Youth Development
Stakeholder Analysis

A Handout for Practitioners

September 2010
GTZ’s Youth' planning unit

The 'Youth and Sport Promotion' planning unit provides advice to regional divisions, projects and programmes, their contact persons and partner organisations on a needs-oriented basis. It uses a coherent range of reform-oriented and innovative approaches geared towards young people. In close consultation with the management of the priority area "Youth", the unit provides a range of advisory and support services. These are closely aligned to the client's needs on a consultative basis, and developed further if necessary.
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I. INTRODUCTION

INTENTION OF THIS PAPER

Having a clear perception about the different players and stakeholders in a specific area is a prerequisite for implementing a sound project. To obtain such overview a stakeholder analysis is the appropriate means. However, when it comes to carry-out such analysis oftentimes the staff in charge perceives it as an additional burden to all the other tasks to be performed. Therefore, the authors of this document would like to give some practical recommendations on how to alleviate such burden.

In order to do so this handout on how to carry-out a stakeholder analysis is based on different management tools provided by GTZ, including Capacity WORKS. However, in order to facilitate its implementation it has been adjusted to the special needs for the implementation of the project ‘Fund for Crisis Prevention and Conflict Transformation’ in Timor Leste. Hence, the purpose of this document is to propose a systematic process for collecting and analyzing data about international donors and NGO’s, both active in East Timor.

This hand out shall provide guidance in how to organize in a short and effective way the development of a stakeholder analysis. As agreed beforehand, specific attention will be paid to the mapping of stakeholders. With this regard the reader shall obtain an instrument which will help him or her in identifying all major NGO’s and donors active in East Timor. Beyond that this document shall enable the reader to get a clearer perception on the interdependencies between these actors and their relationships towards the ‘Fund for Crisis Prevention and Conflict Transformation’.

As a consequence the handout is subdivided into different sections. After a short definition of what is meant by the terms ‘stakeholder’ and ‘stakeholder analysis’ the document focuses on the methods and tools on how to conduct such a stakeholder analysis in a specific country like East Timor. Subsequently five components on how to carry-out a stakeholder analysis are being presented, from which three should be compulsory (1, 2 and 3 are marked with an exclamation mark at the right margin) and two (4 and 5) are optional and could be subject to a planning workshop carried out at a later stage. These are marked with a question mark. However, we strongly suggest reading carefully all proposed components before deciding which are the most appropriate to your specific needs! In some cases it may be even advisable to combine steps suggested under one component with steps proposed under a different component. In terms of suggestions some ‘further steps and recommendations’ are being presented at the end of this document. Following this a flow chart (Appendix C) gives a schematic overview of all components and the order in which they should be carried out.
II. DEFINITIONS / METHODS

In the following chapter we propose two short definitions of what is being understood by ‘stakeholder’ and ‘stakeholder analysis’ and present the different methods that should be used to conduct such analysis.

1. TWO TERMS: STAKEHOLDER AND STAKEHOLDER ANALYSIS

► Stakeholder

A **stakeholder** is an actor (may that be an individual or an organization) who has a vested interest in a specific project or program that is being promoted. These stakeholders or ‘interested parties’ can usually be grouped into the following categories: international, public, national political, commercial/private, nongovernmental organization (NGO)/civil society, labor, and users/consumers.

► Stakeholder Analysis

A **stakeholder analysis** is a process of gathering and analyzing systematically qualitative information in order to get an overview on different involved stakeholders and to determine whose interests should be taken into account when developing and/or implementing a project or program.

2. METHODS

In order to provide an insight into the landscape of the major youth oriented donors and NGO’s in Timor Leste and to allow developing strategic options based on that overview we suggest a multi-component approach. Some of these components are a prerequisite, others are optional; some of them may be outsourced to external consultants others must be carried out by GTZ staff. Hence this handout will highlight the following components:

Component 1 (Collection of Data) is a key starting point in terms of a stakeholder map, and can be used at various points in time in the life circle of a project. In combination with component 2 (Stakeholder Mapping) and component 3 (Key Stakeholder Analysis) it generates a broad overview of all stakeholders in East Timor in particular of the key stakeholders.

Component 4 (External Stakeholder Mapping) and component 5 (Key External Stakeholder Mapping) provide further approaches on how to get an overview about complementary stakeholders that might be important to your project.

All mentioned components consist out of different steps which may be combined among each other. It is recommended to document any finding adequately (by taking minutes, photos or producing a desk study). Although a stakeholder analysis can be part of a desk study, it is advisable to use
these methods as base for a group discussion (e.g. with your staff or other involved actors) or for a workshop may generate added value in terms of acquiring additional inputs.

III. COMPONENTS

COMPONENT 1: COLLECTION OF DATA

At the beginning of a stakeholder analysis information on the different relevant actors is needed. There are multiple possibilities and methods to acquire this information:

- **A: Internet based research**
  The internet based research is necessary for getting a first overview of all stakeholders in East Timor. It should be part of a desk study and be the base for a broader survey of stakeholders.

- **B: Telephone interviews with Institutions**
  Telephone interviews are fundamental to get a broader view and information about any organization and possible cross linking to other stakeholders. When carrying out these interviews always ask for other important stakeholders in the area (this refers as well to the next suggested step).

- **C: Personal interviews with institutions**
  This is another option of getting an outline of relationships and networking of all stakeholders and hence a prerequisite for carrying out a well grounded analysis.

- **D: Workshop**
  Carrying-out a workshop in order to get information from your participants is another optional method and recommended to be combined with components 4 and 5. Such a workshop may be part of a planning process realized with the partner organization (see ‘recommendations and further steps’).

COMPONENT 2: STAKEHOLDER MAPPING

The stakeholder mapping helps to identify and visualize the relevant project actors and their inter-relationships. It is useful in situations in which it is important to obtain a quick picture of the involved actors. The mapping should be the first step of a full stakeholder analysis and is a prerequisite for completing the next steps. Once the needed information has been obtained (see component 1) we
recommend visualizing it on a whiteboard. This may be done in a small group or alone. The intention of this component is to get a first overview of all stakeholders in East Timor, categorized in key, primary and secondary stakeholders.

► Starting Points

Define and demarcate the scope
In order to circumscribe the area to be mapped and to determine clearly the number of actors to be included, first of all it is necessary to formulate clearly the key question. Such key question could be: “Which stakeholders (NGO’s and donors) are involved in the youth development process in East Timor?”

Define the point in time and the periodicity
The actors form a dynamic system of mutual interdependencies. This web of relationships can change very quickly. It is therefore important to note the point in time at which the analysis of these relationships was carried out. As a consequence it is suggested to use the method of stakeholder mapping not only once but due to the fact that the panorama is continuously changing to repeat this exercise occasionally (e.g. at the beginning of a new phase of the project or when there is a need felt to intensify the coordination between the involved actors).

Separate the perspectives
Each actor has his or her own perspective. A stakeholder map therefore only represents the perspective of the individuals or groups involved in preparing it.

► Step 1 Identify the Stakeholders

At the beginning it is necessary to identify all the actors relevant to the project, in our case all relevant NGO’s and donor’s active in East Timor. In order to do so it is suggested to carry-out at least an internet and telephone research (see component 1). Other sources could be data collected by a national public administration, NGO-networks, donor task forces or others. When getting in touch with your informants always ask for other relevant actors they are connected with.

Once you have identified these stakeholders assign them to one of the following three groups:

- Key stakeholders including veto players
- Primary stakeholders and
• Secondary stakeholders.

**Key stakeholders** are those actors without whose support and participation the targeted results of a project normally cannot be achieved, or who may even be able to obstruct the project, in which case they are termed *veto players*. (regarding key stakeholders please refer as well to component 3 ‘Key Stakeholder Analysis’)

**Primary stakeholders** are those actors who are directly affected by the project, either as designated project beneficiaries, or because they stand to gain – or lose – power and privilege, or because they are negatively affected by the project in some other way.

**Secondary stakeholders** are actors whose involvement in the project is only indirect or temporary, as it is the case for instance with intermediary service organizations.

In order to have a complete overview at the beginning it is important to include all stakeholders (NGO’s and donors). Once the map completed, it is always possible to eliminate those who are or do not seem relevant.

**Useful Questions**

- Which organizations are primarily active in the youth development sector in East Timor?
- Which organizations have similar projects/objectives and which do not?
- What kind of partners does the organization already have?
Once you have obtained the relevant information look for adequate visualization. You have different options. One of these is the so-called “onion” option. In comparison to other forms of visualization, the “onion” has the advantage that each stakeholder can be assigned to one of the following three sectors.

For your project in East Timor the so-called “onion” could be adjusted like the following focusing only on NGO’s and donors.
To visualize the key stakeholders and primary stakeholders (both of which directly influence the project) we recommend using circles. The size of the circle represents the actor’s influence with respect to the issues at stake and the change objective. If the actor is a veto player, this can be shown by placing a letter v inside the actor’s circle. Secondary stakeholders (not directly involved but may nevertheless exert influence) can be shown using rectangles.

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### Step 3 Fill in the Stakeholders

<table>
<thead>
<tr>
<th>Stakeholder</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image" alt="Circle" /></td>
<td>Key or primary stakeholder with low influence</td>
</tr>
<tr>
<td><img src="image" alt="Circle" /></td>
<td>Key or primary stakeholder with high influence</td>
</tr>
<tr>
<td><img src="image" alt="V" /></td>
<td>Veto player</td>
</tr>
<tr>
<td><img src="image" alt="Rectangle" /></td>
<td>Secondary stakeholder</td>
</tr>
</tbody>
</table>

---

### Step 4 Visualize the Relationships

The next step is to visualize the relationships between the actors. The different types and qualities of relationships should each be represented by different symbols.

<table>
<thead>
<tr>
<th>Symbol</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><img src="image" alt="Solid Lines" /></td>
<td>Solid lines symbolize close relationships in terms of information exchange, frequency of contact, overlap of interests, coordination, mutual trust, etc.</td>
</tr>
<tr>
<td><img src="image" alt="Dotted Lines" /></td>
<td>Dotted lines symbolize weak or informal relationships. The question mark is added where the nature of the relationship is not yet clear.</td>
</tr>
<tr>
<td><img src="image" alt="Double Lines" /></td>
<td>Double lines symbolize alliances and cooperation that are formalised contractually or institutionally.</td>
</tr>
<tr>
<td><img src="image" alt="Arrows" /></td>
<td>Arrows symbolise the direction of dominant relationships.</td>
</tr>
<tr>
<td><img src="image" alt="Lines Crossed by a Bolt of Lightning" /></td>
<td>Lines crossed by a bolt of lightning symbolise relationships marked by tension, conflicting interests or other forms of conflict.</td>
</tr>
<tr>
<td><img src="image" alt="Cross Lines" /></td>
<td>Cross lines symbolise relationships that have been interrupted or damaged.</td>
</tr>
</tbody>
</table>

---

### Step 5 Place the Graphic elements

Finally, to make things clearer the various graphic elements can be arranged so that the stakeholder map is easy to read. The stakeholders are categorized in key /primary stakeholders and secondary stakeholders; furthermore the relations between them are visualized.
COMPONENT 3: KEY STAKEHOLDER ANALYSIS

► COMPONENT 3 Introduction

In order to come to an adequate conclusion component 3 is also compulsory and we recommend working in a small group, if possible. This tool is designed to identify in a more detailed way key stakeholders in East Timor and their possible vested interests in convergence with the change objective(s) of the youth project.

► Starting Points

This tool sheds light on the different interests that the more important actors have in the project. It presupposes that these actors have already been identified (through component 1) and their interrelationships have been visualized (through component 2). To narrow down the number of key stakeholders further, it is helpful to differentiate between three core aspects:

- **Legitimacy:** This refers to the institutional position of the key stakeholder’s ascribed or acquired rights that are for instance underpinned by the law, the institutional mandate and public approval, and are considered legitimate. This also includes key stakeholders without whose explicit approval the project would be inconceivable. These veto players can create key impetus and scope, or can obstruct the project.
- **Resources**: This refers to the knowledge, expertise in youth development in East Timor, skills and material resources that enable the key stakeholder to influence significantly the project and the change objective, or to steer and control access to these resources. This is also linked to the question of whether the key stakeholder disposes of the necessary resources.

- **Networks**: Number and strength of relationships with other actors who are obligated to or dependent on the key stakeholder. Key stakeholders are usually well networked, i.e. they have a large number of institutionally formalized and informal relationships with other actors. Key stakeholders therefore wield significant influence on the participation of other actors, structuring some decisions as to whether certain actors will be included or excluded.

The following graph shows how the identification of key stakeholders can be visualized.

The interests of the key stakeholders are usually not entirely congruent with the change objective. This is only natural, bearing in mind the fact that the project is of an innovative nature. Any change will also generate responses of reserve and resistance. The actors notice the dissonance between their interests and the change objective at the latest when they are called upon to depart from familiar paths and learn new approaches. This can create tacit or explicit resistance in various forms: reserve, skeptical aloofness, objection or openly organized resistance against the targeted changes.

Actors can only learn from resistance if that resistance is made explicit, so that it can be addressed. The possible motives for resistance are manifold, and are closely linked to the change management process. Actors' self-interest and fears (of losing power for instance) are reinforced by values that have long remained stable, or by mistrust of other actors. Unclear or poorly transparent information concerning the project also reinforces resistance. If the resistance remains based on (tacit) assumptions or speculation, because it cannot be expressed or is not taken seriously,
then it will also increase. And what begins as verbal assent may in the course of the project turn into reserve or even resistance.

To prevent the project from being vetoed, it is necessary to understand the different interests of the stakeholders in the country. Once the perspective of the key stakeholders is understood, it is possible to alleviate feelings of uncertainty and address the resistance early on, so as to create a negotiation-oriented open climate for the desired reforms. The varying degrees of congruence with the change objective affect the project, and wherever possible should be taken into account early on in the selection of strategic option.

► Step 1 Address Key initial Questions

When analyzing the attitudes of the key stakeholders in East Timor to the change objective, it is important to ask the following questions:

- Which interests do the key stakeholders have in the issues related to youth development?
- How congruent are these interests with the overarching change objective?
- If the actors assert their interests, how might this affect the project?
- Which strategic options need to be developed in order to broaden the scope for action, and thus win the support of actors or remove obstacles? How must the change process be managed participatively so that the key stakeholders can be involved effectively?

The results for each stakeholder should be entered briefly in the table below:

<table>
<thead>
<tr>
<th>Issues at stake and change objective of the project: …</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key stakeholder 1</strong></td>
</tr>
<tr>
<td>Interests of the key stakeholder in relation to the issues at stake and the change objective</td>
</tr>
<tr>
<td>Possible impacts of harmony/dissonance/indifference of interests</td>
</tr>
<tr>
<td>What to do? Options for broadening the scope for action?</td>
</tr>
<tr>
<td><strong>Key stakeholder 2</strong></td>
</tr>
<tr>
<td>Interests of the key stakeholder in relation to the issues at stake and the change objective</td>
</tr>
<tr>
<td>Possible impacts of harmony/dissonance/indifference of interests</td>
</tr>
<tr>
<td>What to do? Options for broadening the scope for action?</td>
</tr>
</tbody>
</table>
Key stakeholder n

<table>
<thead>
<tr>
<th>Interests of the key stakeholder in relation to the issues at stake and the change objective</th>
<th>Congruence with the change objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Possible impacts of harmony/dissonance/ indifference of interests</td>
<td>- &lt;&lt;&lt;&lt;&lt;&lt;   &gt;&gt;&gt;&gt;&gt;&gt; +</td>
</tr>
<tr>
<td></td>
<td>What to do? Options for broadening the scope for action</td>
</tr>
</tbody>
</table>

► Step 2  Simplify the Matrix

In a second step the matrix can be simplified in order to shed more precise light on objectives conflicting with the project, by extracting the right-hand column “congruence with the change objective” for each actor. To better understand possible conflicting objectives, it is useful to ask:

- To what extent might the project change the legitimacy, access to resources and networks of the key stakeholders?

- What fears or anticipated losses might motivate the actions of the key stakeholders?

Matrix of conflicting objectives

<table>
<thead>
<tr>
<th>Key stakeholder 1</th>
<th>Congruence with the change objective</th>
<th>Change in</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>- &lt;&lt;&lt;&lt;&lt;&lt;   &gt;&gt;&gt;&gt;&gt;&gt; +</td>
<td>- legitimacy:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- resources:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- networks:</td>
</tr>
<tr>
<td>Fears and anticipated losses:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Key stakeholder 2</td>
<td>Congruence with the change objective</td>
<td>Change in</td>
</tr>
<tr>
<td></td>
<td>- &lt;&lt;&lt;&lt;&lt;&lt;   &gt;&gt;&gt;&gt;&gt;&gt; +</td>
<td>- legitimacy:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- resources:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- networks:</td>
</tr>
<tr>
<td>Fears and anticipated losses:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Key stakeholder 3</td>
<td>Congruence with the change objective</td>
<td>Change in</td>
</tr>
<tr>
<td></td>
<td>- &lt;&lt;&lt;&lt;&lt;&lt;   &gt;&gt;&gt;&gt;&gt;&gt; +</td>
<td>- legitimacy:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- resources:</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- networks:</td>
</tr>
<tr>
<td>Fears and anticipated losses:</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

► Step 3  Discuss the Matrix of conflicting Objectives

In a next step, a joint discussion of the situation as captured by the simplified matrix can help to identify commonalities between the actors, for instance actors of the central government administration of East Timor who in a youth development process would see themselves as standing to
lose legitimacy and influence, and enable planners to address and work through the conflict of objectives with the key stakeholders early on.

► Step 4 Decision

Finally the important question is whether the conflict should be addressed at all? If the conflict is to be addressed it is the role of you transforming it through communication and management skills. If the conflict is not to be addressed because it is not useful for this project, follow the next components.

► Step 5 Documentation of Results

Once the analysis finished, think about documenting adequately your results (minutes of discussions, photos of charts, eventually producing a desk study)

COMPONENT 4: EXTERNAL STAKEHOLDER MAPPING

As already stated the components 4 and 5 are optional and should be done in a group or in a workshop for obtaining an overall and more complete picture. The external stakeholder mapping tool helps to identify the complementary actors outside the cooperation system that are or might be relevant to your project. The term “relevant complementary partners” is used here to mean institutions, organizations and networks (NGOS or donors in your case) that possess resources (personnel, time, money, knowledge, political influence, experience) that might be useful to your project in achieving its objectives.

It is beneficial to use in all situations where your project might receive support from external actors, yet where there is a lack of clarity concerning potential external partners and key stakeholders. It is recommended to realize this mapping in small groups (1 to 4 participants), with good knowledge of the external landscape in East Timor. It is important to note that the map is a subjective view generated by its creators, actors and their relationships change over time.

The first step when seeking useful partnerships and alliances is to map the landscape of actors outside GTZ’s cooperation system. We need to establish an overview who the potential stakeholders in East Timor are, and how they are positioned in relation to the project. This kind of map of external stakeholders provides first pointers as to which direction our coordination, communication and acquisition efforts should be leading, and which external complementary stakeholders you should be contacting with a view to possible cooperation. When drawing up this map of stakeholders in relation to your concrete project, we distinguish between three segments:
**The global segment:** This includes organizations whose area of activity at the global level is relevant to our project, and who provide access to resources, in our project these could be international donors like:

- UN organizations or the World Bank,
- International conventions and their coordination units (e.g. Global Environment Facility, GEF).
- Internationally operating NGOs, foundations, private companies etc.

**The regional segment:** This includes possible complementary partners who operate in transboundary, regional contexts.

- regional development banks,
- ASEAN,
- regionally operating NGOs, foundations, private companies etc.

**The national segment:** This includes possible complementary partners in East Timor, especially the national and sub national organizations of the public administration, as well as civil society (NGO’s) and private sector actors.

► Starting Points

Before drawing up the external stakeholder map, particular attention should be paid to the following points:

- **Defining and demarcating the scope:**
  The mapping of the actors outside our cooperation system should be based on a clearly defined youth thematic area, in order to limit the number of actors and guarantee a manageable order of magnitude. Normally this thematic area or issue will be defined in the formulated objectives of the project.

- **Identifying and distinguishing different organizational forms:**
  Actors outside our core cooperation system have different forms of organization: They might be a section of the public administration, NGO’s, networks, private companies, etc. It is appropriate to distinguish between these organizational forms when mapping potential partners.

- **Simple representation:**
  Since this is merely an overview map of the possible complementary partners, it is appropriate to show first of all only the main actors. The relationships between those actors, their degree of networking or their performance capacity in relation to the project theme can be added in a further step.
Step 1 Identify external Stakeholders

The question arises at the outset of how complementary partners outside the core cooperation system can be identified. Answering the following key questions can help to identify them:

- Which actors outside our established cooperation system possess resources that could help us achieve our objectives?
- Is there one actor who possesses relevant key resources – major financial clout, extraordinary expertise, broad network of relationships, major experience, political influence and reputation, etc.?
- In which segment (global, regional or national does an actor operate?
- Does our cooperation have any formal or informal contact with this actor, and is the actor close to our cooperation system or do barriers exist?

For the identification of these external stakeholders proceed as mentioned under component 1!

Step 2 Produce Stakeholder Map

Once the questions have been answered, the next step is to enter the actors in the external stakeholder map. The actors can be visualized using the following symbols:

<table>
<thead>
<tr>
<th>Symbol</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>🌟</td>
<td>Individual organisations (e.g. ministry, association of municipalities, NGOs, government research institute, church, etc.)</td>
</tr>
<tr>
<td>🌍</td>
<td>Cooperation systems and networks</td>
</tr>
<tr>
<td>🧑‍♀️♂️</td>
<td>Individuals (resource persons and door openers)</td>
</tr>
</tbody>
</table>

Using and placing the symbols:
- The larger the respective actor symbol is, the more important the actor is for our reform project or the more resources he is able to mobilise in relation to it.
- The closer the actor is moved toward the centre (GTZ cooperation system), the closer is our existing relationship to the actor, or the easier our access to him.

Drawing a Map

Finally fill in the following map:
COMPONENT 5: KEY EXTERNAL STAKEHOLDER MAPPING

This tool helps to identify the key stakeholders outside our system with whom our project should be developing contacts and make efforts toward harmonization and coordination.

Starting Points

Three indicators may provide orientation and guidance:

- **Financial power:**
  This indicator reflects the scope of financial resources with which the Stakeholder operates in the youth thematic area.

- **Expert power:**
  This indicator shows how much knowledge and expertise the actor possesses in the youth thematic area.

- **Political position power:**
  This indicator shows how much influence the actor has on the setting of rules, norms and laws, as well as their implementation.

In an ideal world, the project would of course cooperate with all actors who possess financial power, expertise and political position. That would make those actors part of the project's internal cooperation system. In reality, however, this is only partially or not at all the case, either because the actors are not interested in cooperating, or because the development cooperation project does not
make contact with them. These gaps could be closed through careful management of external co-operation relations

**Congruence of the stakeholder’s objectives with GTZ’s objectives**

In order to check the congruence of the stakeholder’s objectives with GTZ’s objectives we propose two indicators:

- **Congruence with project objectives.**
  This indicator reflects the degree to which the actor’s goals are congruent with the results targeted by the project. At the same time strategies, methods and procedures may differ.

- **Congruence with overarching objectives.**
  This indicator reflects whether the actor’s overarching objectives are congruent with ours, for instance in relation to democratic decision-making or sustainable natural resource management.

► **Step 1 Assess the Power of Stakeholders**

To assess the possible complementary partners in the thematic youth area relevant to your project, you need to answer the following three key questions concerning the power of the actors:

- Which organizations and networks possess financial power in the thematic youth area of our project?

- Which organizations and networks possess expert power in the thematic youth area of our project, and for instance perform research?

- Which organizations and networks possess a political position power in the thematic youth area of our project?

► **Step 2 Visualize the Key Stakeholders**

In a next step, small circles can be used to enter the key stakeholders in the graphic shown below. This shows whether each actor’s position is central or lateral.
From the graphic containing the three circles we can see which complementary actors could be considered as project partners (marked here as A1 to A5), which partners need to be contacted, and with which partners a process of coordination needs to be initiated.

**Step 3 Assess the congruence of objectives**

**Key Question 1:**

<table>
<thead>
<tr>
<th>Actors</th>
<th>Assessment</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Actor 1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Actor 2</td>
<td>+1.0</td>
<td></td>
</tr>
<tr>
<td>Actor 3</td>
<td>-1.0</td>
<td></td>
</tr>
<tr>
<td>Actor 4</td>
<td>+1.0</td>
<td></td>
</tr>
<tr>
<td>Actor 5</td>
<td>+1.0</td>
<td></td>
</tr>
</tbody>
</table>

The evaluation scale ranks from +1 to -1

(+1 = congruence of objective, -1 = no congruence of objectives).
Key Question 2:

Key question 2 (congruence with overarching objectives); To what extent do our overarching objectives overlap?

<table>
<thead>
<tr>
<th>Actors</th>
<th>Assessment</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Actor 1</td>
<td>+1 to -1,0</td>
<td></td>
</tr>
<tr>
<td>Actor 2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Actor 3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Actor 4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Actor 5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

▶ Step 4 Map the congruence of objectives

The results from Step 3 should now be transferred to the following Map. The top right square shows the area with the most congruence of the objectives, in comparison the bottom left square with the lowest congruence of objectives.

Grid of congruence of objectives:
Step 5  Identify key Stakeholders

In a final step the results of the assessments of power and congruence of objectives are compared, and where at least a minimum level of both factors is found to be in play, relevant key stakeholders are identified. For example is square A2 the perfect stakeholder with a high congruence at project level and overarching objectives. In contrast A3 is a stakeholder with a low level of congruence and might be not suitable to work with. It may well be that key stakeholders do not (yet) meet certain requirements, but nevertheless do merit particular attention due to a specific strength. As mentioned before this analysis should be an ongoing process and not a onetime analysis.

 Step 6  Documentation of Results

Once the analysis finished, think about documenting adequately your results (minutes of discussions, photos of charts, eventually producing a desk study)

IV. FURTHER STEPS AND RECOMMENDATIONS

As already mentioned, having a clear perception about the different players and stakeholders in a specific area is a prerequisite for implementing a sound project. Hence the intention of the present Handout was to propose a systematic process for collecting and analyzing data about such stakeholders, namely international donors and NGO’s in Timor Leste. Five modules respectively components subdivided into different steps have been developed and customized to the special needs of the ‘Fund for Crisis Prevention and Conflict Transformation’. Some of these components have been qualified as compulsory for any stakeholder analysis others as optional. Different very concrete instruments have been suggested in order to facilitate the duty of the responsible staff in Timor Leste and to carry-out a successful analysis.

However, when it comes to realize such stakeholder analysis oftentimes the staff in charge perceives it as an additional burden to all the other tasks to be performed. Therefore, the authors of this document would like to give some practical recommendations on how to alleviate such burden and propose some further steps.

1. The execution of most of the suggested components and subsequent steps will take a certain time. However, not all the mentioned workload needs to be mastered by the staff in charge. Moreover most of the presented processes can be delegated to operational staff of your team or even outsourced to external consultancies or interested NGOs.

2. When it comes to outsourcing we suggest differentiating between the mapping of NGOs and donors. In the case of getting an overview about donors in the country, it could be advisable to invite an NGO already cooperating with the project. Most NGOs receive interna-
tional or national funding. Therefore they have a clear picture about potentially interested donors and conditions to be respected.

In the case of NGO mapping the situation is slightly different. As NGOs might be partial they might filter the information. Therefore we suggest asking a consultant to carry-out such analysis.

In both cases clear terms of reference will be needed. If desired GTZ's Youth Planning Unit may provide you with the necessary documents.

3. Some components presented in this document may become relevant at a later stage (especially components 4 and 5). Furthermore, as highlighted at different occasions, the mapping of stakeholders should be ideally a participatory process and not be a single exercise but, due to the continuously changing environment, be repeated once a while. In such case, a planning workshop or, with some restrictions a training, could be the ideal place for undertaking such attempt.

Again GTZ's Youth Planning Unit would be delighted to give you the support needed.

V. BIBLIOGRAPHY

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Zimmerman, Arthur Mainstreaming Participation. -Instrumente zur Akteursanalyse. 10 Bausteine für die partizipative Gestaltung von Kooperationssystemen. Aus der Reihe Förderung partizipativer Entwicklung in der deutschen EZ. (GTZ)
APPENDICES

APPENDIX A: QUESTIONS FOR FILLING-OUT THE EXEMPLARY MATRIX

Nota Bene: The following questions refer to the exemplary matrix (Appendix B).

A. **ID.**
   To be attributed to the each stakeholder at the beginning or on the questionnaire

B. **Different Types of Organization:**
   - Governance
   - Private
   - Non-Governmental – Organization
   - Donors

C. **Level of Activity**
   - **City:** Is the Organization just active in an urban area?
   - **Regional:** Is the Organization also active on a regional Level?
   - **State:** Is the Organization state wide active?

D. **Youth Development Sector**
   - Is the stakeholder active in the youth development sector? Fill in yes or no?
E. Areas of Activity
• If ‘D’ is not applicable, in which other areas is the stakeholder involved in?

F. Interests
• Interest refers to the interest the stakeholder has in the project—or the advantages and disadvantages that the implementation of the project may bring to him or her or his or her organization. Advantages and disadvantages mentioned by each of the stakeholders should be entered into this column in as much detail as possible, since the information will be used primarily in developing conclusions and strategies for dealing with the stakeholders’ concerns.

G. Alliances
• Alliances are formed when two or more organizations collaborate to meet the same objective, in this case to support youth development in East Timor. Any organizations that are mentioned by the stakeholder in the questions related to this item connection should be entered in this column.

H. Resources
• Networking (N): Is the organization involved or linked to any youth related network?
• Finance (F): Does the organization have a high finance power?
• Knowledge (K): Or is the resource of this stakeholder the expertise in youth related Development?

I. Number of Projects
• How many youth related projects does this stakeholder have in East Timor?

J. Leadership
• Leadership is specifically defined here as the willingness and ability to initiate, convolve, or lead an action for or against the development of youth in East Timor. The stakeholder either has or lacks this characteristic. This is represented with “yes” or “no.”
Nota Bene: This exemplary matrix refers to the questions mentioned under appendix A.

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>F</th>
<th>G</th>
<th>H</th>
<th>I</th>
<th>J</th>
</tr>
</thead>
<tbody>
<tr>
<td>ID</td>
<td>Type of organization</td>
<td>Level of activity</td>
<td>Youth Development Sector</td>
<td>Areas of activity</td>
<td>Interests</td>
<td>Alliances</td>
<td>Resources</td>
<td>Number of projects</td>
<td>Leader</td>
</tr>
<tr>
<td></td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>
APPENDIX C: FLOW CHART

**Component 1:** Collection of Data
- **Starting Points:** Collect data
- **Action:** Carry-out:
  - Internet research
  - Telephone interviews
  - Personal Interviews
- **Collection of Data:** Gather Information

**Component 2:** Stakeholder Mapping
- **Starting Points:** Formulate key question
  - Note point in time
  - Separate perspective
- **Action (Steps 1-5):**
  - Identify stakeholders
  - Select the visualization option
  - Fill in stakeholders
  - Visualize the relationships
  - Place elements
- **Stakeholder Map:** Map stakeholders

**Component 3:** Key Stakeholder Analysis
- **Starting Points:** Differ between:
  - Legitimacy
  - Resources
  - Network
- **Action (Steps 1-5):**
  - Raise key initial question
  - Simplify the Matrix
  - Discuss the Matrix
  - Make decision
  - Document results
- **Key Stakeholder Analysis:** Identify Key Stakeholders and interests

**Component 4:** External Stakeholder Mapping
- **Starting Points:** Limit numbers
  - Clarify Type of Organization
  - Simplify representation
- **Action (Steps 1-2):**
  - Identify external stakeholders
  - Produce stakeholder map
- **External Stakeholder Map:** Identify Complementary Stakeholders

**Component 5:** Key external stakeholder Mapping
- **Starting Points:** Reflect on:
  - Power Categories
  - Congruence
- **Action (Steps 1-6):**
  - Assess power of stakeholders
  - Visualize key stakeholders
  - Assess/map congruence
  - Identify key stakeholders
  - Document results
- **Key External Stakeholder Map:** Map Key Stakeholders