

Stakeholder analysis

How to map, analyse, and engage stakeholders in the development of a Strategic Framework for Mainstreaming Ageing

UNECE Mainstreaming Ageing Toolkit



OUTLINE

STEP I: Stakeholder Mapping

- Identify stakeholders and their connections
 - by policies and institutional structures and mechanisms
 - by cross-cutting themes
- Map stakeholders
 - by policy field
 - by societal sector and level
 - by their interest and roles



STEP II: Stakeholder Analysis

- Assess the levels of engagement
- Identify concerns and opposition to mainstreaming ageing



Setting up a team to develop the Strategic Framework for Mainstreaming Ageing



STEP III: Stakeholder Engagement

- Communication
- Consultation
- Cooperation
- Collaboration

INTRODUCTION

The UNECE Guidelines for Mainstreaming Ageing recommend a 'whole-of-government' and 'whole-of-society' participatory and inclusive process in developing a Strategic Framework for Mainstreaming Ageing (SFMA). This involves promoting the communication, consultation, coordination, and collaboration among different government departments, different levels of government, and between governmental and non-governmental stakeholders.

Specifically, the Guidelines recommend establishing a core group to lead the development of the Strategic Framework, as well as a wider stakeholder network to inform the process and to engage in mainstreaming ageing. Diverse stakeholder perspectives should be included to ensure its relevance as well as broad ownership and support for mainstreaming ageing. To identify which stakeholders to include in each group, it is important to map and analyse the key stakeholders and decide how to engage them. This tool therefore provides guidance on:

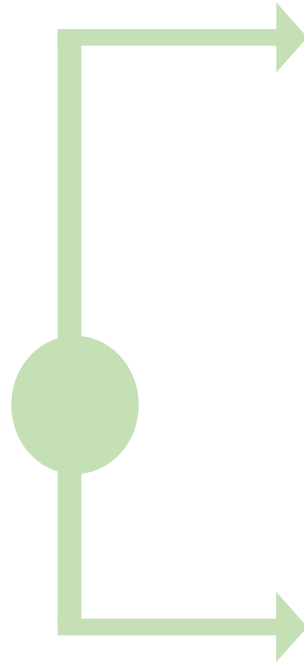
- ✓ **stakeholder mapping**
- ✓ **stakeholder analysis**
- ✓ **stakeholder engagement**

Why is it important to involve stakeholders?

Given that the development of a national strategic framework for mainstreaming ageing will likely represent a departure from the status quo, engaging stakeholders from the very outset of the process is highly recommended to facilitate change management. A comprehensive stakeholder mapping and analysis requires time, effort, and resources, but is a good investment.

Benefits of involving stakeholders from the outset

- ✓ **Raises awareness and “buy-in”**
- ✓ **Contributes different perspectives, knowledge, and insights**
- ✓ **Creates shared ownership**
- ✓ **Allows to identify conflicting interests early to address them**



What is a stakeholder?

Stakeholders are those who:

- Can **inform** the **influence** the SFMA
- Need to be **involved in** developing the SFMA
- Will be **affected by** and may **oppose** the SMFA

Carrying out a stakeholder mapping is at the core of developing a successful SMFA

Why is it important to systematically map stakeholders?

A systematic stakeholder mapping is a **preparatory step** for analysis and stakeholder engagement.

Key stakeholders in mainstreaming ageing will span:

- all age groups
- all policy fields
- all levels of government
- all societal sectors (governmental as well as non-governmental stakeholders)

Mainstreaming ageing in all policies requires **broadening the circle of stakeholders you may currently engage in policies on ageing and for older persons.**

1 STAKEHOLDER MAPPING

1.1 Identify stakeholders and their connections by mapping ageing-related policies and institutional structures and mechanisms

What is the human and institutional landscape on ageing-related policy today?

The “human” landscape refers to individuals (with relevant functions and responsibilities) whereas the “institutional” landscape refers to existing structures (entities) and mechanisms of communication, coordination, and collaboration (for example parliamentary commissions, working groups, networks) that are dealing with relevant portfolios.

In a first step it can be useful to start by drawing an organigram depicting relevant government entities, focal points, and inter-departmental working groups, parliamentary commissions, with responsibility for demographic change and ageing-related policies and their interconnections. Consider drawing several such organigrams to graphically present the current institutional structure and mechanisms for communication, coordination and collaboration between stakeholders working on ageing-related issues.

It can be helpful to list all relevant national, sub-national and sectoral ageing-related policies in place and chart the entity with the lead role and contributing departments (who was involved in designing the policy, and who contributes to its implementation, monitoring, etc.). If stakeholder engagement processes were used in the process of developing, implementing, monitoring, or evaluating past and current policies, these could provide information on which stakeholders participated in consultations or working groups. The periodic reviews and appraisals of the implementation of MIPAA are one example.

Stakeholder connections

Mechanisms for communication, coordination and collaboration indicate how stakeholders on ageing-related policy are currently engaged and connected. Examples could be past or existing inter-departmental taskforces, committees, consultation bodies.

1.2 Identify stakeholders representing cross-cutting themes

The next step in the stakeholder mapping is to consider which stakeholders should be involved to ensure the integration of a life-course perspective, human rights, gender, equity and inclusion – which are core principles recommended in the Guidelines for Mainstreaming Ageing.

THEMES	MAPPING STAKEHOLDERS	EXAMPLES
Life-course	<p>Similar charts can be drawn to depict the institutional structure and mechanisms on age-group related policies, for instance for children, youth, families, older persons.</p>	<p>Life stages (childhood, youth, early to late adulthood, old age)</p>
Human rights	<p>A Human Rights Stakeholder mapping can help identify relevant entities and stakeholders across government dealing specifically with human rights and anti-discrimination portfolios, as well as independent institutions including ombudspersons and national human rights commissions or institutes.</p>	<p>Human Right Institutions, Ombudsperson Anti-discrimination units</p>

THEMES	MAPPING STAKEHOLDERS	EXAMPLES
Gender equality	<p>To identify the human and institutional landscape for gender mainstreaming, a specific mapping of the institutional framework for gender equality - gender entities, gender focal points and mechanisms for communication, coordination and collaboration can help identify whom to involve in the core group and stakeholder network for mainstreaming ageing. It also provides an indication of the mechanisms through which gender issues are currently mainstreamed.</p>	<p>Gender Entity, Gender Focal Points, Gender Taskforces</p>
Sustainable Development	<p>Map out the institutional structure of the national implementation of the 2030 Agenda for Sustainable Development with relevant entities, working groups, and focal points.</p>	<p>Entities in charge of implementing 2030 Agenda Climate Change</p>
Equity and inclusion	<p>The stakeholder mapping should identify the human and institutional landscape in government working specifically on groups identified as marginalized or vulnerable requiring specific attention and support and that are at risk of being left behind. These could be people living with disabilities, indigenous populations, migrants, homeless persons, LGTBIQ+, among others.</p>	<p>Entities working with persons with disabilities, migrants, minority groups at risk of social exclusion</p>
Data and research	<p>The stakeholder mapping should also include data providers across government institutions. These are key to ensure access to relevant information that will inform an evidence-based development of the SFMA.</p>	<p>Data providers (national statistical offices, sectoral research institutions, government units in charge of research)</p>

1.3 Map stakeholders by policy field

Mainstreaming ageing across policies – all government departments should be engaged

With the information gathered in the earlier mapping exercise, it is now possible to explore which government departments are leading or contributing to ageing-related policies and the “blank spots”- government departments that do not currently address aspects of population and individual ageing in their sectoral policies. A government organigram can facilitate this exercise to obtain an overview. The same exercise can be done for sub-national and local governments.

Figure1 lists common policy fields which are typically grouped under different government ministries. The list is exemplary but not exhaustive.

The stakeholder mapping by policy field will allow to identify champions in ageing-related work that should be approached for collaboration as well as those whom to engage in dialogue to make the case for mainstreaming ageing in their respective policy area.

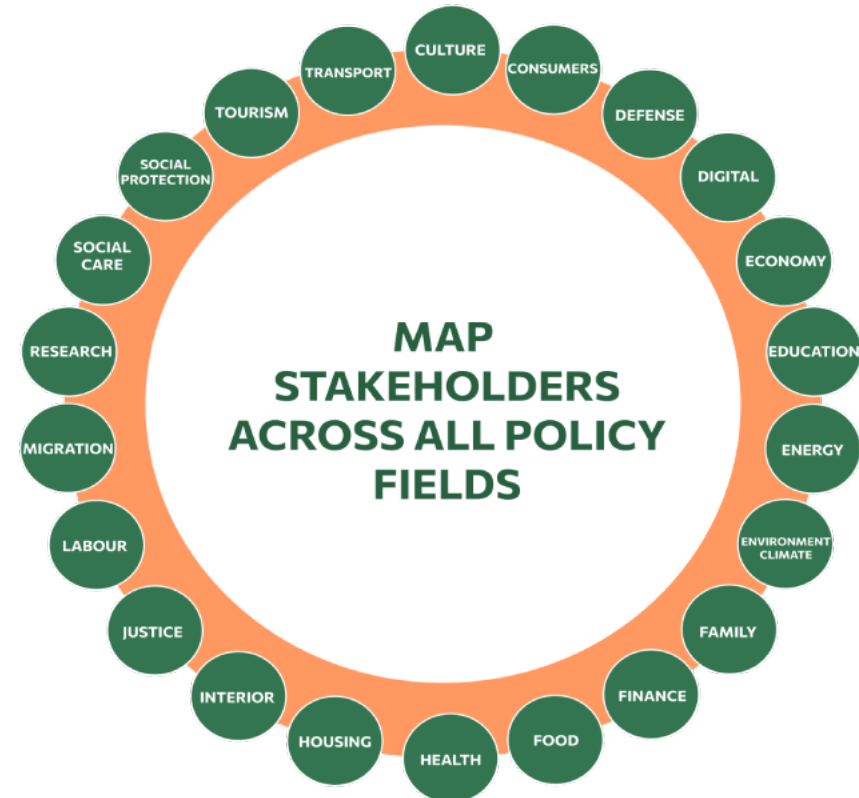


Figure 1. Mapping stakeholder across all policy fields

1.4 Map stakeholders by societal sector and level

Stakeholders could be mapped by **type** (governmental, civil society, academia, private sector) and **level** (national, sub-national, local).

	Public State	Private Businesses	Non-profit Civil society, Academia
International			
Central/Federal			
Sub-national			
Local			

When mapping stakeholders, specific efforts should be made to ensure that diverse population groups, including the most marginalized, are represented.¹

The different mapping matrixes provide tools for grouping and organizing different types of stakeholders across different domains. Once a broad list of potential stakeholders in mainstreaming ageing is established, their respective interests, potential influence on the development of a SFMA and importance of engaging them will be explored in the stakeholder analysis.

2 STAKEHOLDER ANALYSIS

A stakeholder analysis will enable you to prioritize stakeholders and identify who should be part of the core group for the development of a Strategic Framework for Mainstreaming Ageing and who should be engaged through the broader Stakeholder Network.

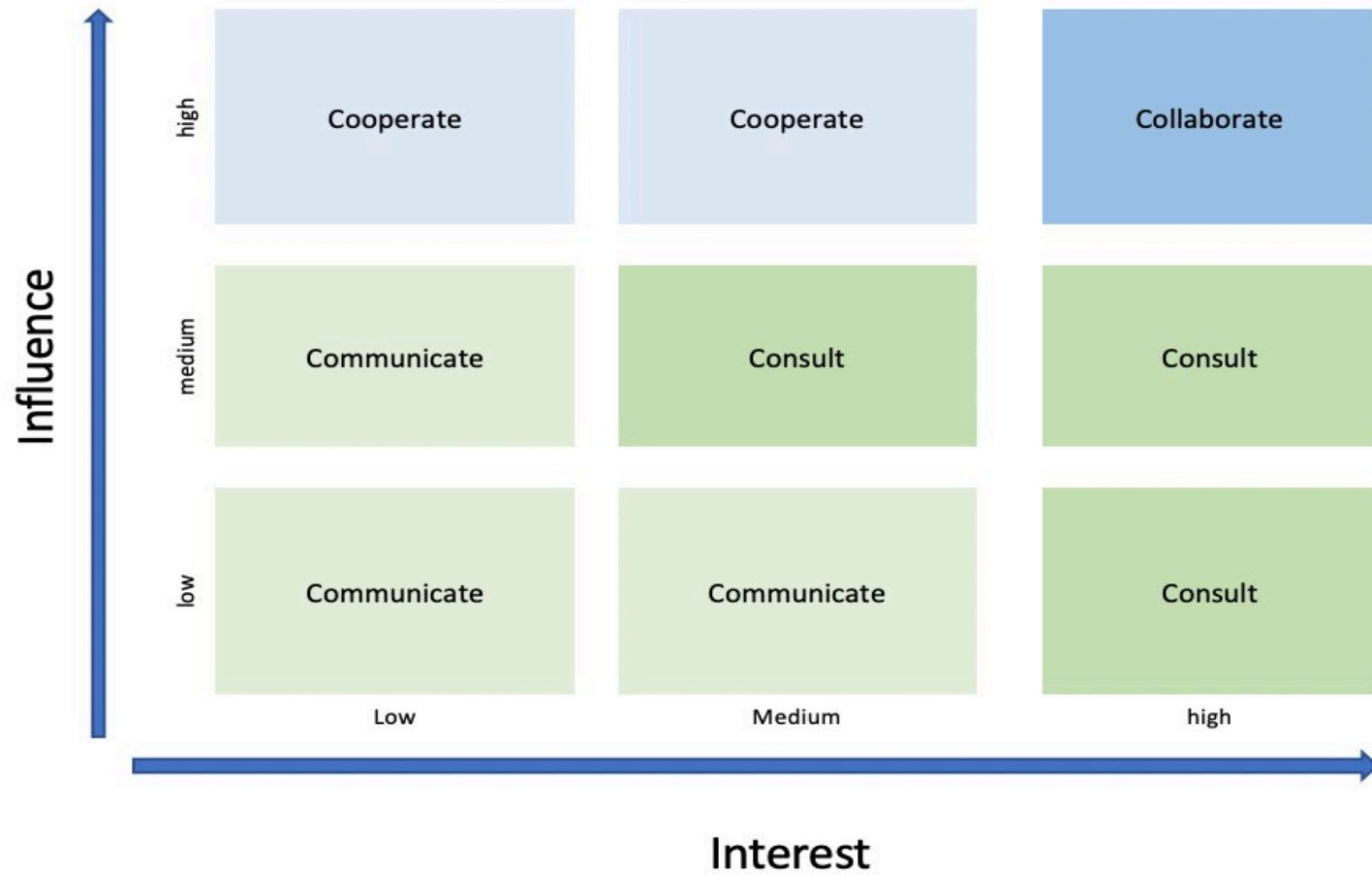
Stakeholder analysis tools commonly facilitate the grouping and prioritization of stakeholders by their level of interest, influence, and importance to the project at hand. Through analysis it is possible to identify the way different stakeholders will be affected by mainstreaming ageing, whether they are in support of, or opposed to, the development of a strategic mainstreaming approach, how they may influence and inform the process and ways in which they should be engaged.

Levels of engagement

While all stakeholders are important, not all need the same level of engagement for the success of the project.

1. Communicate	Stakeholders with low levels of interest and potential influence on the development should be engaged through communication, with engagement activities focusing on raising awareness about the value added of mainstreaming ageing.
2. Consult	Stakeholders with medium to high interest but low to medium potential influence on the development of the framework should be consulted to contribute their perspectives and insights.
3. Cooperate	The cooperation of stakeholders with a high potential influence on the development of the SFMA should be sought to ensure their support for the development of the SWGA for example by sharing relevant information, supporting decisions, and making resources and (staff) time available for its development. As these stakeholders can jeopardize the success of the endeavor, particular effort may be needed to make the case for mainstreaming ageing and address potential concerns.
4. Collaborate	Finally, those with high levels of interest in and potential influence on the development of the SFMA will be the group to collaborate with. These stakeholders should be invited to participate in the core group.

Figure 2. Influence-interest analysis grid



Source: Inspired by https://infrastructurecommission.scot/storage/224/Appendix_B.pdf

How to obtain the information needed for analysis?

Common methods of information gathering include desk research, interviews, focus group discussions and workshops with different groups of stakeholders to understand the stakes and positions regarding mainstreaming ageing.



Desk research

Desk research allows to gather relevant information available in writing that indicates the level of interest and involvement in ageing-related issues



Written consultation

A written consultation exercise provides the possibility of collecting information on the perspectives and positions of different stakeholders on mainstreaming ageing.



Interviews

Interviews provide the opportunity for one-to-one exchange but are a time intensive method of information collection.



Focus group discussions

Focus groups allow discussions with groups of stakeholders with a similar background.



Workshops

Workshops can gather a broad number of stakeholders which can be divided into smaller working groups.

Prepare open-ended questions for interviews, focus groups, and workshops 2

- ✓ Think about the information you would like to obtain and how you will use it carefully.
- ✓ Develop a set of open-ended questions that build on each other from general to more specific with a logical flow

Guiding questions

1. How do they evaluate the current level of integration of ageing issues in policy domain/policymaking process?
2. Do they think it would be advantageous to their own interests/policy goals to systematically address ageing?
3. What do they see as the main barriers to doing so?
4. How would their own interests/work be affected by mainstreaming?
5. Level of support for mainstreaming ageing: advantage / disadvantage of developing a strategic framework to enable the systematic integration of ageing issues across all policies at all levels
6. What do they see as key concerns/obstacles?


Identifying concerns and opposition to mainstreaming ageing

The stakeholder analysis is an important opportunity to engage stakeholder groups in dialogue on mainstreaming ageing from the outset. It allows you to identify concerns and potential opposition early on and will indicate which stakeholders you need to engage with to make the case for mainstreaming ageing and persuade them to support the initiative.

A matrix that allows you to map stakeholders by their level of support may be helpful here.

Figure 3. Support/opposition analysis grid

Supportive/constructive Opposing/antagonistic



Stakeholders	+++	++	+	+/-	-	--	---

Adapted from [DFID 2003, Box 9](#)

Figure 4. Stakeholder analysis grid

Stakeholder			Interest		Influence		Support	Engagement
Name	Affiliation	Role	Impact	H/M/L	Contribution	H/M/L	(Y/N)	(1,2,3,4)

Stakeholders that support a systematic approach to mainstreaming ageing will be those to collaborate with. It is important to invest in dialogue with those who express concerns or opposition to mainstreaming ageing to identify how these can be addressed to secure cooperation in the development of the SFMA.

ESTABLISHING THE TEAM

Based on the findings of the stakeholder mapping and analysis, relevant stakeholders can be assigned to the core group and broader stakeholder network that constitute the team for developing the Strategic Framework for Mainstreaming Ageing.

1. Core group

The core group will lead and coordinate the development of the SFMA. It should consist of those stakeholders that have both a high level of potential influence on the success of mainstreaming ageing and interest in advancing a systematic approach to the integration of ageing issues in all policies.

It may be necessary to prioritize among relevant stakeholders to keep the core group at a manageable size. Members of the core group should cover the key policy fields, cross-cutting themes and societal sectors identified in the stakeholder mapping that will have the greatest stake in mainstreaming ageing and can act as champions in advancing this agenda.

- ✓ Include key stakeholders from the different categories mapped with high level of influence and interest in the development of the SFMA

2. Stakeholder network

While the core group will lead and coordinate the development of the SFMA, the broader stakeholder network provides a platform for engagement of a wider circle of stakeholders to inform, consult and engage for information gathering to support the work of the core group. The stakeholder network can assist in awareness-raising and promoting and inclusive policy dialogue on ageing-related issues.

- ✓ The stakeholder network should include stakeholders from the different societal sectors and levels, representing diverse population groups.

3 STAKEHOLDER ENGAGEMENT

Once stakeholders are assigned to the core group and broader stakeholder network, it is important to think through how to engage stakeholders and develop a stakeholder engagement plan which clarifies the purpose and scope of engagement, identifies the methods and channels to be used and the scope and timeline of planned activities.

Core group

- ✓ **Terms of Reference** - For successful collaboration, it is important to clearly define roles and responsibilities for members engaged in the core group through clear terms of reference for their engagement.

- ✓ **Agree on tasks on which to collaborate**
 - Develop a proposal and workplan for the development of the SFMA
 - Design a participatory engagement process to meaningfully involve the broader stakeholder network throughout its development.
 - Initiate dialogue on mainstreaming ageing with key officials within each government ministry to raise awareness and make the case for mainstreaming ageing
 - Secure political commitment and resources for the development of the SFMA
 - Lead the development and drafting of the SFMA

Considerations in establishing a stakeholder engagement plan

- ✓ The stakeholder engagement plan should facilitate communication, consultation, cooperation, and collaboration on a continuous basis, ensuring that stakeholders remain engaged in a meaningful way throughout the development of the SFMA.

- ✓ Existing mechanisms and established activities can be used to communicate and engage around mainstreaming ageing and should be used as much as appropriate. For example, if there is an active network on gender equality across government their communication channels and meetings could be used to inform and advocate for mainstreaming ageing.

- ✓ Different groups of stakeholders within the broader network may need to be engaged in different ways.

- ✓ Identify intermediary actors within the stakeholder network with whom to collaborate for broader outreach.

Methods of stakeholder engagement

Examples of methods of engagement	
Communication	Information sharing through email, websites, social media and other media channels, conferences, webinars, face to face meetings.
Consultation	Discussion forums, roundtables, public hearings, town meetings, focus groups, surveys, interviews, opinion polls that engage stakeholder to share perspectives, insights and relevant information.
Cooperation	Nominating contact/focal points on ageing and foster cooperation and coordination between them across government departments and levels to facilitate information-sharing, identification of synergies between policy agendas through improved awareness, and coordination of activities.
Collaboration	Team up with intermediary actors such as national older people organizations or youth organizations to initiate joint activities tailored to respective groups of stakeholders. Examples could be cross-sectoral alliances to raise awareness about the importance of addressing the implications of demographic change and prepare societies for the future.

Stakeholder engagement will be a dynamic and evolving process. It may start small with informal / ad hoc activities which over time can lead to established mechanisms for stakeholder engagement. The scope of activities possible, especially in the early stages, will depend on human and financial resources available and whether established stakeholder engagement mechanisms are already existent and can be leveraged to communicate about and engage on mainstreaming ageing.

The stakeholder engagement plan will therefore be a living document. In the early stages, the focus may be placed on reaching out to all stakeholders identified and bringing them together to inform and advocate for mainstreaming ageing before reaching out to consult on specific questions pertaining to the development of the SFMA.

RESOURCES

Learn more about stakeholder mapping, analysis, and engagement by consulting the following resources which have informed this toolkit.

[Guidelines for Mainstreaming Ageing, UNECE, 2021](#)

[Guidance note on meaningful participation of older persons and civil society in policymaking: designing a stakeholder engagement and participation process, UNECE, 2021](#)

[Stakeholder mapping guide, World Health Organization](#)

[Stakeholder analysis guidelines, World Health Organization](#)

[Stakeholders' Mapping, Food and Agriculture Organization](#)

[Tool: How to map stakeholders, Local Government Association, 2019](#)

[Stakeholder mapping for engagement, Public-Private Dialogue \(World Bank\)](#)

[Stakeholder Identification and Analysis, International Finance Corporation](#)

[Stakeholder engagement strategies, UK Government](#)

[Stakeholder engagement, Deloitte, 2014](#)

[Five-Step Approach to Stakeholder Engagement, Business for Social Responsibility, 2019](#)

[Stakeholder Engagement Strategy, Infrastructure Commission for Scotland, February 2019](#)

[Stakeholder management, Imperial College London, 2017](#)

[Public-Private Dialogue Stakeholder Mapping Toolkit, World Bank, 2016](#)

[Tools for Development: A handbook for those engaged in development activity, UK Government, 2003](#)

[Cross-Cutting Tool Stakeholder Analysis, WWF, 2005](#)

This tool is part of the UNECE Toolkit for Mainstreaming Ageing, developed to support the implementation of the recommendations made in the

[UNECE Guidelines for Mainstreaming Ageing](#)

It is a living document that will be updated regularly as new evidence and resources become available.

More tools and resources on Mainstreaming Ageing are available on

[**unece.org/mainstreaming-ageing**](https://unece.org/mainstreaming-ageing)

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