Stakeholder Analysis Guidance

1. Who's a stakeholder?

A stakeholder is someone who has an *interest* and something to gain or lose through the outcomes of a proposed intervention or policy change. They may be closely engaged or impacted at a distance. Disempowered people are often invisible and absent from public discussions, so often their interests are not directly represented. Thus, you should take account of those with (visible) power, and those that appear to have lesser power (whose voices are not heard).

Stakeholder analysis consists of assessing which actors are relevant to your proposed intervention or policy change and of their level of influence, or power, over the issue. Political Economy Analysis (PEA) encourages going beyond the usual local stakeholder mapping exercise, considering a wider range of actors that go from global to local level, from formal ministries to less organized and informal organizations, from acceptable and desirable groups to less acceptable but still legitimate and influential ones, from the known and familiar to the unknown.

Depending on the purpose of the analysis, more powerful actors may include the president and political executive, political parties and elected politicians, permanent secretaries, district officers/governors, local governments (both elected and appointed), business associations, relevant private sector actors (e.g. multinational corporations), local chiefs, traditional councils, religious authorities, trade union leaders, social movements, prominent women's groups, chairpersons of neighborhood and health committees, and parent-teacher associations.

> **Gendering what's at stake**
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> Gendered power differentials, expectations, influence, and incentives are rarely through systematically or rigorously in most political economy analyses. One reason for this is that political economy analyses often begin by mapping the most significant power-holders in a context, and men dominate these positions and sources of power. Women can therefore be *missed* from the analysis at the outset.
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> An analysis of the broader distribution of power, and indeed of power relations, including gender-based ones, enables a more comprehensive understanding of different groups, their relative power and their different types of power. This approach implies broadening the analysis of power-holders to investigate not just those who hold significant power, but (relatedly) those who hold comparatively less power.
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> We need to consider those who have power of decision, and those who do not (*non-decision* making), what is on the table and what is off the table, whose ideas matter and whose are ignored.
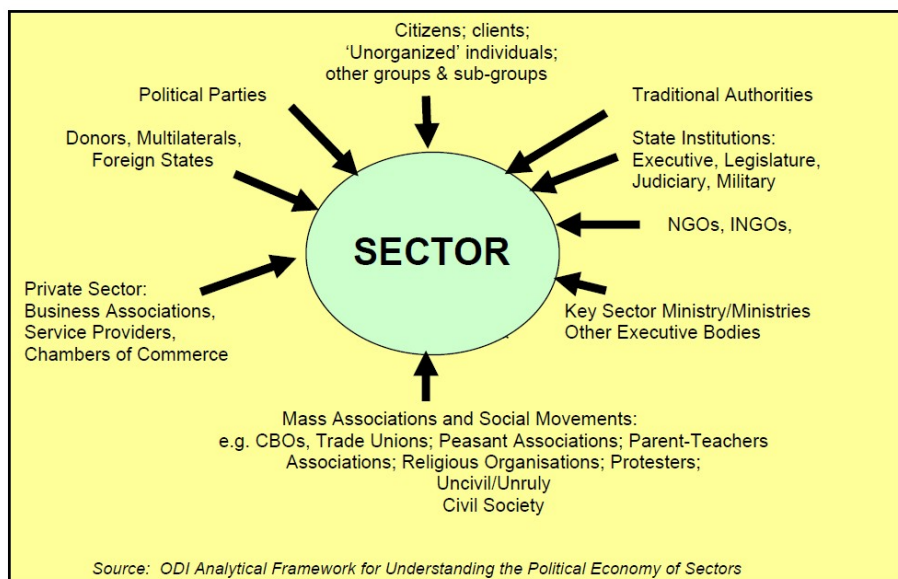
2. Choosing stakeholders

In the analysis workshop, once you have identified the key issue (or issues) you intend to analyze, you then need to carry out a stakeholder analysis related to these prioritized issues. We recommend choosing no more than **3 core issues** to analyze and no more than **10 stakeholders** should be analyzed in depth, as the exercise can be very time-consuming. You should consider a few stakeholders with significant influence and a few (e.g. your target groups) with lesser influence.

Also, depending on the focus of the analysis, you may wish to choose different issues and different stakeholders at different levels. The choice of stakeholders must be **relevant to the issue you**

wish to address *and* the **level you aim to target**. For example, you may find that the procurement of medicines is a particular issue in your chosen district, but this might involve engagement of different stakeholders at both local (district health management team) and national levels (pharmaceutical distribution companies). You are unlikely to know all the answers, at the beginning of the exercise, so you may wish to refine actors and levels in various iterations, and in more than a one-off workshop.

Below is an example of **stakeholders that can influence a sector** (ODI, 2005):

Graphic 1: Thematic Area Stakeholders Mapping

Citizens; clients; 'Unorganized' individuals; other groups & sub-groups

Political Parties

Donors, Multilaterals, Foreign States

Traditional Authorities

State Institutions: Executive, Legislature, Judiciary, Military

NGOs, INGOs,

SECTOR

Private Sector: Business Associations, Service Providers, Chambers of Commerce

Key Sector Ministry/Ministries Other Executive Bodies

Mass Associations and Social Movements: e.g. CBOs, Trade Unions; Peasant Associations; Parent-Teachers Associations; Religious Organisations; Protesters; Uncivil/Unruly Civil Society

Source: ODI Analytical Framework for Understanding the Political Economy of Sectors

Once you have brainstormed the relevant stakeholders, it may also be helpful to **group different stakeholders**. It is usually best to choose a mixture of different stakeholders (e.g. press, CSO, insurance companies, state committee) as generally a variety of actors are needed to achieve the change you want. Stakeholders might be grouped as: (i) private; (ii) public; (iii) civil society; and (iv) external actors. See the below table for an example:

Table 3: Types of Stakeholders

Private Sector	Public Sector	Civil Society	External
• Corporations and businesses • Business associations • Professional bodies • Individual business leaders • Domestic financial Institutions	• Ministers and advisors (executive) • Elected representatives (Legislature) • Courts (Judiciary) • Civil servants and departments (bureaucracy) • Political parties • Local governments/councils	• National media • Churches/Religious bodies • Schools and Universities • Trade unions • NGOs • Women's organizations • Youth organizations • Clans	• Donors • International bodies (World Bank, UN) active in the area/sector • International NGOs • International media

When choosing stakeholders, it is important to break them down into their component parts. For example, the ministry of health is not a single stakeholder; it contains various different units, councils, and supervision agencies that have different levels of power and influence within the ministry. Remember to *be as specific as possible*.

Once you have your list stakeholders for your chosen issues, you should then consider how much influence each stakeholder has over the proposed issue, as the grid below demonstrates:

Graphic 2: Influence/Interest Grid
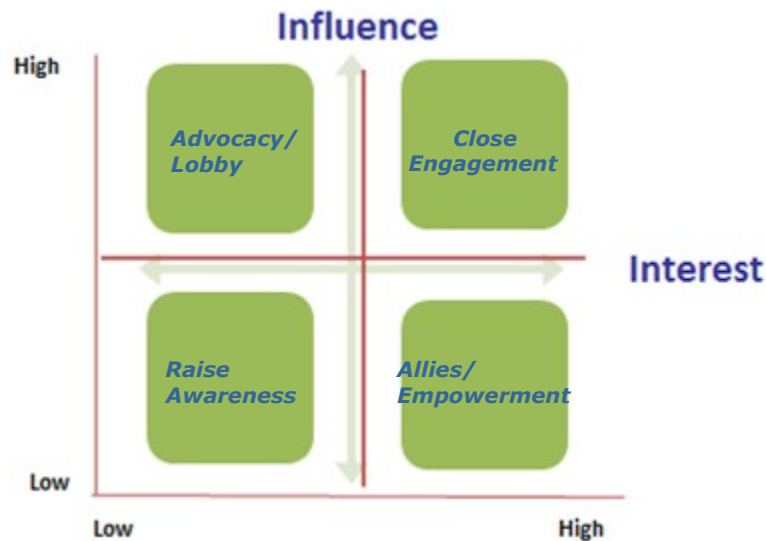
You should focus on a few stakeholders that have high levels of interest and high levels of influence first. Here you might also consider how much influence CARE or its partners have over these stakeholders as this will help shape your engagement strategies in the planning meeting. And then consider how our target groups may be connected (or unconnected) to these powerful actors. There is often a big gap between marginalized groups and the most powerful actors, so consider which actors can be intermediaries, and whether CARE and its partners can play this role in brokering new connections and relationships.

For example, a key issue for your target population (e.g. domestic workers) might be health or employment insurance. Domestic workers have extremely low wages, so most cannot afford contributory health insurance. It may also be considered too expensive by the government to provide all domestic workers with free health insurance. So, can employers play more of a role? Do employers have any associations (e.g. housewives league) you can work with as a group? What role might private health insurance firms play? And, what government unit (e.g. within the Labor Ministry) should you talk to in order to start the conversation?

3. Analyzing stakeholders' power

Once you have brainstormed stakeholders and identified those greater and lesser influence over your proposed issue, you need to then **analyze around 10 key stakeholders in depth**. You should split up into **groups of 4-8**, taking account of the different skills and knowledge of different participants. The below table provides **ten basic questions** for guidance:

Roles & Responsibilities	Interests & Incentives	Capacities & Resources	Accountabilities & Influence
1. What are the actor's official and unofficial mandates, roles and responsibilities? (e.g. responsible for oversight or policy-making) 2. Who does the actor represent? (e.g. formally represents the district assembly office, informally favors a particular ethnic group in distributing benefits)	3. What are the actor's main interests related to your chosen issue? Are they in favor, against or undecided? (e.g. politician's campaign promise) 4. What incentives and disincentives does the actor have to collaborate and include marginalized citizens? (e.g. clientelism or kinship ties) 5. What is the actor likely to win/lose by supporting your agenda? (e.g. gain/lose political support)	6. What are the actor's capacities to respond to poor citizens' rights and needs? (e.g. for oversight, policy formulation, service delivery) 7. What resources does the actor have at its disposal to achieve this? (financial, human, physical, etc.).	8. How is the actor linked to other actors who have a stake in the issue? (e.g. informal networks, political, ethnic or religious allegiances) 9. What influence (power) does the actor have over decision-makers? 10. How open is the actor to share information? And, to whom is the actor accountable? (e.g. vertical accountability to minister or external agency, downward accountability to beneficiaries)

4. Analyzing stakeholders' relationships

Once you have a clear idea of your key stakeholders, it is worth then analyzing the relationship between these actors and other stakeholders that have a bearing on the issue you aim to address. These might be a mixture of private sector, public sector, civil society and external actors. The below graphic illustrates a stakeholder map of Bangladesh's nutrition sector:
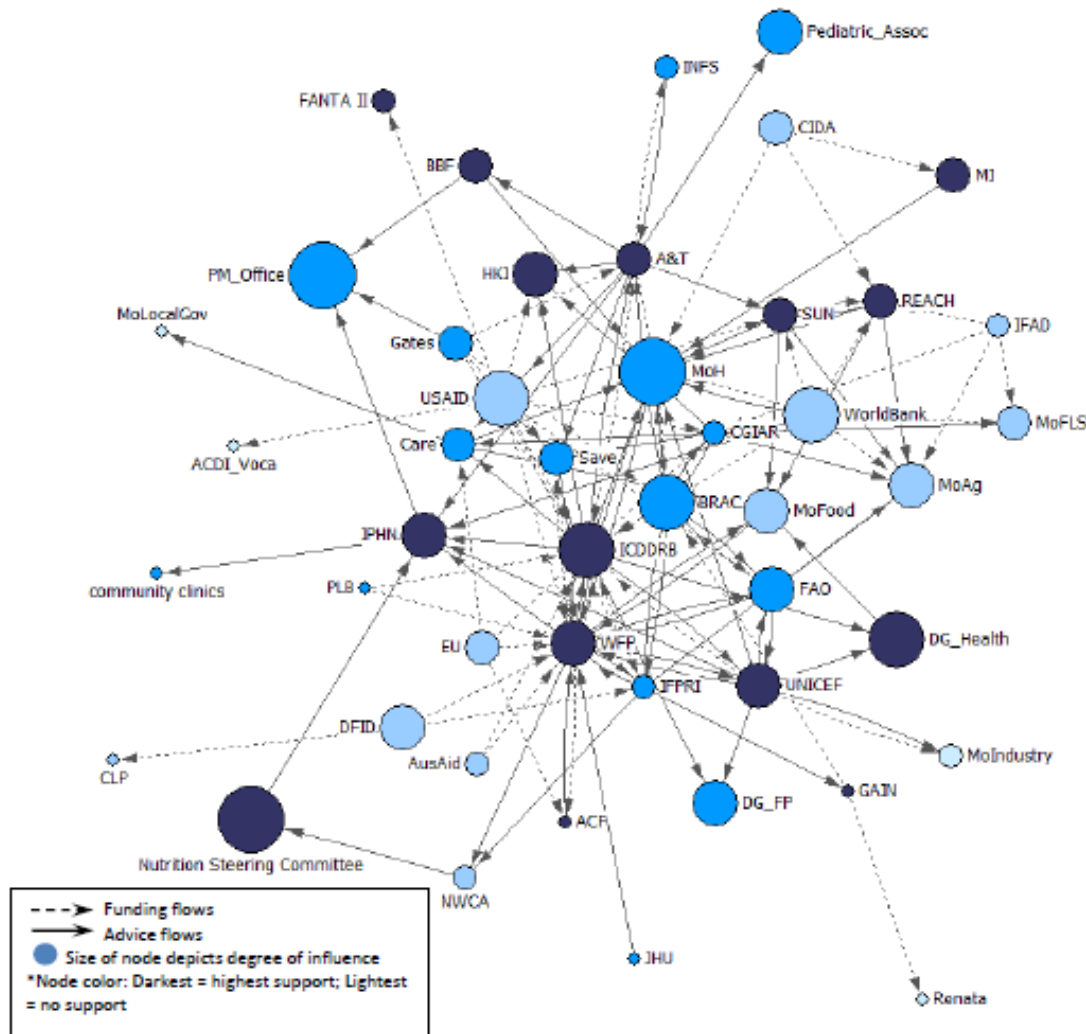
Transform Nutrition Research Programme Consortium (2011)

The Ministry of Health and Family Welfare (MoHFW) is the key ministry for nutrition. However, within the ministry there are various sections that play different roles in the network. What this network map shows is tangible funding and advice flows. It does not, however, show what is invisible; who is absent, who does not exert influence (i.e. who does not hold power). So, you may also want to map the inverse, and ask how social norms generate disincentives for various groups of stakeholders to participate, and whether, for example, these are gendered. You may also wish to conduct network analysis in greater depth in a follow up workshop, and hire a consultant to support this analysis.

5. Analyzing decision-making spaces

Once you have analyzed each chosen stakeholder in depth it is also important to determine what spaces exist for citizens to engage public authorities and service providers:

- What formal spaces are there for citizens to engage with political authorities and service providers? Who participates in these? (E.g. district council meetings)

- What spaces and accountability mechanisms have civil society created to engage political authorities and service providers? (E.g. public audits, community score cards)

This should build on our previous work, if possible, and participants can identify additional spaces and comment on how inclusive formal spaces are and how effective they are.

Below is an example of spaces identified at different levels for Zambia's health sector:
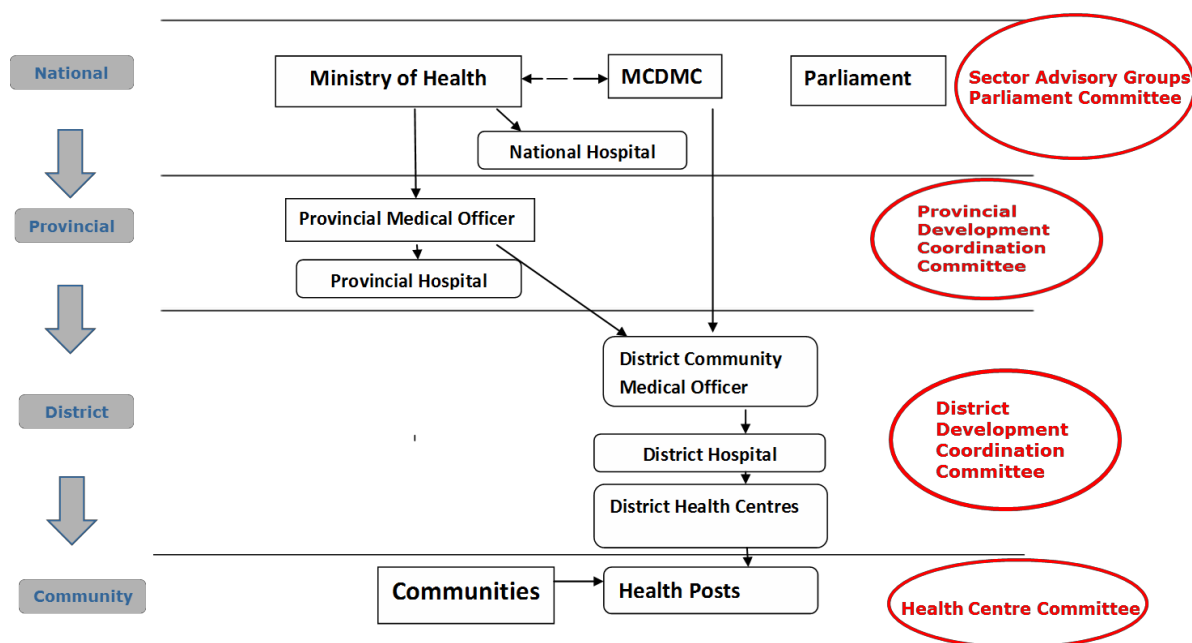
Following this exercise, you may also identify various gaps in your knowledge. It may be for example, that you do not know how some of the identified spaces work, who participates in them and who might have influence over these. At this point, it is worth considering hiring a consultant to conduct research to support your analysis and planning going forward.