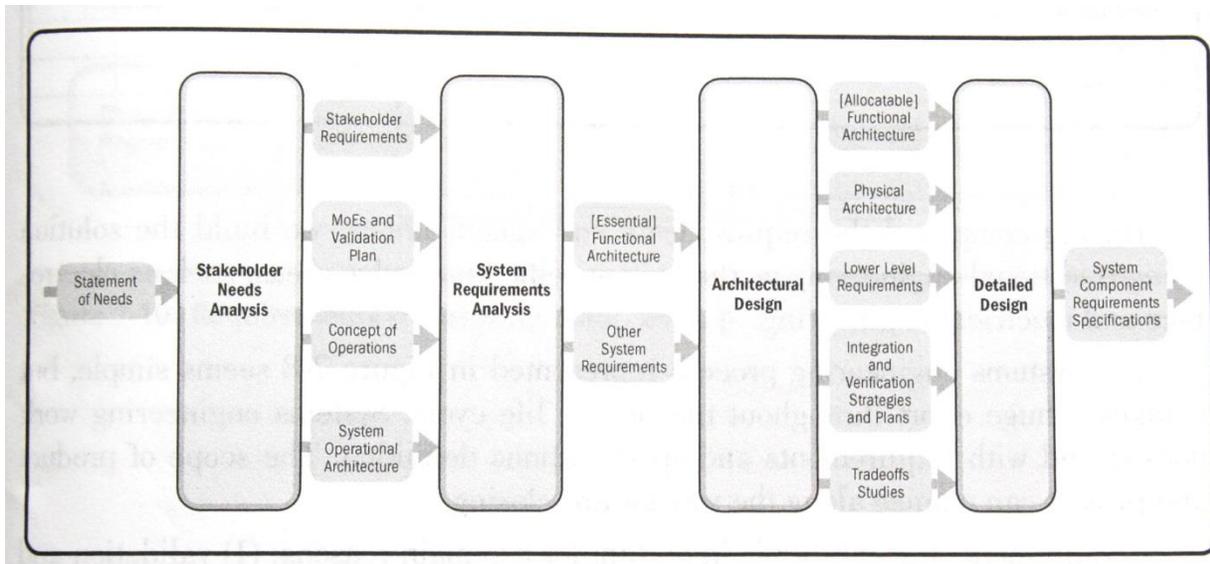
Here the stakeholders are given personal characteristics akin to animals, including the following examples:

- Tiger: solitary, powerful, strong and skillful
- Lion: social, outgoing, approachable, loud
- Sheep: dependent on the herd
- Bear: Solitary, intelligent, avoids people
- Venomous snake: cold-blooded and ruthless when provoked
- Black widow spider: shy and solitary but poisonous, willing to devour her colleagues!

Needless to say, if this scheme is used, it should be kept very confidential.

### Integrating Good SM with Engineering Requirements Analysis

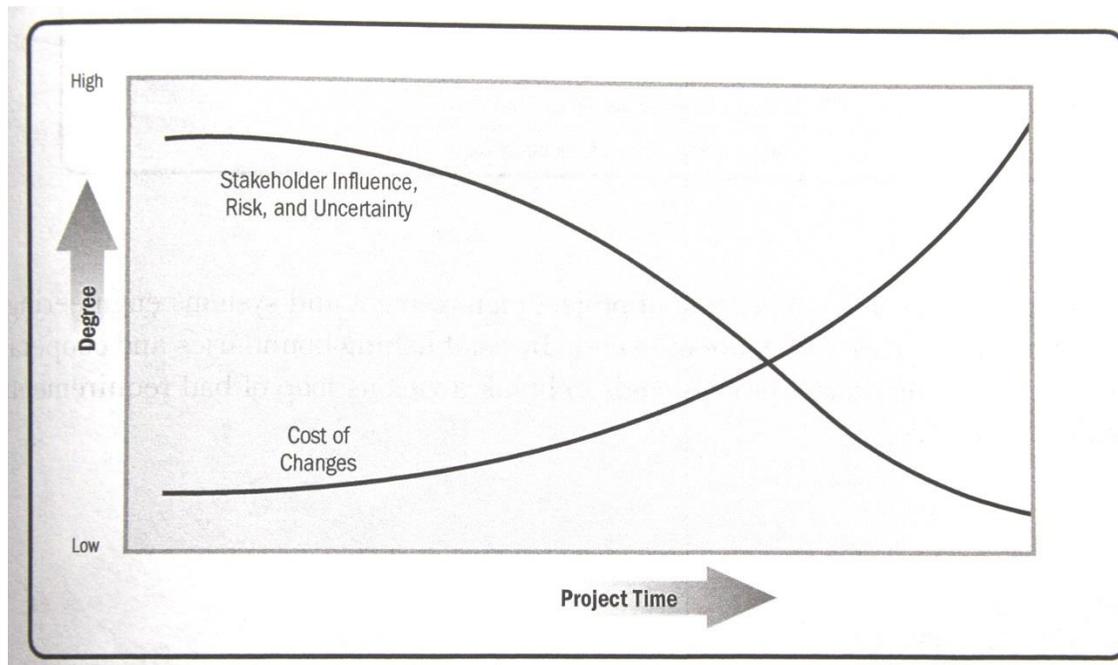
Once good relations are established with stakeholders, they can be very valuable in undertaking engineering system requirements analysis. Many stakeholder systems omit this important element, but PMI emphasizes this useful aspect of SM.



In the figure above we see that stakeholder needs drive system requirements, which then ultimately leads to detailed design and requirements specification, and ultimately to system installation.

PMI notes that often stakeholder and customer “requirements” are unrealistic, uninformed or too costly. Then the job of the stakeholder management system is

to manage the expectations of the stakeholders, so that a reasonable, do-able and sensibly priced solution can be specified.



The figure above highlights some aspects of this issue. Early in a project, stakeholder influence is naturally high, since the project elements are still being defined and the cost of change is low. But once the project is underway, stakeholder influence needs to be managed, so that very costly changes are not introduced when the effort is almost over.

### **Assessing the Previous Effort and Current State of SM in OGCI0**

In August and September 2011 OGCI0 undertook a substantial effort in stakeholder assessment and management. This effort produced a briefing covering:

- The methodology used, which generally followed the PMI approach outlined here
- The summary results of stakeholder matrix mapping for the six categories described earlier (ministries, government agencies, statutory bodies, media/civil society, private sector, and development partners)

- An engagement plan for following up with stakeholders, to increase support for OGCIO's mission and portfolio of projects, especially the Government Broadband Network and the iGov Initiative.
- An appendix with detailed results.

This survey and report was very professionally done, and was in line with the PMI approach and the recommendations of this report. Therefore it is further recommended that future efforts build on that 2011 effort where-ever possible, and not change directions or methodologies. It should therefore be able in future to do some longitudinal comparisons between the 2011 results and future data collected in a similar manner.

The substantive results of the 2011 survey were, in summary, as follows:

- With some few exceptions, ministers and parliamentarians supported iGov and GBN.
- Most DGs, senior and junior officers, and IT staff, were similarly favorable.
- Development partners were very highly supportive.
- Private industry was supportive, with the exception of a few who felt that GBN might reduce their customer base.
- However, the public and press seemed to have a generally negative view of the GBN, apparently fueled by some negative press accounts.

It seems very likely that if exactly the same survey were taken today, the results would be even more support among government actors, and also high support from the press and public. This is due to:

- General satisfaction among users with the GBN
- Positive outreach and service provision by OGCIO re iGov
- Favorable views of the draft National ICT Policy content and consultation process
- Numerous favorable stories and photos in the press about OGCIO, the need for ICTs, and the positive developments in this area.

Therefore, it appears that there is no current crisis in stakeholder management, and that what needs to be done is “tweaking” of the current approach, if needed. In fact, due to OGCIO’s strong performance, stakeholder management issues have eased since 2011.

### **Moving from the Current to the Desired State of SM**

As described in the previous section, some relatively minor modifications of the SM approach appear warranted, as follows:

- Another SM survey and matrix mapping needs to be done, since the latest and only one is almost two years old. There is no rush here, so an effort late in the first half of 2014 would seem appropriate.
- Thereafter, a similar follow-up should be done every 2-3 years, with SM activities, outreach and monitoring in between.
- The current stakeholder management approach is largely informal and focuses mainly on key ministers and DGs, and on press coverage. Individually-targeted outreach, persuasion and discussion is fairly limited, and is almost exclusively taken on by the CIO himself.
- Once the new planned expansion of OGCIO staff is undertaken, with two Deputy CIOs and several new policy staff, a Deputy (probably the Deputy CIO for Policy) and a policy staffer need to be assigned the duty of stakeholder management, regular surveying, and individual targeting of materials and communications to the key stakeholders who need attention. The press officer would be a likely candidate for this effort.
- Some of the excellent techniques recommended in the 2011 report have not been implemented in an in-depth way. For example, the Technical Advisory Group has met, but not regularly or many times. The “one-on-one consultations and briefings” for key stakeholders, and the “workshops” for other stakeholders, have been undertaken occasionally, but not in a systematic way. This should be done when more outreach staff are available.

- A major need is consideration of “hidden” stakeholders. As described in the PPPM Plan, the major need for OGCIO is identification of new donors or other mechanisms for securing large infusions of funds, to pay for development and installation of new systems, and to correct decades of under-investment in ICTs, both within the GoV and in society. It is therefore recommended that new, potential donors and stakeholders be considered in future stakeholder analyses, even when they have not been active in Vanuatu ICTs in the past.

#end#