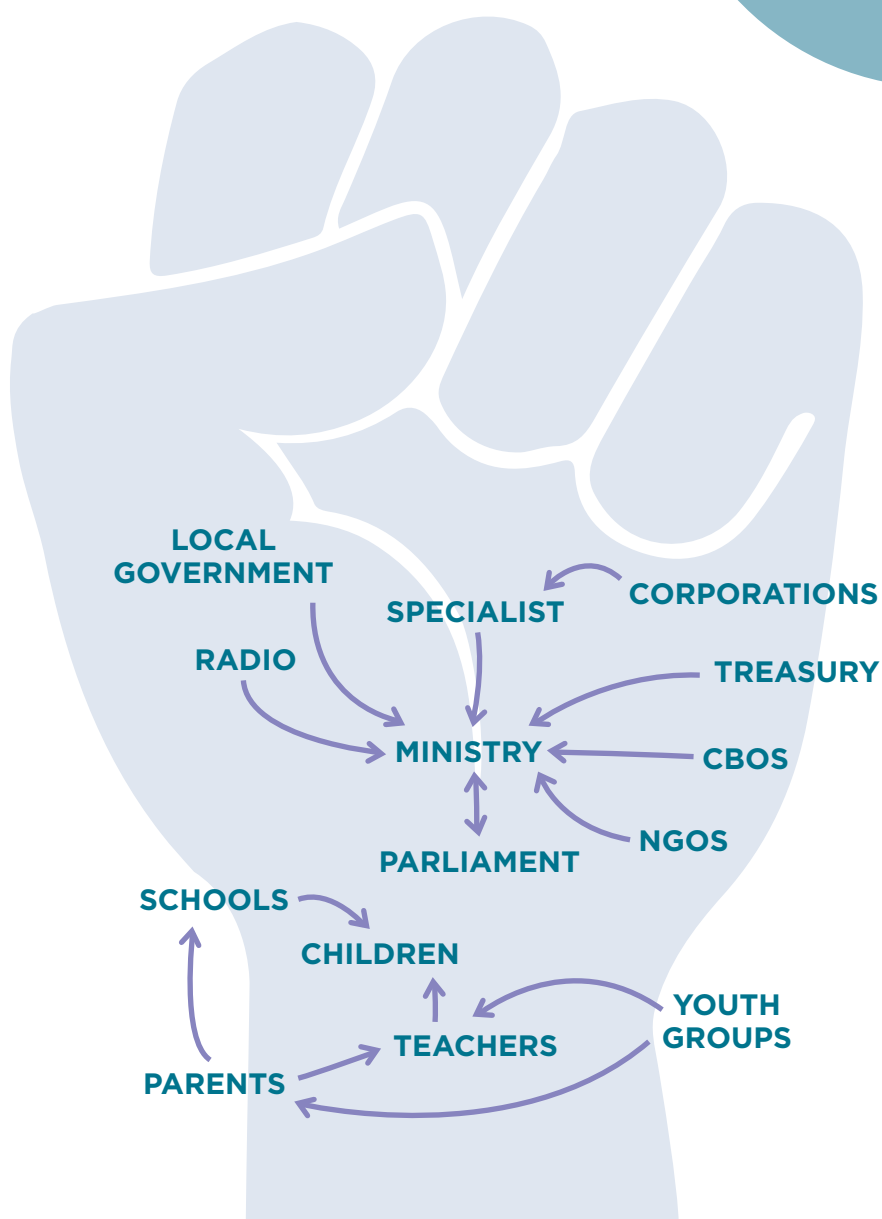


Power analysis tools for WASH governance

02



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Acknowledgements:

A WaterAid and Freshwater Action Network publication.
Written by Hilary Coulby and Jacques Edouard Tiberghien with Marta Barcelo. Additional contributions from Venkatesh Aralikatty, Jean-Eugene Injerona, Ibrahim Musah. Based on the experience of WaterAid and Freshwater Action Network (FAN)'s water, sanitation and hygiene (WASH) Governance and Transparency Fund (GTF) programme.

The overall development of the Learning Handbooks project was coordinated by Hilary Coulby with Marta Barcelo, Papa Diouf and Shamila Jansz and guided by Grace Alupo, Venkatesh Aralikatty, Vanessa du Bois, Enoch Cudjoe, Jean-Eugene Injerona, Phaniso Khalua, Pankaj KC, Girish Menon, Ramisetty Murali, Ibrahim Musah, Saheed Mustafa, Abdul Nashiru and Mustafa Talpur.

Background

Based on the experience of WaterAid and Freshwater Action Network (FAN)'s water, sanitation and hygiene (WASH) Governance and Transparency Fund, this handbook looks at the value of power analysis in the design of governance strategies and provides practical exercises for using simple power analysis techniques. Case studies are used to illustrate the points being made.

Not every GTF partner carried out formal power analyses when they started work. But over time, there has been a growing recognition that these exercises play an important role in developing effective strategies for governance advocacy.

This handbook focuses on:

- The benefits of power analysis.
- Different types of power.
- Timing and best practice for power analysis.
- Instructions for practical power mapping exercises.
- Specific exercises for use at community level.
- Basic stakeholder analysis.

Non-governmental organisations (NGOs) and networks working on governance issues – including WASH governance – are the primary audiences for this handbook. However, a wider range of stakeholders interested in exploring the power relations that affect the issue they are working on should find it useful. Other handbooks in the series discuss a series of related issues and describe the tools, approaches and methods used in the GTF programme.

This handbook is the **second** in a series of five GTF learning handbooks produced by the WaterAid/FAN GTF programme. All five handbooks can be found online at: www.wateraid.org/gtflerninghandbooks

About the WaterAid/FAN Governance and Transparency Fund programme

Working with 33 partners in 16 countries, the GTF programme has combined bottom up, demand-led approaches at community level with supporting advocacy at national level to achieve its goal to: 'improve the accountability and responsiveness of duty-bearers to ensure equitable and sustainable water, sanitation and hygiene (WASH) services for the poorest and most marginalised.'

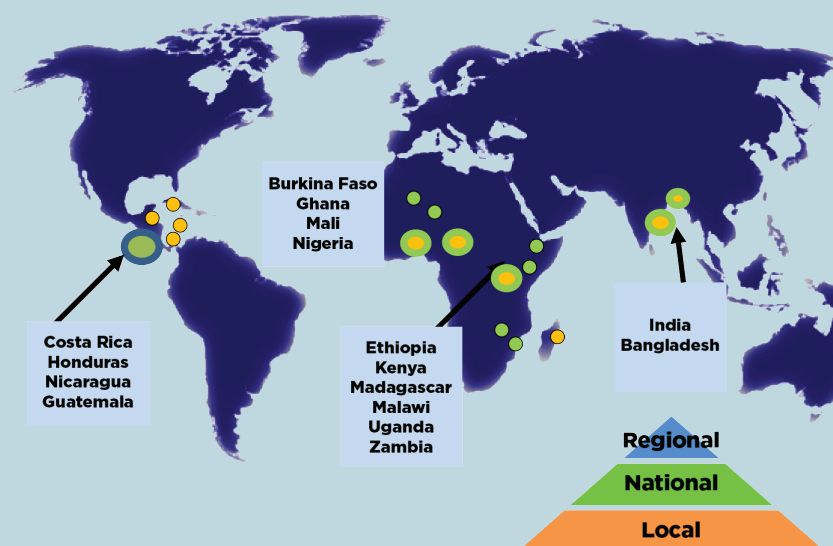
The programme, which is funded by the UK Government's Department for International Development (DFID) through its Governance and Transparency Fund, began work in 2008. This phase of work on governance will end in September 2013.

Programme map showing countries and levels of operation

The programme's approach, which is rooted in DFID's Capability, Accountability and Responsiveness (CAR) framework¹, can be summarised as:

- Empowerment through awareness raising on rights, plus capacity building in skills, tools and analysis.
- Alliance building through networks and multi-stakeholder forums.
- Advocacy to influence governments for more and better WASH services and for more transparency, accountability, participation, consultation and responsiveness.

The aim is to create community-based organisations (CBOs) with the confidence, skills and tools to hold governments to account, supported by strong NGOs and networks able to engage with decision-making processes and influence the design and implementation of WASH policies at all levels.



¹ DFID (2007) *Governance, development, and democratic politics: DFID's work in building more effective states*, pp 14-21. DFID, London, UK. Available at: webarchive.nationalarchives.gov.uk/http://www.dfid.gov.uk/pubs/files/governance.pdf or www.gsdr.org/go/display&type=Document&id=2964&source=rss

Introduction

Power analysis tools are designed to help explore and identify who has formal power over an issue, who has informal power, and who can influence those with power. They are also used to divide actors into those who will be advocacy targets, allies or opponents.

Power analysis tools can:

- Encourage critical thinking about where real power lies.
- Map power relations that go beyond official structures to reveal unofficial but influential stakeholders.
- Identify possible channels of influence, both direct and indirect.
- Map relationships between stakeholders.
- Show who could be allies and who could be opponents.
- Help to assess which uncommitted stakeholders or adversaries are worth lobbying and influencing.
- Highlight potential risks.

“After completing their power analysis, partners in Madagascar and Zambia realised that only targeting the main WASH ministry was not enough. Several power-holders need to be considered for advocacy, as many actors are involved in deciding on policy change, each engaged in different steps of the approval process. One clear example, is that the Ministry of Finance needs to be a target when WASH finance and budget issues are at stake.”

Laetitia Razafimamonjy,
GTF consultant

1. Why power analysis tools are important for governance advocacy

Governance advocacy seeks to change the existing balance of power to ensure greater transparency and accountability from governments, duty-bearers and service institutions, and to increase participation so that traditionally excluded people have a voice. A thorough understanding of formal and informal power relations is key to achieving these aims.

For this reason, capacity building in power analysis skills should be part of training and development programmes for all those engaged in governance advocacy.

Power and influence analysis should be a foundation for any programme focused on WASH governance issues because:

- Governance advocacy is a long-term process that can stretch beyond normal project timeframes. Success in achieving sustainable change often requires thinking beyond the immediate and formal centres of power.
- Knowing the full range of stakeholders involved in an issue – including those with formal or informal power and influence – is an essential foundation for making good strategic decisions about advocacy priorities.
- It is not always possible to lobby key decision-makers directly. Knowing how to reach them via other people who they listen to provides an alternative route for influencing them.
- Only after identifying the best targets can good decisions be made about which advocacy methods and approaches will be most successful.
- Going beyond the obvious to identify a wide range of potential allies strengthens governance advocacy and can play an important role in ensuring work continues beyond the life of any individual partner or project.
- Making strategic alliances also links up governance at different levels: local, provincial/district, national and, if required, international. These links are often necessary to ensure policy changes result in real changes at grassroots level.
- Knowing your opponents enables development of counter arguments to their positions, which is essential for effective lobbying activities.

1.2 Formal versus informal power

Formal, visible power is held by the formal structures, institutions and authorities that make up policies and rules. For example: government ministries, regulatory bodies, parliaments, cabinets, presidents and prime ministers, civil servants and officials formally authorised to provide them with advice.

Governance advocacy strategies that target formal, visible power usually try to change the ‘who, how and what’ of policy making and policy implementation, so that these processes are more participative, democratic, transparent and accountable, and genuinely deliver the rights and needs of all citizens.

Informal, hidden power is held by those who have no democratic or constitutional mandate but still have influence.

National holders of informal power may include wealthy people and those in control of powerful organisations like large companies, faith-based institutions or media empires.

International holders of hidden/informal power include powerful neighbouring countries, institutions like the World Bank and International Monetary Fund (IMF), key foreign investors and major bilateral donors.

Others examples are relatives or close friends of those with formal power or people who belong to the same ethnic group, as well as celebrities, academics and sportspeople.

Many of those with informal power actively participate in decision-making processes. They may also set the agenda

for which issues and ideas get discussed and approved. They can also influence decision-makers’ choices about who, among less powerful groups, should be allowed to join these discussions.

Some people with hidden power may in fact be allies who will be happy to support you against other members of this group. Divide and rule strategies are always worth considering. However, these strategies should always be accompanied by ones that focus on strengthening civil society alliances and community-based organisations to build a collective voice that is strong enough to challenge hidden power.

Invisible power is often the most difficult type of power to address. This shapes people’s beliefs, attitudes, and their ideas about society, themselves and their status in the world.

It is this power that, among other things, makes people accept the current state of affairs because it appears ‘natural’, even when it defines them as inferior, deserving of their poverty and unfit to participate in decision-making. Many of these beliefs are embedded as people are growing up and are perpetuated by culture and tradition. Others are promoted consciously by those who enjoy the benefits of current inequalities.

In governance work, invisible power is addressed most commonly at the community level. The aim is to make people conscious of how relationships of inequality are formed and how they can be changed. Individuals traditionally excluded from decision-making can become empowered by transforming the way they see themselves and those around them.

Case study: Using traditional power: Ghana

Although in many countries in Africa traditional leaders are part of the formal power structure, they can easily become sidelined by elected governments and forgotten in power analysis exercises. The case of the Bolgatanga water system shows why including them is important.

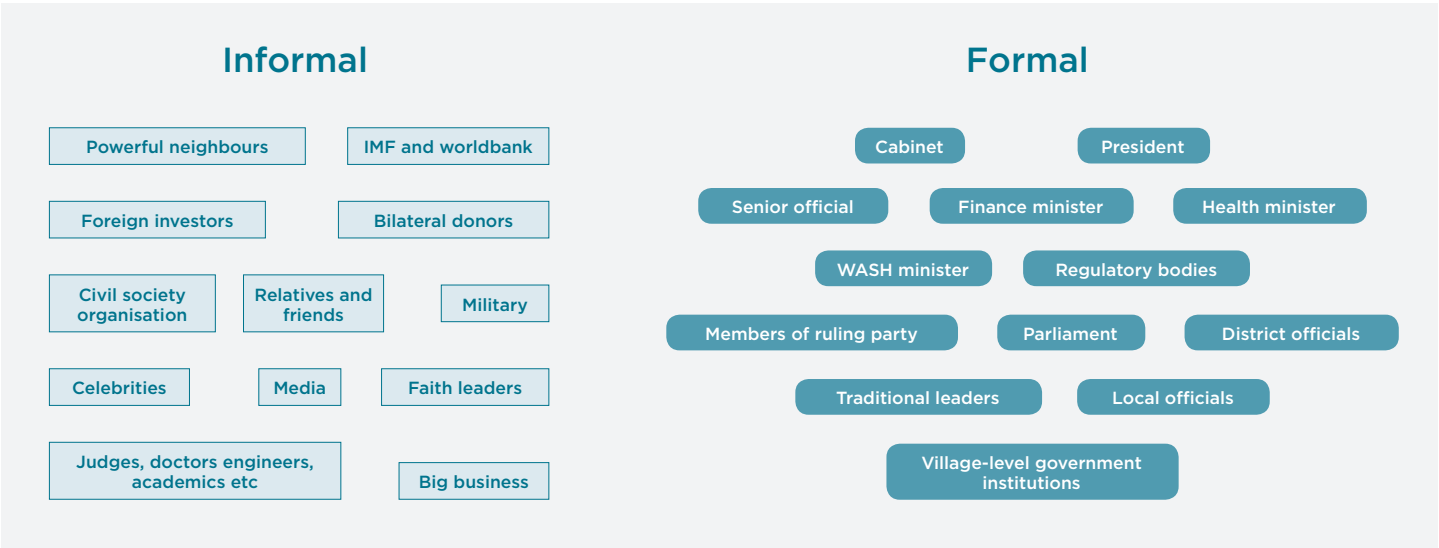
In the Upper East region of Ghana, GTF partner, the Association of Water and Sanitation Development Boards (AWSDB), lobbied a local urban water service provider, the Ghana Water Company, to reconnect the Bongo community to the Bolgatanga water system.

A few months passed and no action was taken so AWSDB decided to approach the traditional authorities instead. The Queen Mother of the Bongo took up the issue and threatened to cut off the service provider’s water supply unless her request for a reconnection was met. She could arrange to do this since the water source was on land owned by the traditional authorities.

The Queen Mother’s threat was taken especially seriously because her son, the Bongo Chief, had supported WASH promotion activities both nationally and in the region. He had also been a board member of the national Community Water and Sanitation Agency (CWSA) since 2010.

The service provider is now providing water to the Bongo community with the local Water and Sanitation Development Board reimbursing the costs according to meter readings.

Figure 1: Examples of formal and informal power in the WASH sector



2. When to do a power analysis

Power analysis exercises should be part of context analysis, strategy development and planning exercises. These should be undertaken not only at the start of a WASH governance programme but whenever new components in the overall programme are being planned.

GTF partners that did not use formal power analysis tools at the start of their work have been able to identify the obvious targets. However, many felt that their strategies could have been stronger and more successful if they had thought about a wider range of stakeholders from the outset.

“Although members of COFORSA² claimed they had, in most cases, changed the balance of power, if they had performed the analysis prior to the project onset they would have increased their impact or achieved their aims within in a shorter period of time.

Members who had done formal power analysis exercises at the start of their work said that one thing they would do differently in their next project would be to repeat these exercises on a regular basis during their work in order to track changes and change strategies and activities accordingly.”

Haydee Rodrigues,
FANCA board member

² The Commission for Strengthening the ASADAS sector, Costa Rica (COFORSA), a GTF partner.

3. Principles for best practice in power analysis: simple, thorough, specific and repeated

Simple:

All power analysis exercises should build on existing knowledge and personal experience.

Thorough:

Think broadly about all powerful and influential people, institutions, networks and organisations concerned with the issue. Include those not directly involved in WASH issues, traditional leaders, and those whose power is 'informal'.

Focus primarily on the level at which you will be working but also consider the power of people at other levels and how this could have an impact on the work.

Specific:

Be as precise as possible about who has power and influence. For example, name both the specific posts and the people who currently hold them. When work begins, this knowledge will be incomplete but it will increase over time.

Repeated:

Power analysis should be a routine element in all strategising and planning. Achieving the goals of governance advocacy usually takes a long time. In order to keep advocacy tightly targeted, maps should be revised regularly to show any changes in power relations as well as recording any new knowledge of exactly who has power and influence.

4. Selected power analysis tools and how to use them

Power analysis can be seen as a three-stage process with different tools and practical exercises associated with each stage. It is possible to work on each stage separately but, if time allows, it is better to work on two or more stages together.



1. Listing stakeholders:

This should be the first stage of the power analysis. Brainstorming a list of all those with formal and informal power and influence over the issue encourages new thinking that goes beyond the obvious. Using a generic list (see Section 4.1) can help to stimulate ideas.



2. Mapping stakeholders:

The second stage focuses on identifying the main decision-maker(s), and creating a map showing who else is directly involved in decision-making and who can influence them.



3. Categorising stakeholders:

The final stage divides the stakeholders into key targets, allies, opponents and those who are expected to benefit from the changes. Some of the more sophisticated categorising tools also assess the level of power (or amount/level of influence) of different stakeholders in relation to the issue.

More tools appear in the Appendix.

Case study: An example of informal power in Madagascar

The vast majority of the Madagascan people are committed Christians. They share traditional core values including having respect for elders and parents and the importance of educating children.

In Androvakely, a remote commune in Analamanga region, the local GTF partner, FTL³, convinced and mobilised school parents' associations as well as faith-based organisations regarding the need for reforestation. By doing this, FTL gained backing from the whole commune and implemented a joint reforestation programme, planting 15,000 vetiver plants to protect the main water source in the village.

³ Fikambanan'ny Tantsaha Liampivoarana, or the Association of Country Dwellers who Want Progress

4.1 Listing stakeholders

Developing lists helps to identify all the individuals and organisations with power or influence over an issue, as well as the wide range of potential influencers involved.

The best way to compile a list is to brainstorm ideas in a group. General lists, not specific to any particular context, can help to promote thought but are much less effective as learning tools.

A list of general examples of those with power and influence

- Government ministries: for WASH, finance, health, education, etc
- Government officials at all levels
- Parliamentarians, political parties and political advisers
- Traditional leaders
- Regional bodies, eg the South Asia Conference on Sanitation (SACOSAN), the African Ministers' Council on Water (AMCOW), the Central America and Dominican Republic Forum for Water and Sanitation (FOCARD-APS)
- Powerful neighbouring countries
- The World Bank, IMF and regional banks, eg the African Development Bank
- UN agencies
- Major bilateral donors, consultants advising donors and governments
- Big business (national and foreign), including banks
- Major trading partners
- Trade unions
- The military
- Academics, doctors, judges, lawyers, engineers
- Faith leaders and faith groups
- NGOs and their networks, other civil groups and membership groups
- The media, eg press, TV and radio
- Relatives and friends of the powerful
- Celebrities, eg musicians, film stars, sports people
- Organised crime

.....

4.1.2 Practical exercise: Brainstorming exercise for creating a WASH governance stakeholder list

Materials needed: A flipchart and marker pen, blackboard and chalk, or whiteboard and markers

Time: 15 to 25 minutes

Process:

1. Introduce briefly the different types of power (see the general list on p12). Give an example of informal power, ideally from a different context (eg the power of the mafia in Italy).
2. Ask the participants to discuss with the person sitting next them all the actors who have formal and informal power over WASH and governance issues in their country/district/etc.
3. Collect ideas on a flipchart by asking the pairs in turn to share one suggestion at a time with the group. Do this until all ideas are captured. Ask for explanations as necessary.
4. Review the list with the group and ask if there is anything missing. If whole categories of actors are missing – for example, if there are no international/ regional actors who influence WASH issues and/or governance issues generally – ask whether it would be good to include them. Add further suggestions, including your own, explaining why you think they are important.
5. Ask what this list will mean for their strategies in terms of who they should engage with, how and when.

Tips

- Make the exercise fully interactive, swift and fun.
- Encourage everyone to think broadly.
- Do not dismiss any suggestions, instead get people to explain their reasons for making them.

Case study: Analysing stakeholders to find new allies, Costa Rica

In Costa Rica, communities affected by pollution from large-scale pineapple plantations realised that working with stakeholders who may be opponents on other issues can bring positive benefits.

The communities found out that a by-product of commercial pineapple farming is a type of fly that is harmful to cattle. The National Front of Sectors Affected by the Pineapple industry (FRENASAPP), a farmers network, began a dialogue with the powerful livestock-rearing sector. As this sector had been severely affected by pineapple production, they became allies and are making significant contributions to the advocacy process.

4.2 Mapping stakeholders

Mapping encourages thinking and exploration of who really has the final decision on an issue, who is involved in decision-making along the way, and who influences, or has the potential to influence, these people. It also helps to clarify who influences who. This information is important for prioritising the most effective ways to use limited time and resources to achieve success.

4.2.1 Practical exercise: Power mapping⁴

Power mapping is a simple tool that can be used either as a theoretical exercise to familiarise people with how the process works or, most effectively, by groups working on a specific issue.

Power mapping can be carried out at any level: international, regional, national, district, local or community⁵.

It is useful to make power maps when planning sub-sets of activities within an overall programme. For example, a power map may have been made of those with power and influence at a district level, but when planning a multi-stakeholder dialogue or an interface meeting, it is useful to spend a short time drawing a map of local-level stakeholders as this helps to ensure that all the right people are invited.

⁴ For different styles of power maps see the Appendix.

⁵ For information on a specific tool for community-level power analysis see 4.2.2.

Materials needed:

One sheet of flipchart paper per group, marker pens or crayons, Post-it notes or file cards, and Blu-tack. Alternatively, when everyone works in one group, one blackboard, coloured chalk and an eraser are needed.

Time:

When a list of stakeholders already exists, a minimum of an hour and a half is needed. When a stakeholder list needs to be worked out, a minimum of an hour and 45 minutes is needed. The maximum time needed when working with a group that has in-depth knowledge, or disagrees about who has power and influence, is two hours and 30 minutes.

Process:

- 1. Brainstorm a new stakeholder list** (15 minutes) **or review an existing one** (five minutes)

Tips

If the listing exercise was completed some time before power mapping takes place, it is helpful to provide copies of the list for reference before the mapping begins. If there is no list and there is no time to brainstorm one then a general list (see Section 4.1) can be used but it must be accompanied by a description of the different types of power and influence (see Section 1.2).

- 2. Introduce the exercise** (ten minutes including questions)

- Show participants a power map to give an idea of what their completed maps should look like. There is an example in Figure 2 but use a local one if possible.
- Remind them that the map should include examples of both those with formal power and informal power or influence. If necessary, explain what this means.
- Note that the maps should be as specific as possible. For example, instead of 'WASH ministry', name the minister, the departments and the specific civil servants engaged in the issue. Instead of 'media', specify which newspapers, TV or radio programmes influence which decision-makers or other targets. See the top of the map in Figure 2 for what this might look like.
- Explain that it is usual not to know all the details when first power mapping your issue. Put question marks next to any possible actors where there is uncertainty and more information is needed.
- Note that learning what you do not know is a valuable part of the exercise.

- 3. Start the mapping** (between 40 and 60 minutes, depending on depth of knowledge)

- Ask the participants to take the materials and go into groups.
- Recommend starting with Post-it notes or chalk, rather than pens. This is so that identified people/institutions can be moved around if necessary.

Figure 2: Handwashing in Kenya: An example of a power influence map

Source: Coulby, O'Connell and Bouchane (2009)

- Suggest that participants identify the most important decision-maker on the issue and put them in the centre of the map. Then add other decision-makers or powerful organisations. Next add the stakeholders who can influence the powerful. Remember to be as specific as possible.
 - Tell them how much time they have to draw the map.
- 4. Check for missing stakeholders** (ten minutes)
- Ask groups to think about all the stakeholders they listed in stage one of the exercises. Are they all on the map? If not, should they be? Is anyone else missing?
- 5. Add lines of influence** (ten minutes)
- Ask groups to draw lines of influence with arrows showing who influences who.
- 6. Joint review of the maps** (ten minutes to explain and 15 minutes for comments, depending on the numbers of maps and groups)
- Ask groups to display their maps where everyone can see them. They should choose someone to give a brief explanation of the map.
 - Request questions, comments and additions from the participants and add your own.

7. Reflections and implications

- What did participants learn from the exercise? What will it mean for their strategies and plans in the future?
- Tell participants that it is useful to keep their power maps or take photographs of them. This will enable them to revisit and add more detail as their understanding of the power and influence dynamics grows and becomes more specific. It also ensures that when staff members leave, knowledge built up over time does not leave with them.

Tips

Visit the groups to check on progress. If they are being very general, ask them to be more specific. If they are being very 'formal' in their thinking, make suggestions about others with influence to get them thinking more widely.

Let groups know when it is time to move from step three to steps four and five.

It often helps to have a break between steps five and six.

Case study: Power analysis – The Lagoon in Kisoro, Uganda

A sewage lagoon was constructed by Kisoro Town Council in 1995 to a very poor technical standard. Over time, poor construction, combined with poor management, resulted in outbreaks of disease and an unbearable smell, which, when the wind was in their direction, caused schools to close and residents around the lagoon to abandon their homes.

The local community repeatedly took the matter up with the town council but nothing was done. In 2005, a local NGO, the Good Samaritan Community Development Programme (GOSAP), became aware of the problem and carried out a survey to find out the causes and consequences of the problem. After the GTF programme began, GTF partner, the Agency for Cooperation and Research in Development (ACORD), worked with GOSAP to try to resolve the situation through the use of community radio programmes. These were hosted on Voice of Muhambura, the most listened to radio station in Kisoro district. Water operators, local government and other development partners appeared on the programmes and eventually reached an agreement to act to improve the design and management of the lagoon prior to relocating it away from the town. But there was still little progress.

ACORD then re-examined who had the power to make changes to the situation and realised that the district administration lacked the ability to relocate the lagoon without support from national-level institutions, including the Ministry of Water and Environment, and the National Water and Sewerage Corporation. ACORD is targeting these institutions and is hopeful that the problems of communities around the lagoon will soon be solved.

4.2.2 Practical exercise: An alternative community tool for mapping power and influence: The chapati diagram

Often produced after a social mapping exercise, chapati diagrams⁶ use circles of different sizes to reflect the relative power and importance of different actors in relation to an issue. They capture the range of different groups present in a specific setting as well as key local government actors and service providers.

Ranking exercises help to explore the relationships between these stakeholders and, because they encourage participation and discussion as well as visualisation, they work well where literacy levels are low.

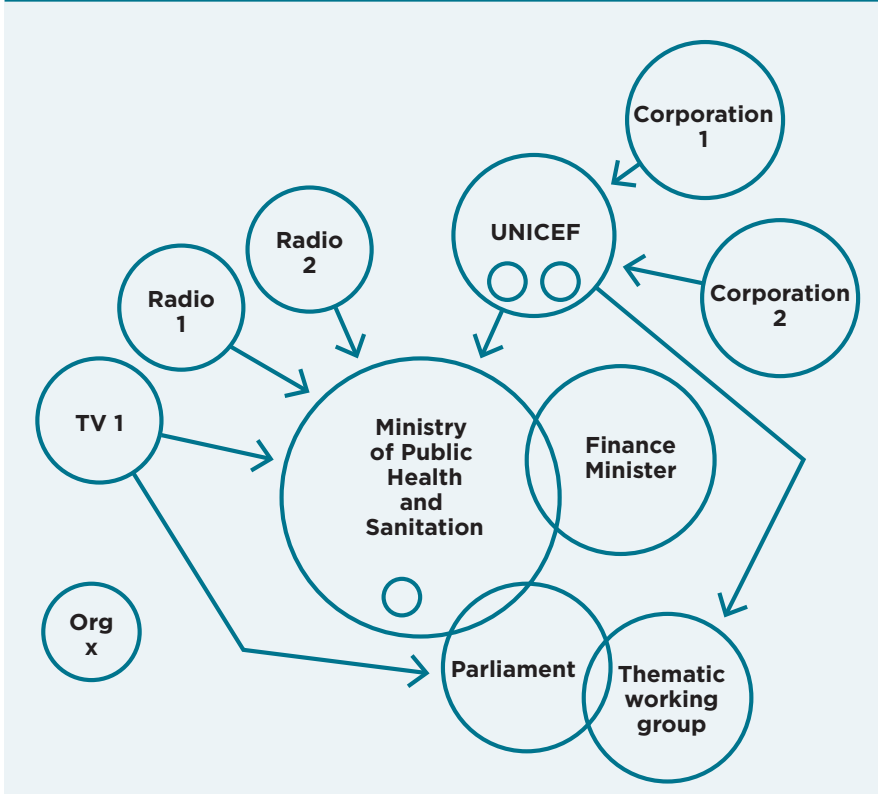
Materials needed:

- Two sheets of flipchart paper plus sheets of newspaper/plain paper with the latter cut into rough circles about five inches/13 cm across
- Scissors, marker pens and glue
- As many small stones as there are circles
- Alternatively, flipchart paper and marker pens, or a big blackboard and chalks

Time: Approximately two hours

Venues: Popular village locations include schools, community halls or other shaded or sheltered locations (including open air locations)

Figure 3: An example of a chapati diagram



Source: Tiberghien J E (2012)

Participants: Usually ten to 12 people.

For governance work, inclusiveness is especially important. Alongside members of self-help groups, teachers, primary health care workers, village heads and other educated community members, it is good to include people from across the community. Men and women from poor and marginalised households, young, old and disabled people, should all be represented.

If the exercise is done after a social mapping exercise, it may be helpful to invite the same group to do the chapati exercise as they will be used to working together.

⁶ A chapati is a round, Indian flatbread. Early participatory rural appraisal (PRA) exercises in India used chapatis to do the mapping.

Note: In some contexts it may be necessary to hold different sessions for men and women to ensure women have a chance to express their views and experiences. In others, it may be appropriate to invite everyone in the community to attend as observers.

Tips

- Listen attentively and do not ‘teach’ participants.
- Repeat what people say in order to confirm that there is a good understanding of the discussion.
- Encourage and motivate participants and ensure shy and quiet members of the group are given an opportunity to express their opinions.
- Be flexible in dealing with important additional information that emerges.

(With thanks to the Food and Agriculture Organisation of the UN (FAO) (2009))

Case study: GTF partners’ experiences in power analysis – Stakeholder mapping, Andhra Pradesh, India

In Narlapur village in Andhra Pradesh, India, GTF partner, Modern Architects for Rural India (MARI), undertook an exercise to identify stakeholders in their WASH governance activities. This revealed that the community was worried that their village head, or Sarpanch, would oppose their activities because he would think they could undermine his power. They did not want to upset him because he had an official role in WASH governance under the local government system that meant his opinions needed to be respected.

Community concerns were confirmed when the Sarpanch failed to participate in MARI’s meetings to form a village water and sanitation committee. Despite this, the community and MARI decided on a strategy of positive engagement. So when the committee was formed, it selected him as its leader. The committee also issued constant invitations to the Sarpanch to join training programmes, interface meetings with government officials, exposure visits and other events. It also strengthened personal contacts and relationships by visiting him at his residence, ten kilometres from the village.

The result was that after about nine months the Sarpanch stopped seeing MARI and the committee as a threat. He has since become a reliable and valuable ally.

Process:

1. Finalise the date, time and venue for the exercise with community members. The purpose of the exercise must be made clear to all participants and observers to avoid misunderstandings, including any assumption that there is some political purpose behind the exercise, or it will result in the donation of WASH facilities.
2. Ask participants to name all the organisations and groups in their immediate locality: community based groups, political bodies, government departments/offices, service providers and any other organisations or individuals that directly or indirectly influence the community.

GTF partners used the questions below to steer the discussion:

- Which organisations/institutions/groups are working in the village?
- Which groups are addressing WASH issues?
- Are there associations meant for specific categories of people only (eg women, tribals)?
- Are particular groups or types of people excluded from receiving services from certain organisations?
- Which organisations/institutions beyond the village have power over WASH issues?
- Which organisations/institutions beyond the village have the communities approached? Which have they found difficult to approach?
- Are there any individuals who have a strong influence over what happens in relation to WASH issues?
- Each organisation/institution/person identified should have its own circle with a symbol to identify it, plus its name in the centre.

Tips

During the course of building the diagram, cut circles can be held in place with small stones or other small weights. This is so that they can be moved about as necessary when additional information is added. Once all the information has been collected and the position and size of all the circles has been agreed, they can be glued in place at the end of the exercise.

3. Ask the participants which organisations/institutions/groups/individuals they regard as most important, and why. Encourage discussions of the benefits of working with different organisations, which ones have been most or least cooperative, as well as which ones are able to deliver real changes. The facilitator should listen carefully and make notes.
4. At the end of the discussion:
 - Tell participants it is time to begin constructing a chapati diagram. Show them an example so that they can visualise what it will look like.
 - Ask them to put a big circle in the centre of a large sheet of paper to represent the community. Those organisations that are in close contact with the community will appear inside that circle. Those that are not, will appear outside it.
 - Summarise the discussions from step three and ask the participants to rank the groups/institutions according to how important and powerful/influential they are in relation to WASH issues. Suggest they begin by identifying those organisations that are not very important or powerful. These will have small circles of different sizes according to how unimportant or powerless they are.
 - Then identify and rank which organisations are the most important or powerful. These should be given large circles with the most important power-holder having the very biggest circle and the others given smaller circles reflecting their relative power.

Tips

- Allow time for discussion about the relative importance and power of different actors.
 - If working with cut circles, ask the participants to organise these themselves and experiment with arranging by rank or cutting them to size according to importance.
5. Tell the participants their next task is to place the circles either inside the 'community circle' if they are in close contact with the community, or outside it if they are not.
 6. Explain that the final stage is to show on the diagram how closely the groups/ organisations/individuals in the circles cooperate with each other. This will be shown by the distance between their circles. If they cooperate closely, their circles should overlap. If there is some cooperation, they should be close to each other. If there is very little or no cooperation, they should be far apart. Ask the participants to arrange the circles accordingly.
 7. Review the diagram with the participants and ask for questions and comments. Ask if they have learned anything new? What does the diagram mean in relation to who could or should be approached to help improve the WASH situation?

Case study: Community power analysis and effective influencing, Andhra Pradesh, India

As part of developing their plans, the village water and sanitation committees working with GTF partner, Modern Architects of Rural India (MARI), carried out local power analysis exercises. This has helped them to be effective in targeting their advocacy work.

In August 2012, the Government of India started a major sanitation programme (the Nirmal Bharat Abhyan) covering Warangal district in Andhra Pradesh. The district collector sent a circular to all relevant local government departments asking them to identify which 250 Gram Panchayats⁸ should be covered during the first phase of the programme.

Due to political pressure, the officials submitted the list of the villages without consulting village water and sanitation committees. When the committees learned that none of the GTF villages had been included, they submitted written requests and engaged in dialogue with key local government officials. However, in their power analysis they had identified elected members of the state legislative assembly (MLA) as also being very influential locally. So, in addition to advocating directly to local government, they also devoted time to lobbying the MLAs and were successful in persuading them to take up their cause.

Since the demand from the communities was backed by the politicians, the district collector instructed the officials to review their decisions and submit revised lists. As a result, all Gram Panchayats covered by the GTF programme in the district will be covered by the sanitation programme. Because MARI only works in the poorest, most disadvantaged or remote communities, which are usually neglected by local officials, this is no small achievement.

4.3 Categorising stakeholders

Traditional stakeholder analysis is a very simple tool that uses four boxes to categorise stakeholders.

Targets: Decision-makers, people and groups with power over your issue.	Constituents: The people you work with who are expected to benefit from the change.
Allies: People and organisations who share your views and/or objectives.	Opponents: People and organisations who disagree with your views and/or oppose your objectives.

Once stakeholders have been divided up, the next step is to reflect on which groups should be prioritised for your governance advocacy activities. More sophisticated stakeholder analysis tools can be found in the Appendix.

⁸ Gram Panchayat: The lowest village level tier of elected local government. Usually made up of a cluster of villages, Gram Panchayats vary considerably in size. In Warangal district there are 1,014 Gram Panchayats and a population of 3,522,644 people.

5. Conclusions

A thorough, formal analysis of power does not always happen when a programme begins or when a governance strategy is being designed. Sometimes, even when power analysis has happened, its findings are not integrated into strategies and plans on the grounds that these have been set before the analysis took place, or because the new targets are unfamiliar.

In these cases, the most obvious route is often taken – usually targeting government officials working on WASH. Of course, taking this route can lead to success, but it does not always do so, and the speed of progress and its sustainability may be reduced.

Power analysis exercises are interesting and fun to do. However, they are only valuable when what has been learned is integrated into governance advocacy plans and strategies.

For the GTF programme, there are plenty of examples of good power analysis; for instance, at community level in India, information from power analysis was reflected in community-level microplans. In Costa Rica, it guided the strategy of FRENASAPP. In Uganda, power analysis not only influenced GTF partners' strategies and plans but also those of other Uganda Water and Sanitation NGO Network (UWASNET) members working on WASH governance.

Experience demonstrates that streamlined and creative choices of allies and targets are an essential element for governance advocacy to be as successful and sustainable as possible. Ideally some of these allies should be influential citizens willing to offer moral support to communities seeking better governance. In addition, since frequent changes in political and official personnel put improvements in governance at risk, involving a broad range of stakeholders who can influence public and official thinking can play a critical role in preventing gains being reversed.

Most power mapping tools share the same basic structure.

UK headquarters of mining company

National office of TNC mining company

Community

Partnership organisation

National Government

Government Human Rights Office

CA* country programme

CA* UK

UK campaigners and public opinion mobilised by CA*

International

*Christian Aid

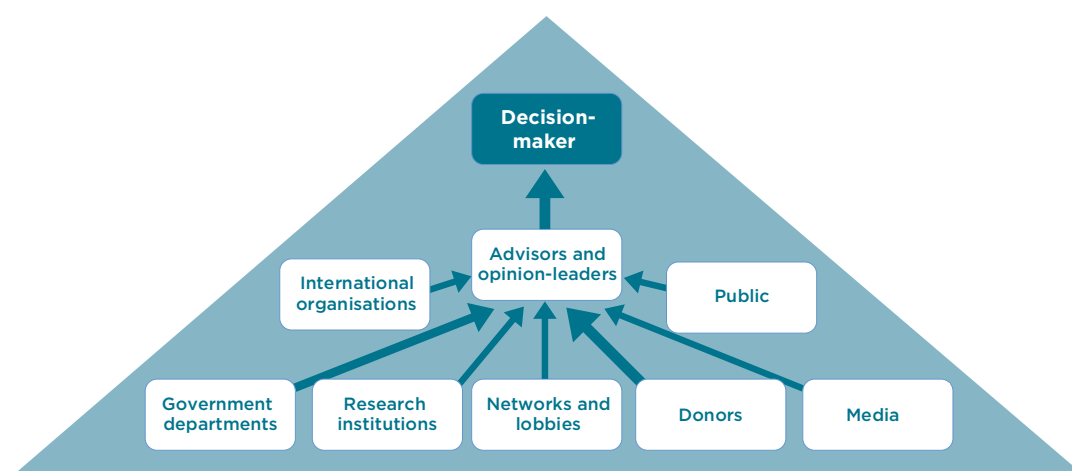
24 Power analysis tools for WASH governance

Influence mapping

Here, stakeholders are organised in a pyramid with the primary target(s), or key decision-maker(s), on top, chiefly influenced by their opinion-leaders and advisers

just below. The latter stakeholders are influenced by a number of individuals and organisations, which surround them and form the base of the pyramid.

Figure 5: Influence mapping



Source: Adapted from VSO (2009)

The boxes are arranged following two basic rules:

- The more powerful and influential a stakeholder, the closer to the top of the pyramid.
- The more supportive of your advocacy agenda, the closer to the right slope of the pyramid.

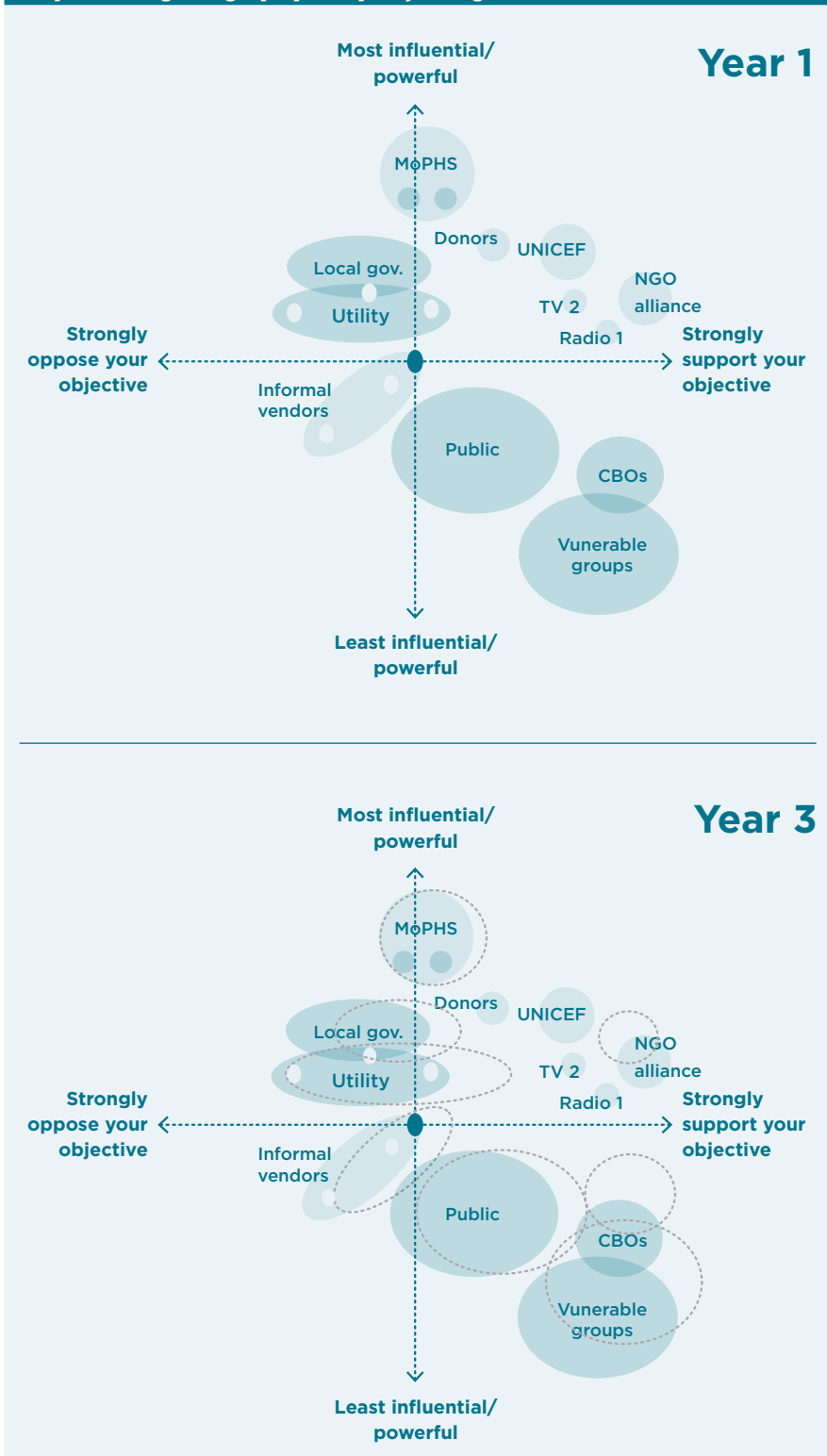
Categorising stakeholders

This tool categorises stakeholders according to their level of power and their interest or position regarding the objectives of the governance advocacy. If repeated at intervals it can show whether actors are changing their positions.

- The more powerful and influential, the higher on the map.
- The more supportive of your governance advocacy objective, the further on the right-hand side.

The graph updated after two years with new dotted line circles showing the changes in power and position of some stakeholders.

Figure 6: An XY graph ranking stakeholders according to their power and position regarding a proposed policy change



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Websites

www.powercube.net

This website aims to help visitors understand power relations in order to bring about social change. It contains practical and conceptual power analysis materials including how to run a workshop, and developing strategies after power analysis has been done.

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