# Role of Primary Stakeholders in Needs Assessment for Local Development Planning

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### **Abstract**

The involvement of primary stakeholders in needs assessment becomes not only necessary but strategically imperative. This paper aims to conceptualize the role of primary stakeholders in needs assessment regarding local development planning context. The roles of primary stakeholders in local development planning are subjective and can trace out by interpretative way considering the constructivist standpoint. Methodologically, this paper adopted a descriptive content analysis approach using secondary sources. Prior studies argued different views on the role of primary stakeholders in needs assessment. As a participatory tool, it is remarkable to note that primary stakeholders' involvement in needs assessment, prioritize needs, aid in decision-making, resource allocation, and implementation. Primary stakeholder's involvement in planning and decision-making is challenged by poor communication, ignorance of planning importance, political interference, weak accountability, and bureaucratic dominance. However, the result indicates that the degree of stakeholders' involvement in local development planning and more specifically defining the felt needs within the community is a yardstick and provide a new turning point for further planning and development effort. It helps to reduce the unnecessary cost of the plan and develop proper coordination, collaboration, and consultation in the needs identification process. Stakeholders create a clear road map for sustainable and inclusive planning. Community people are active change agents and can define real development priorities through the assessment process. However, this paper is limited in subjective analysis and only the primary stakeholder's role in needs using limited sources.

**Keywords:** primary stakeholders, needs identification, needs assessment, local development planning, community

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#### Introduction

The gap between what is and what ought to be in future revels needs. It can be defined as an individual's to the entire community's demand to meet their aspiration and desires. The difference between present condition and future demand to balance between today and tomorrow indicate local needs. For this, an intensive methods and procedure should follow as per the principle of participatory development. Ideally, needs assessments is made to gather facts by mobilizing and engaging primary stakeholders for whom planning and development intervention is introduced. People, groups, or organizations actively involved in a project selection are affected by its outcome simply taken as a primary stakeholders (Azizu, 2014; Elliott & Gibson, 2023). Generally, stakeholders are defined as community people, groups, organizations, and business houses that have direct concern for community development and planning efforts. A stakeholder is either an individual, group or organization who is impacted by the outcome of a plan or project. They have an interest in the success of the plan and can be within or outside the community. Stakeholders can have a positive or negative influence on the local development plan.

Needs assessment is a systematic process used by development stakeholders to identify and address local level challenges, enhancing the effectiveness of planning and investments (Cuiccio & Husby-Slater, 2018). Needs are guiding forces for planning initiatives. Planning efforts must address the local needs. Interpreting, analyzing, and appraising the needs and demands as per the priority order with a comprehensive investigation of resources, time, budget, and financial sources are the parts of the assessment. This paper defined primary stakeholder as an individual or group affected by local development annual plan at local level in Nepal. Thus, needs assessment helps in planning practice. However, before assessing the needs, it is necessary to define the actual beneficiaries of the plan, called primary stakeholders, who are the partners of the participatory planning practice and are involved in the consultation process. Needs assessment is a participatory tool to explore and prioritize the felt needs at the community level; guided by the tenets of the bottom-up planning model. It serves as a medium for decision-making, resource allocation, and achieving the expected outcomes. The needs assessment is intended to contribute to the capacity development of local government and its organs (Center for Training and Consultancy {CTC], 2019). Needs assessment concerning participatory local development plan help to declare future direction, scope, scale, and timing to achieve the objectives (Sports and Recreation Department of Western Australia, 2007). In this process, concerned stakeholders' ideas must be included, otherwise, the needs assessment process does not address the plan and people's felt needs.

Rural areas in developed societies are characterized by a comprehensive network of socio-economic, political, and technical forces. However, some technical obstacles are governed over the rural societies. To mitigate such obstacles while defining the

felt needs, their assessment, and prioritizing as per the community demand, primary stakeholders' ideas, experiences, and knowledge become vital sources that can be organized through participatory consultation. Against this backdrop, the bottom-up planning model considers a successful ladder that assures the problem-solving strategy through stakeholders' contribution from within the community (Sisto et al., 2018). Local development planning collaboration requires multiple stakeholders' involvement while screening the needs. Local community people, today, realize a series of needs associated with the planning process. However, still centralized mindset is experienced, even if, democratic system being practiced (Telleria, 2021). The study of Owino, (2022) in Kisumu Country of Kenya has critically argued stakeholders remain only tokenistic and negligible in local level planning process. Several studies focused on the participation of key stakeholders in the implementation, monitoring and evaluation of project and program (Obadire et al., 2013; Sulemana et al., 2018). However, various groups of primary stakeholders, with different aspirations, socio-economic status, and levels of participation are difficult to manage (Kuźniarska et al., 2023). Nevertheless, successful local development planning with primary stakeholders and their involvement in defining actual needs and interpretation is not just necessary but strategically imperative. Primary stakeholders have no proper knowledge and procedures about the local development planning and to achieve meaningful participation. Therefore, understanding the knowledge owned by the primary stakeholders, providing a platform to integrate their knowledge in in the planning process, especially, in needs assessment become viable solution to current gap between theory and practice (Akbar et al., 2020).

Primary stakeholders have power to identify and assess to determine whether a plan or project succeeds or not. Thus, community stakeholders are the partners in a flourishing planning process, more specifically, needs analysis, assets analysis, and priority setting (Nonet et al., 2022). In addition, Kuźniarska et al.(2023) suggested that primary stakeholders play a crucial role in local development planning, as they both influence and are influenced by its actions and decisions. A stakeholder analysis is commonly used during the needs identification phase to assess stakeholder attitudes toward potential changes. Stakeholders are usually heterogeneous entities having multiple ideas, knowledge, skills, and experiences (Sisto et al., 2018). Incorporating the stakeholder's role while defining, assessing, analyzing, and screening the projects for local development plans indicates the community participation and use of local knowledge. Primary stakeholders and their role in the needs assessment process concerning local development planning are getting top priority in recent planning practice. Those individuals and groups who are ultimately affected by activity, either as beneficiaries (positively impacted) or those adversely impacted primary stakeholders.

To achieve the expected outcomes of local development planning, primary, secondary,

and key stakeholders' collaborative efforts are essential, and each stakeholder can assess and identify the felt needs, opportunities, resources, possibilities, and challenges of local development planning. Stakeholders are included when necessary, but not when it's impractical, unnecessary, or imprudent, deciding to include them is challenging (Bryson & Quinn Patton, 2015). Planning targets and objectives that require more effort (Morita et al., 2020). Local development planning is a practice in which primary stakeholders, for instance, community people, Mothers' Groups, Youth clubs, Child Clubs, and traditional community-based organizations (CBOs) are considered as planning partners and actual service receivers and affected by the planning outputs in the Nepali context. Planning is for their well-being through their participation. Primary stakeholders have depth ideas, knowledge, and experiences about the existing strengths, weaknesses, opportunities, and threats (SWOT) of the local community. A participatory approach to local development planning is emerging globally. This approach allows for either bottom-up practice, in which primary stakeholders are involved in defining, assessing, and prioritizing the needs (Obadire et al., 2013) that are incorporated in the planning domain. The primary stakeholder consultation is a vital process for local development planning practice that affects their interests and needs.

Local development planning is for the people of the people and by the people. It is the bottom-up planning exercise and model that assures compulsory engagement of concerned stakeholders. Considering individuals, groups, and organizations as stakeholders, Bryson & Quinn Patton (2015) studied on program evaluation process and its achievements. The primary stakeholders should engage in consultation, needs assessment, resource allocation (Ogunnubi, 2022) visioning, and prioritizing the needs. In contrast, if it is not properly done, finally entire planning process is deviated by political pressures, personal bias, and spatial unbalanced (Owino, 2022). Likewise, primary stakeholders' participation is important and valuable to the success or failure (Obadire et al., 2013) of the needs assessment process in local development planning at the local level. In practice, different models of participation have been applied to explore the needs of locals including citizen panels, planning cells, public debate, ward meetings, council meetings, and executive meetings that could promote meaningful participation in decision-making process. In contrast, Azizu (2014) has stated that poor communication, ignorance of the importance of planning, political interference, weak accountability, and excessively dominated role of bureaucracy are the vital constraint factors for stakeholder involvement in the planning and decision-making process. The study of Boaz et al. (2018) stakeholder engagement activity within research works, and in monitoring and evaluating stakeholder engagement. Similarly, Sisto et al.(2018) argued participatory approach is helpful to local stakeholders and decision-makers in identifying the steps to give a clear direction to local development planning. Kusters et al. (2018) analyzed the participatory method to aid the planning, monitoring, and evaluation of multi-stakeholder platforms in Ghana and Indonesia focusing on integrated landscape initiatives. The study conducted by Sulemana et al. (2018) in Ghana concludes that community-level primary stakeholders' involvement in the monitoring and evaluation of projects and programs is very rare and low. Sibanda & Lues, (2021) suggested that primary stakeholders expressed their dissatisfaction concerning participation platforms and spaces in influencing strategic planning outcomes in urban areas.

Against this backdrop, the role of stakeholders in needs assessment regarding local development planning can bring multiple changes. Thus, throughout the needs assessment process, primary stakeholders' involvement assures more opportunities for consultation and start-up to set the mechanism to support other stakeholders' participation at the local level. Prior studies focused on project monitoring and evaluation rather than assessing the felt needs as a project used in local development planning. Thus, this paper focused on the primary stakeholder's role in needs assessment in local development planning practice in local government. Meanwhile, this paper mainly focused on the conceptualization of the stakeholder's role in the needs assessment process regarding local development planning followed by the existing literature. What are the key contributions of primary stakeholders in needs assessment in local development planning? This is the focus research question of this paper and aims to conceptualize the role of primary stakeholders in needs assessment in local development planning. Despite the series of implications, this paper has delimited as just role of primary stakeholder's role reviewing the limited scientific papers.

## Theoretical Foundation: Stakeholder Framework

In 1963, the term 'stakeholder' was used for the first time in an internal memorandum at the Stanford Research Institute [SRI] (Kuźniarska et al., 2023). Likewise, Freeman (1984) defined the term 'stakeholder' as a strategic management (Nonet et al., 2022). In the late 1970s and early 1980s, scholars and practitioners were used stakeholder theory as a management theory to address issues of uncertainty in organization. Stakeholder theory is viewed as a management genre, encompassing a wide range of uses and purposes, despite being common and diverse enough to function in various settings (Parmar et al., 2010). The proponents of the theory argued stakeholders can create value in an organization and development project (Freeman et al., 1984). Stakeholder theory is a strategic management theory that incorporates moral content, although it is not necessarily moral or immoral. The theory emphasizes the importance of considering the interests and well-being of ordinary people who can either support or hinder the achievement of the organization's objectives. The stakeholder theory is applied across various disciplines. The stakeholder thinking has practiced as a new narrative to understand the existing issues and problems in organization intended to achieve predesign goals and objectives (Parmar et al., 2010). The stakeholder perspective offers a different perspective on how companies and individuals create value and engage

in planning, decision making and business (Barney & Harrison, 2018). Convergent stakeholder theory argues that concerned stakeholders become at a point while discussing common issues and agendas with references to organizational development (Andrew L. Ffriedmand & Miles, 2002). Stakeholder management is a managerial tool and planning framework in which stakeholders become aware to create value. The central argument of this theory is local community always be serious about identifying the felt needs, and allocation of resources, and local organizations and governments should develop their personal and institutional capacity to address the risks. All change is often possible from within and primary stakeholders have capacity to define, explore, and prioritize the felt needs, issues, and challenge alongside they provide problem solving strategy. Local development planning starts via defining and reflecting the the existing situation: where the community now stand. Thus, stakeholder theory has considered as a milestone pivot while exploring the community needs form within.

#### **Method and Materials**

Methodologically, this paper adopted a descriptive content analysis approach. Philosophically, needs assessment patterns are contextual, and relative, thus, assumes realities are subjective (ontology) and knowledge can be trace out by interpretative way (epistemology), considering the constructivist perspective. The data are coined by using secondary sources such as journal articles, books, and reports. The Google Scholar, Library Genesis, Scopus, and Research 4 Life databases were used to collect the secondary sources. The abstracts of the articles, summaries of the reports, and books were extensively reviewed for conceptualizing the notion of primary stakeholders and their role in needs assessment regarding local development planning context. Rigorous debate and discussion were interfaced to the conclusion.

#### Results

# Role of Primary Stakeholders in Needs Assessment

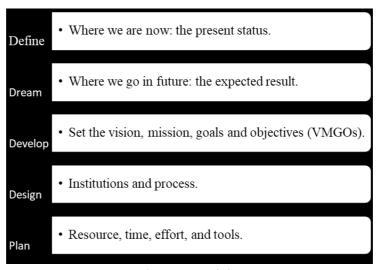
Stakeholder holds different meaning under different context, culture, and content. This paper examines the role of primary stakeholders in needs assessment in the local development planning context at the community level (Azizu, 2014). A community is a group of people who are residing in a particular territory and have common goals and we-feelings. The community is itself rich in local knowledge, ideas, and experiences and able to provide authentic data which are essential to develop the local development planning. Planning is a conscious, organized, and rational decision-making process to achieve expected goals. Likewise, every community has its own needs and assets, as well as its own culture and social structure, strengths, and power. Thus, the primary stakeholder's assessment concerning needs identification helps to understand how to address the community's needs and utilize its resources in a planned effort. Local

development planning has constantly been determined by the willingness to ensure a strategically and locally organized discipline (Dizon et al., 2021). The involvement of primary stakeholders surely helps to make conducive decision and set justifiable priorities, resource allocation, project selection, and system reform. An assessment conducted with the participation of primary stakeholders at the community level to identify and determine the factual needs and priorities, and their interpretation within the community is not just necessary but strategically valuable that shapes the planning success. Primary stakeholders can participate in project selection and need analysis in multiple ways, for example, by attaining public meetings, and workshops, establishing partnerships, providing meeting space, and information, and sharing ideas, and local knowledge in the local development planning process at the community level (DeMarco et al., 2015). Further, it helps to understand community dynamics that are the important backdrop for local development plan.

Needs assessment is a systematic examination process used to identify and analyze the grounded needs whereby a program or project will determine for local development planning. If it is done involvement of primary stakeholders then no doubt original felt needs will get priority. Consequently, planning efficiency will take place and investment lead to better outcomes in the future (Cuiccio & Husby-Slater, 2018). The role of primary stakeholders can provide valuable insights in defining, examining and evaluating the felt needs, interest and risks while setting the vision, mission and goals of local development plan. Also provide concise and authentic information to the planners and way forward for executive techniques taking the sense of accountability.

Local development planning (LDP) is a visioning process within the scarce resources. Planning and development are highly interconnecting constructs. For this, an effective needs assessment helps primary stakeholders and planning authorities how the socioeconomic issues interact. People's needs are the foundation of any plan, and local government must involve local people, experts, and the private sector to collect actual problems from the community (Sapkota & Adhikaree, 2023). The aim of needs assessment is to explore, realize, identify, and prioritize the community-felt needs which are strategically imperatives and need to be addressed in planning intervention (Cuiccio & Husby-Slater, 2018). Identifying priority needs is the first and foremost step in the planning cycle. Planning is a sequential process and the involvement of primary stakeholders in needs assessment can contribute to articulating the areas of need, selecting evidence-based strategies, and developing plan (Sapkota & Malakar, 2021) in a participatory way. The contribution of primary stakeholders not just in needs assessment but crucially in response to steps of local development planning becomes imperative (see Figure 1).

Figure 1
Contribution Areas of Primary Stakeholders in Local Development Planning Sequence



Source: Sapkota & Malakar, 2021

The sequential process provides the basis on which the present status of the community is defined. Further, the assessment process frames the dream of where to go in the future: the destination. Thus, the needs assessment process involves a logical accumulation of facts in terms of the community's expressed needs and helps to set VMGOs.

The sustainable development goals (SDGs) assume global cross-sector partnership and multi-stakeholder engagement for sustainability and its localization (Nonet et al., 2022). Localization of SDGs should be a bottom-up approach, involving local stakeholders in significant initiatives, resulting in results-oriented policies that significantly impact individual, family, community, and vulnerable groups' living standards (Turashvili, & Nikuradze, 2019). Needs assessment with primary stakeholders creates a clear road-map for sustainable planning and becomes more participatory while addressing the local needs, global challenges (Nonet et al., 2022) and social inclusion in practices from sustainable development perspective. The analysis of primary stakeholders and their contribution to local development planning create a more conducive environment to support the effort of all stakeholders by making them a partner in the plan. The bottom-up participation action analyzes the vision of people. The involvement of primary stakeholders in the needs assessment process gives ample opportunity to all individuals and groups to express their ideas/issues/concerns over the projects or activities that are incorporated in the planning document. Finally, all stakeholders can have a higher degree of access to the decisionmaking process of development and planning which directly affects to their personal and communal life. Genuinely, they share ideas and interests representing the different cultural and contextual factors having several issues (Bryson & Quinn Patton, 2015). In addition,

Stakeholders' involvement in the needs assessment and decision-making process can lead to value creation and positive outcomes in a development effort. Similarly, Vukonjanski (2020) opined planning has a gregarious and leading role in local economic development and requires substantial engagement of primary stakeholders who belong to the local community and have directly benefited from the planning effort. In addition, Semeraro et al. (2020) reveal, that primary stakeholder's participation in local development planning as a bottom-up model is not just a tool to obtain maximum consensus, but strategically a moment to address social issues in planning. The involvement of primary stakeholders in the needs assessment of the development plan and project is important (DeMarco & Segraves, 2015) which draws a clear community picture for the future roadmap.

#### Discussion

The aim of this paper is to describe the role of primary stakeholders in needs assessment in local development planning practice. Community people provide problem solving strategy for local development planning. This study findings are consistent with the other several studies (DeMarco & Segraves, 2015; Tablatin et al., 2023; Semeraro et al., 2020) and conclude primary stakeholder's participation draws a clear community picture for the future roadmap and helps to prioritize the most important needs of community. Likewise, planners can get accurate information and helps to priority the most important needs of community. In contrast, the findings of this study are inconsistent with others (CTC, 2019; Sulemana et al., 2018) and they argued that primary stakeholders have no direct access to involvement in it and relatively limited knowledge about needs assessment. The needs assessment significantly enhanced collaboration, trust, and increased participation of primary stakeholders at various levels (Henrikson & Bishop, 2023). Even though, role and engagement of primary stakeholders in needs assessment is indivisible while developing the local development planning. 'Community forestry' in Nepal and 'Saemaul Undong' in Republic of South Korea are best cited of participatory development models. Needs identification, analysis, and listing into priority order under the notion of planning concept is a technical job. However, community people are active change agents and can define real development priorities through the assessment process (Abuiyada, 2018). In the needs assessment process, primary stakeholders are able to identify their actual needs, goals, and the way forward for the optimal allocation of available limited resources (Nyama & Mukwada, 2022). As a result, it involves planning out possible solutions while keeping priorities, resources, time, and accountability in mind.

#### Conclusion

This paper aims to describe the role of primary stakeholders in needs assessment. The assessment process provides ample opportunities for those who are living below the poverty line to participate and share their ideas, knowledge, and needs in local development plans. Community needs assessments are not just important to the people but rigorously imperative to planners to collect accurate information which further helps to priority

the most important needs of community. Further, it helps to reduce the unnecessary cost of the plan and substantially helps to conduct proper coordination, collaboration, and consultation in the process of local development planning especially defining the felt needs. In local development planning, it's crucial to consider the interests, preferences, problems, and targets of various stakeholders, acknowledging their role in the structural transformation of the local economic system. Using the ideas and knowledge of primary stakeholders in the process is almost as important as the outcomes of the plan. Thus, stakeholder consultation is not just necessary but strategically imperative and an integral part of the needs assessment process. However, needs assessment will not guarantee a successful implementation, even if, it is an indivisible part of the planning process. For more detail, it is recommended for future research to conduct a comprehensive study of secondary and key stakeholders' roles in the local development plan.

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