

Transform Nutrition Ethiopia Stakeholder Mapping Report

Table of Contents

Background	3
Objective of This Report	3
Methodology for Stakeholder Analysis.....	3
Analysis and Lessons Learned	5
Overview of Network Characteristics	5
Key Actors	11
Potential Actors.....	11
Implications for Transform Nutrition.....	12
Annexes.....	13
Complete List of Actors.....	13

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- Concern Worldwide
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- IFHP
- IFPRI-Addis Ababa
- Ministry of Women, Children & Youth Association (MOWCYA)
- Save the Children USA
- Save the Children, UK
- World Bank

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Background

Undernutrition in early life is responsible for the deaths of millions of young children annually, it reduces the amount of schooling children attain and increases the likelihood of their being poor as adults, if they survive. The human and economic costs are enormous, and yet the rate of undernutrition reduction remains glacial. While research tells us what interventions work to address undernutrition, scaling up is not happening quickly enough. Also, investment in other sectors such as agriculture, social protection, and health systems are not being leveraged to improve nutrition to the extent that they could be. Finally, wider societal norms do not support nutrition as well as they could: better nutrition is in everyone's interests, but is nobody's responsibility.

Transform Nutrition is a Research Programme Consortium funded by the UK's Department for International Development and is represented in Ethiopia by Save the Children (UK). It aims to address these challenges by strengthening the content and use of nutrition-relevant evidence to accelerate undernutrition reduction. The focus is on the 1,000 day period from pre-pregnancy to 24 months of age—the “window of opportunity” where interventions are most effective at reducing undernutrition. Research is structured around three core pillars relating to direct and indirect interventions, and an enabling environment for nutrition.

Objective of This Report

During the inception phase of this project, Transform Nutrition is undertaking initial stakeholder workshops in the programme's four focal countries: Ethiopia, Kenya, Bangladesh and India. These workshops allow us to work with stakeholders to co-construct understandings of policy processes and how we might engage them. Specifically, these activities aim to explain: a) Who is and who could be influential in nutrition in Ethiopia? b) Who is supportive of nutrition in Ethiopia? c) How can we engage with these audiences most effectively? How do they like to be engaged with?¹

The Ethiopian workshop took place on 23 November 2011 in Addis Ababa and included participants from the Ethiopian Government, national NGOs and civil society organizations, international NGOs and bilateral and international donors and agencies. Preliminary consultations and scoping exercises were undertaken with Save the Children (UK), IDS, and IFPRI. The workshop was facilitated by IFPRI.

Methodology for Stakeholder Analysis

The primary method used for the stakeholder analysis was the Net-Map method. Net-Map (Schiffer 2008) is a participatory interview technique that combines social network analysis (Wasserman and Faust 1994), stakeholder mapping, and power mapping (Schiffer 2007). Net-Map helps people understand, visualize, discuss, and improve situations in which many different actors influence outcomes. By creating maps, individuals and groups can clarify their own view of a situation, foster discussion, and develop a strategic approach to their networking activities. It can also help outsiders understand and monitor complex multi stakeholder situations. In addition to Net-Map, review of documents on nutrition on Ethiopia and other public sources allowed for the development of a list of

¹This report primarily focuses on A and B. Objective C will be further examined in follow-up discussions with some of the key actors pinpointed during the stakeholder workshop.

key stakeholders invited to the mapping workshop and provided a baseline understanding of the current status of policies and programs in Ethiopia.

Net-Map allows stakeholders to examine not only the formal interactions in the network, but also the informal interactions that cannot be understood by merely studying documents concerning the formal policy making procedures. Actors meet to exchange information and advocate for certain policy goals; local and international initiatives contribute by adding funds or research; and all of these interactions contribute to shaping the content and process of policy making. To get a realistic understanding of these formal and informal links and how the actors use them to influence the policy process, empirical field work is crucial (as only the formal links can be deducted from government documents). To understand how the actors interact with each other in the process, Social Network Analysis (SNA) approaches are especially suitable, as they allow for a complex representation of a system, putting the actions of individuals and organizations into a greater perspective. SNA (Hanneman 2005) explains the achievements of actors and the developments within groups of actors by looking at the structure of the linkages between these actors. Thus, while traditional survey based approaches collect data about attributes of actors, network analysis focuses on gathering information about the network through which these actors connect.

More specifically, in this Net-Map exercise respondents were asked:

- Who plays a role in shaping nutrition policy and program decisions, across sectors, in Ethiopia?
- Who is advising who? Who is providing funds to whom?
- How strongly can each actor influence the shaping of nutrition policy and program decisions in Ethiopia?
- What is the level of active support for nutrition each actor has over other competing priorities?²

The answers to these questions were arrived at by group consensus. The actors' names were written on small note cards and spread across a large piece of paper. Upon nominating an actor to be included, respondents would explain why that actor was important to add. Next, advice flows and funding flows were drawn among the actors. Then influence score were attributed to each actor card, with 0 signifying that an actor has no influence and 5 signifying the highest degree of influence. Finally, each actor was ranked according to their level of active support for maternal and child nutrition, 4 signifying nutrition is a key priority and the actor is highly active and 1 signifying that the actor does not prioritize nutrition and is not active in the network. The result of this exercise was a visual depiction of the stakeholder network for nutrition in Ethiopia, and notes from the in-depth discussion during the process. The network data was entered a social network analysis program in order to better assess the network structure. The influence scores attributed by the respondents were inputted as well, so that the nodes (the representations of each stakeholder in the network) can be sized according to its perceived influence over shaping nutrition policies and programs.

² For a more detailed description of the Net-map method, see the annex.

The visual depictions of this network, and the key lessons we learned from the network and, in particular, from the stories of the respondents, are described in the next section.



Analysis and Lessons Learned

The discussion resulted in rich information about the network and the actors within it. Because we gained this information from a small group of experts, we view the results of this exercise as a snapshot of the important and commonly perceived interactions and roles in the network, rather than a decisive complete map of all the actors and their links. In this chapter we will describe the highlights learned in the mapping process, including some key actors and groups of actors, actors with potential power or influence, and implications for the Transform Nutrition project.

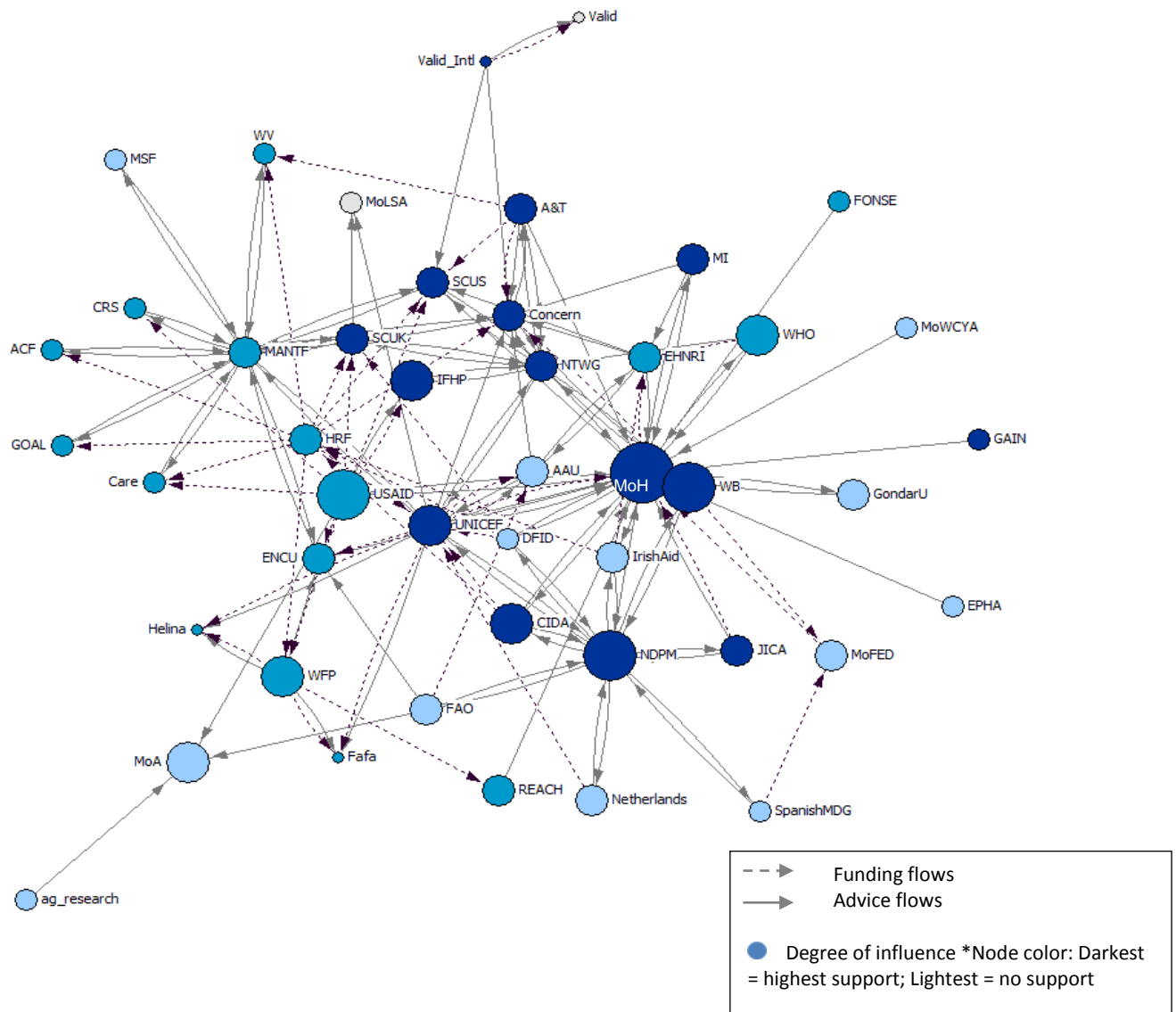
Overview of Network Characteristics

The complete multiplex network is made up of 46 actors and consists of the 2 links drawn during the Net-Map group interview; advice links and funding links. The resultant network shows a few hubs, though not strictly a hub-and-spoke shape which is characterized by a single hub actor with the majority of other actors linked to it. Instead, this network is somewhat centralized around a handful of highly linked actors. The Ministry of Health (MoH) is shown to be the primary hub of the network, with the most total links and a high number of inward and outward links. In addition, the Ministry is linked to 22 distinct actors across the spectrum of actor type (e.g., government, NGO, multi-bi-lateral, research etc.), whereas the actor with the next-highest number of links, Multi-Agency Nutrition Task Force (MANTF), is only linked to 11 distinct actors, 10 of which are NGOs.

Table 1: Highly Linked Actors for Multiplex Network

Actor	Total # of links	In-Links	Out-links
MoH	32	21	11
MANTF	22	11	11
UNICEF	19	9	10
NDPM	19	9	10
NTWG	16	8	8
Concern	13	10	3
HRF	12	3	9
SCUS	10	8	2
USAID	10	1	9
EHNRI	9	5	4
SCUK	8	5	3
WB	8	3	5
A&T	7	2	5
DFID	7	2	5
ENCU	7	5	2

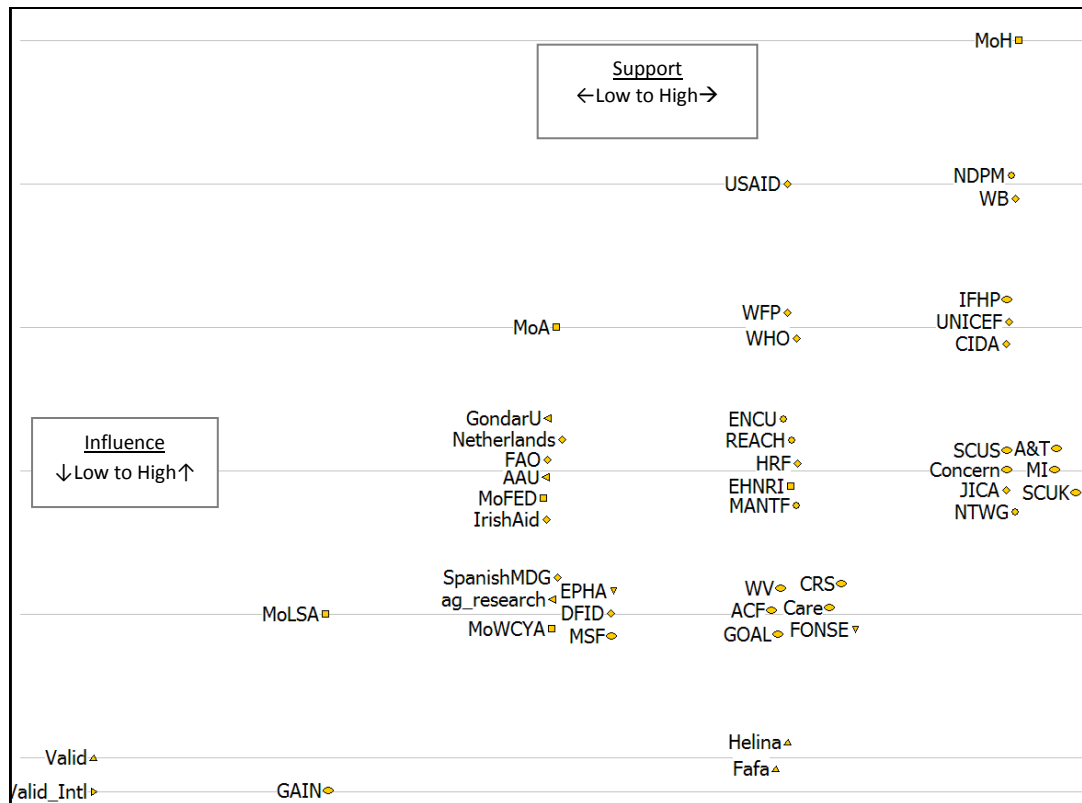
Figure 1: The complete multiplex network



Also depicted in the network figures is the information collected on the degree of influence each actor has in the network and the degree of support for nutrition. The size of each actor in Figure 1 corresponds to the degree of influence attributed (the larger, the more influential), while the color corresponds to the degree of active support for nutrition (the darker blue, the more supportive). Shown a different way, Figure 2 shows actors categorized according to their influence and their support. The x axis depicts the support level, with more supportive actors towards the right, and the y axis shows the influence level, with more influential actors towards the top. We can see that the Ministry of Health is the only actor with the highest influence and support score. Just below it are the World Bank and the Nutrition Development Partners Meeting (NDPM), with a slightly lower amount of influence but equal

level of support. While to the far bottom left are Valid and Valid International, private companies³ felt by the participants to be doing some work on nutrition but without influence and without holding nutrition as a priority.

Figure 2: Actors Categorized By Influence and Support



Figures 3 and 4 show the separate advice and funding networks. While the shape of the advice network resembles that of the complete multiplex network, the funding network is less dense and involves fewer actors. The funding network is made up of 33 connected actors, while the advice network has 44 actors connected.

Table 2 shows the actors in these separate networks with the highest number of links. The advice network's highly central actors are also similar to the multiplex network, with the MoH at the highest number of total links and MANTF second. However, the funding network is distinct, showing Humanitarian Response Fund (HRF) as the most highly linked actor and United Nations Children's Fund (UNICEF) as the second highest. Only a couple of actors—UNICEF and the MoH—are highly involved in both the funding and advice networks. While some actors in the funding network play a distinct 'donor' role, providing funds to many actors, namely UNICEF, MoH, and the World Food Programme (WFP), but not receiving any directly from this network, some actors have an almost equal amount of incoming and

³ Valid International is a non-profit organization that is affiliated with Valid, a private company.

outgoing funding links, indicating that they behave as conduits of funding—perhaps receiving funds from one source and channeling them to a recipient. Likewise, a few actors play a similar role in the advice network—MANTF, NDPM, and Nutrition Technical Working Group (NTWG)—indicating that they are conduits for advice, which makes sense given their roles as multi-stakeholder bodies.

Next to MoH, MANTF has the second highest number of links in the advice network. While this points to the central role this multi-stakeholder body plays in nutrition, its emphasis is on emergency nutrition while Transform Nutrition is specifically interested in a broader focus on preventative nutrition action focusing on the window of opportunity for children in the first 1000 days of life.

Figure 3: Advice Network

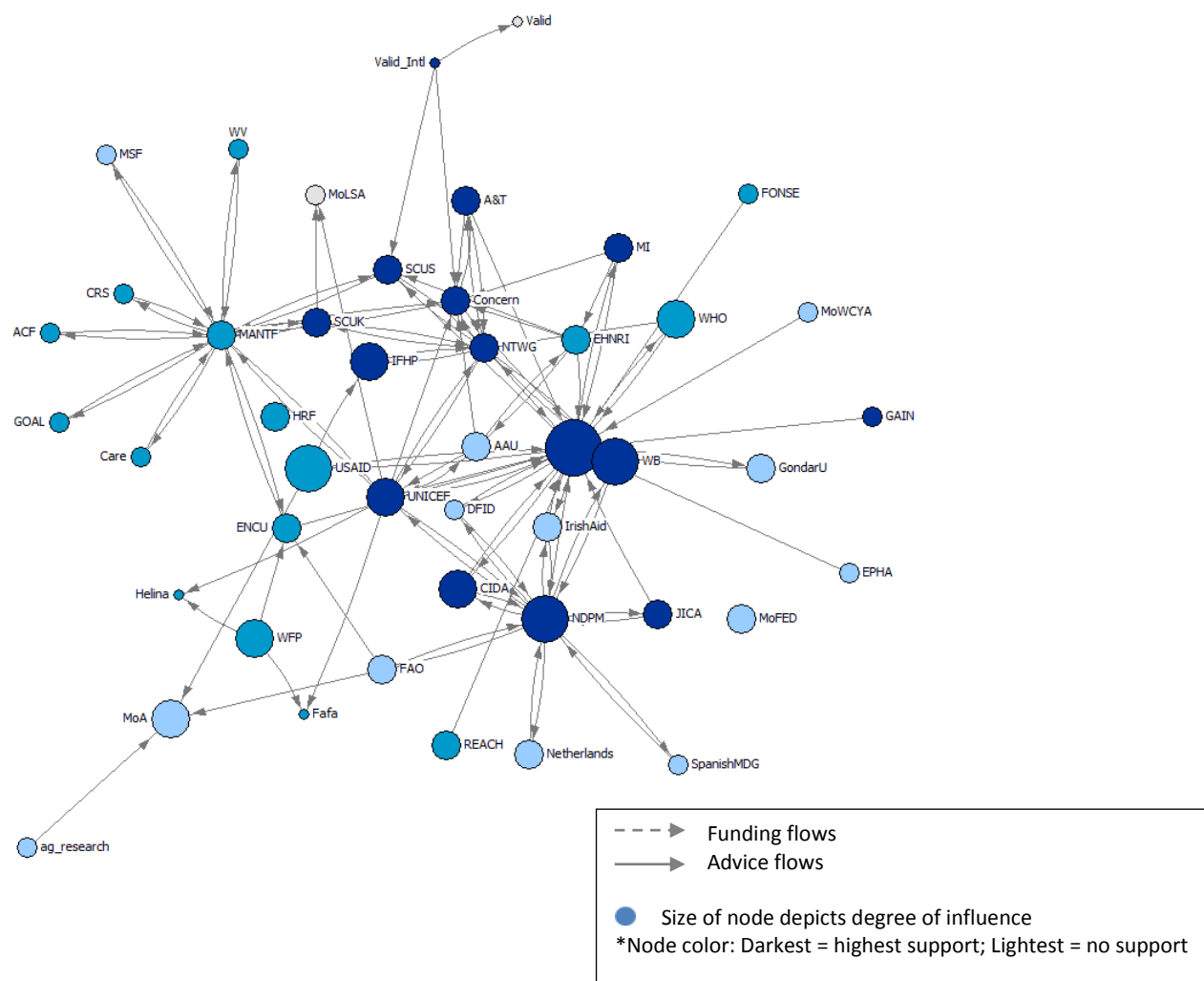
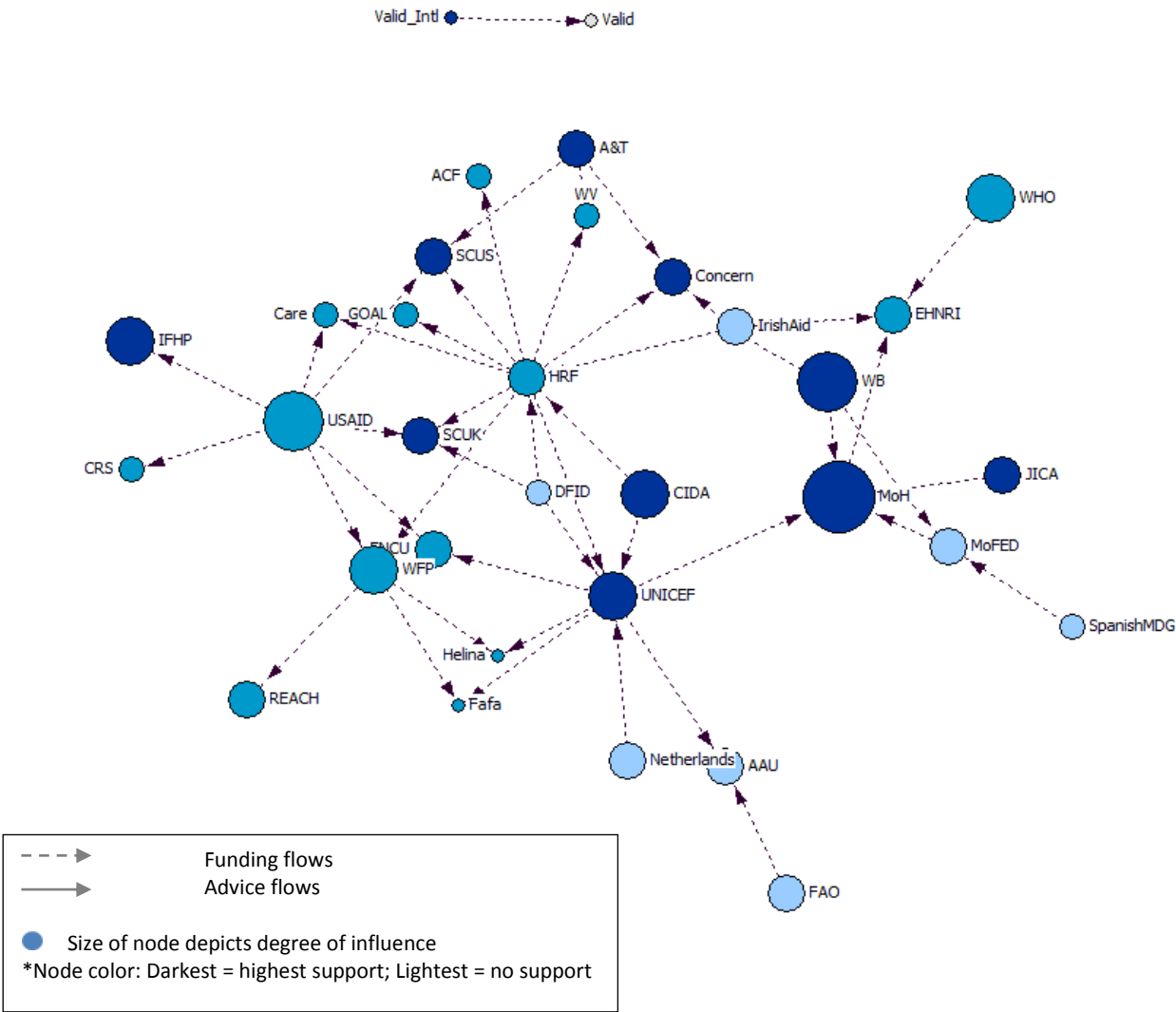


Table 2: Highly Linked Actors for Funding Network and for Advice network, separately

Funding Network Actors	Total # of links	In-Links	Out-links
HRF	12	3	9
UNICEF	9	4	5
USAID	7	0	7
MoH	5	4	1
WFP	5	2	3

Advice Network Actors	Total # of links	In-Links	Out-links
MoH	30	20	10
MANTF	22	11	11
NDPM	19	9	10
NTWG	16	8	8
UNICEF	14	5	9
Concern	12	9	3
SCUS	7	5	2
WB	7	3	4

Figure 4: Funding Network



Key Actors

From the network details described above and the in-depth discussion amongst meeting participants, a few actors stood out as being the most important to shaping policy and program decisions in maternal and child nutrition. In addition, some actors were seen as not currently most central or most influential, but with the ability of playing an important role in the future; these actors have also been described below.

Ministry of Health:

Policy processes in Ethiopia were described by participants as highly centralized, with the MoH acting as the central government body in nutrition. All nutrition activities have to receive the MoH's approval; MoH sets the policies and others implement them.

Nutrition Development Partners Meeting (NDPM):

This is a nutrition-focused forum that brings together multilateral and bilateral organizations to share advice and agree on priorities for nutrition. The Chair—a rotating position that was held by USAID at the time of the workshop—then passes on the group's positions to the MoH. It was described as a powerful place to engage given that it is made up of highly influential actors, often with direct links to the MoH and access to funding. NDPM is a sub-group of the HPN Donor Group, which has a much broader focus and is also seen as a powerful actor.

UNICEF:

UNICEF is instrumental in providing technical information and in advising policy—for instance in advising the new NNP. It also has the ability to solicit funds from donors to apply to its priorities within the NNP which can have a significant impact.

World Bank:

The World Bank is one of the top funders for maternal and child nutrition in Ethiopia and it provides extensive technical advice to the government. As a major donor of the National Nutrition Program (NNP), it played an instrumental role in the medium term review of the program that was taking place at the time of the workshop. Participants noted that they are able to use their central role to promote nutrition, working closely with UNICEF.

Potential Actors

Other Ministries:

Ministry of Agriculture and Rural Development (MoA), Ministry of Women's, Children and Youth Affairs (MoWCYA), and the Ministry of Education (MoE) are not strongly involved or influential in nutrition policy although there are some broadly related activities. For example the MoE is promoting nutrition education for adolescents which may be a way of reaching mothers to be. MoA's work on increasing nutritional contribution of crops could impact complementary feeding. A representative from the MoWCYA agreed they could potentially do more – at the moment they are working to empower women, which could impact maternal and child nutrition though it is not explicitly meant to. For the MoWCYA there is a lack of awareness that nutrition is actually important to them. Nutrition should be at

the center of their work but they are not making it this way. This also comes to budget allocations for different ministries on various activities. MoH has funding for this but MoWCYA doesn't.

Nutrition Technical Working Group (NTWG):

Participants described the Nutrition Technical Working Group (NTWG) as a potentially influential body. They noted that in the past it has been active and influential and is able to bring together all the ministries and agencies to look at nutrition in a multi-sectoral, holistic manner. It is a venue wherein participants share advice and then it feeds information directly in to the MoH. At the time that the National Nutrition Strategy was being drawn up it was a key body for the process. However, at the time of the workshop, the working group had not had a meeting for 3-4 months. Even so, participants agreed that, were it to meet, it could still be an influential body.

In addition, there are two multi-sectoral NNP Coordination committees over the NTWG which have representation of all the relevant ministries, and are chaired by the MoH. These are the National Nutrition Coordination Body (NNCB) and the National Nutrition Technical Committee (NNTC). The NNCB is a decision-making body which deals mainly with policy issues and is comprised of State Ministers of all relevant ministries. Their deliberations are guided by input from the NNTC, which is comprised of technical experts from the same ministries and has the role of formulating necessary guidelines, developing and updating periodic national level action plans as well as monitoring and evaluating their implementation, and also coordinating different sectors. The NTWG, through the MoH, gives input and advice to the NNTC. Neither of these bodies is currently meeting but they are scheduled for revitalization.

Civil Society Organizations:

It was noted that professional associations, umbrella organizations, and faith-based organizations could play a bigger role in creating awareness among their constituents and the public. In this way these organizations could apply pressure on the government to improve action on nutrition. A past example of this is when family planning organizations successfully worked with faith-based organizations to put pressure on government.

Implications for Transform Nutrition

Transform Nutrition emphasizes multi-sectoral action on nutrition. In Ethiopia the National Nutrition Programme was developed as a multi-sectoral plan. However in practice, some stakeholder noted that there is little accountability for nutrition impacts in other ministries beyond the MoH. The feasibility of holding other ministries, like the MoA for instance, accountable for nutrition indicators was discussed.

The learning for Transform Nutrition from this activity will feed into the coming outreach activities. The benefits of the next phase of activities was seen by participants as key for providing a firm jumping off point for project activities and better idea of the gaps in current research and action. Coordination and outreach to the Ministry of Health was seen as critical given the central role the ministry plays in the network. Actors emphasized that it is strategically necessary to engage with the MoH every step of the

way to ensure their buy-in. Some other key actors suggested are USAID's Engine project, the nutrition team at the World Bank, UNICEF, and Concern Worldwide (Concern) and Save the Children-US (SCUS) because of their strong links to other NGOs and focus on maternal and child nutrition, among others. Engaging with multi-stakeholder bodies are often an efficient way to have a lot of exposure to many key stakeholders. While the NTWG has not met in some time, meeting participants were adamant that this was still an important body. Even though the working group has not met in some time, they suggested that it would meet if it was specifically requested. A request for a meeting by Transform Nutrition representatives could not only help build connections for the program but also be a step towards 'revitalizing' the working group. The NDPM, also important to engage with given the highly influential membership, could be reached out to through Transform Nutrition's funding agency DFID who sits on that body.

Media was also mentioned as a powerful tool for getting messages out. They can put pressure on the government and also raise awareness. Radio in particular is a strong tool for raising awareness in rural areas. In addition to radio, television was seen as a tool for influencing government.

Annexes

Complete List of Actors

Actor Acronym	Full Name
A&T	Alive and Thrive, IFPRI
AAU	Addis Ababa University
ACF	Action Against Hunger
ag_research	Agriculture research institutes
Care	Care
CIDA	Canadian International Development Agency
Concern	Concern Worldwide
CRS	Catholic Relief Services
DFID	Department for International Development
EHNRI	Ethiopian Health Nutrition Research Institute
ENCU	Emergency Nutrition Coordination Unit
EPHA	Ethiopian Public health Association
Fafa	Fafa
FAO	Food and Agricultural Organization
FONSE	Food and Nutrition Society of Ethiopia
GAIN	Global Alliance for Improved Nutrition
GOAL	GOAL
GondarU	Gondar University

Helina	Helina
HRF	Humanitarian Response Fund
IFHP	Integrated Family Health Program
IrishAid	IrishAid
JICA	Japan International Cooperation Agency
MANTF	Multi-Agency Nutrition Task Force
MI	Micro-Nutrient Initiative
MoA	Ministry of Agriculture and Rural Development
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MoH	Federal Ministry of Health
MoLSA	Ministry of Labour and Social Welfare
MoWCYA	Ministry of Women's, Children and Youth Affairs
MSF	Médecins Sans Frontières
NDPM	Nutrition Development Partners Meeting
Netherlands	Netherlands Embassy
NTWG	Nutrition Technical Working Group
REACH	REACH
SCUK	Save the Children, United Kingdom
SCUS	Save the Children, United States
SpanishMDG	Spanish MDG Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
Valid	Valid
Valid_Intl	Valid International
WB	World Bank
WFP	World Food Program
WHO	World Health Organization
WV	World Vision