SEnECA Stakeholder Analysis (D3.2): Analysis of policy-makers and stakeholders on the EU and member state level

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Strengthening and Energizing EU-Central Asia relations

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Stakeholder Analysis: Analysis of policy-makers and stakeholders on the EU and member state level

December 2018

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Executive Summary

The SEnECA Stakeholder Analysis aims at listing relevant stakeholders for the EU's Central Asia Policy and categorising them according to their power and interest. This will enable the project to communicate more effectively to different groups of stakeholders, tailored to their power and interest. The document also provides insights, gathered through semi-structured interviews, on how stakeholders communicate their work to the European public and on how stakeholders are or are not involved in EU decision-making. The SEnECA Stakeholder Analysis gathered information of 521 stakeholders and categorised them in four types (type 1: Monitor, type 2: Keep informed, type 3: Keep informed and engaged, type 4: Involve in the project) according to their power and interest.

1. Introduction

The project "SEnECA – Strengthening and Energizing EU-Central Asia Relations" seeks to improve research cooperation and to strengthen capacities in research and policy advice for the policy area of EU-Central Asia relations in both regions, having recognised the importance of Central Asia for Europe. It aims at advising European policy-makers in all EU institutions, notably the European External Action Service, the European Commission and the European Parliament, as well as promoting Central Asia across key actors in education and media and strengthening the network's capacities in research and policy advice.

The SEnECA Stakeholder Analysis plays an important role in the above-mentioned scope of the project. The aim of the analysis is to identify stakeholders that are relevant for EU-Central Asia relations, to group these stakeholders according to their power and interest in the EU's Central Asia Policy, to create specific communication tools for each group for the project's lifetime and to lay the foundation for the SEnECA Long-Term Central Asia Communication Strategy that goes beyond the project. Furthermore, the interviews conducted with important stakeholders in the course of the analysis will allow to explore how Central Asia can be better promoted towards the European public, and how relevant stakeholders can more effectively influence the EU's Central Asia policies.

2. Methodology

The following chapter will elaborate on the definitions, goals and the working phases during the SEnECA Stakeholder Analysis.

2.1. Definitions

Definition of a stakeholder

According to R. Edward Freeman, stakeholders are "any group or individual who can affect or is affected by the achievement of the organization's objectives".[2] Building on this widely used definition, the following understanding of a stakeholder will be adopted for the purpose of this stakeholder analysis: Any individual, institution or (in)formal network in the European Union that has interest in or power on the EU's Central Asia Policy.[3] As persons occupying certain positions within institutions can change quickly, we consider it crucial to treat institutions also as stakeholders and include them in our database.

In order for an individual stakeholder to be *from* the European Union, he or she needs to be a European citizen and/or be affiliated with an organisation (public institution, business, non-profit organisation, newspaper publisher etc.) that has its headquarters in an EU member state.

Institutions with headquarters based in Central Asia or other parts of the world are not covered by this analysis. The scope of the stakeholder analysis is deliberately narrowed for the purpose of a better feasibility of the study with the given means within the project. Hence, stakeholders from Central Asia can be part of the database, but are not the main target group of this analysis.

Both power and interest will be further explored in Part 2.3, IV when the allocation of stakeholders to the interest and power grid is explained.

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[2] Freeman, R. Edward (1984), *Strategic Management: A Stakeholder Approach* (Boston: Cambridge University Press, 1984), 46.

[3] EU meaning 28 EU member states including the UK.

Definition of EU's Central Asia Policy

We refer to the EU's Central Asia Policy as the following dimensions:

1) All cooperation tools deriving from the "EU and Central Asia: Strategy for a New Partnership" (2007) including public diplomacy, formal dialogues, bilateral agreements, cooperation contracts, funding projects etc. between EU and Central Asian actors. Furthermore, the strategy involves dialogue on human rights as well as political dialogue between EU and Central Asian foreign ministers.

2) The drafting process of a new EU Strategy for Central Asia (expected to be finalised by 2019).

3) All other courses or methods of action adopted or proposed by one of the EU's bodies or agencies.[4]

Categories of stakeholders

Before starting the stakeholder analysis, we identified the following categories of stakeholders that we consider crucial for EU-Central Asia relations:

1. National politicians / diplomats / officials (and respective institutions)
A national policy-maker in this stakeholder analysis is defined as someone in a government or political party who has the power to decide on or contribute to the formulation of new policies. An official is someone who holds an office (function or mandate) in the sphere of public administration or government through either election, appointment, selection or employment. A diplomat is a person appointed by the state to conduct diplomacy with other states or international organisations.

2. Representatives of EU bodies and agencies
EU bodies and agencies in this stakeholder analysis are defined as the seven main institutions (European Parliament, European Council, Council of the European Union, European Commission, Court of Justice of the European Union, European Central Bank and the Court of Auditors) and all agencies of the European Union.

3. Business and private sector representatives (and respective companies and organisations)
Business and private sector in this stakeholder analysis are defined as the part of a country's economy that is run by individuals and companies for profit. This category also includes non-governmental organisations representing business interests.

4. Representatives of intergovernmental organisations and programmes (and respective organisations)
An intergovernmental organisation in this stakeholder analysis is definded as an institution or programme mainly comprised of sovereign states with goals and scopes often outlined in a treaty or charter. Such organisations are an essential part of public international law.

5. Civil society representatives (and respective organisations)
Civil society in this stakeholder analysis is defined as not-for-profit organisations (governmental and non-governmental) and institutions that manifest the interests and the will of citizens.

6. Media representatives (and respective media outlets, publishing houses and portals)
Media in this stakeholder analysis is defined as an agglomaration of media technologies which target a broad audience via a variety of outlets. This includes broadcast media outlets, digital media outlets and print media outlets.

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[4] 'Institutions and bodies', European Union, accessed 12 December 2018, https://europa.eu/european-union/about-eu/institutions-bodies_en.

In our view, these categories cover the most important occupational areas of persons who are interested in or have influence on EU-Central Asia relations. We do not include persons and institutions from the academic field in this stakeholder analysis as this target group is covered by the SEnECA Research Data base in the framework of Work Package 1.

2.2.   Goals of the stakeholder analysis

A "Stakeholder analysis is an approach […] for generating knowledge about actors […] and for assessing the influence […] they bring to bear on decision-making or implementation processes"[5]. In line with this definition from Varvasovsky and Brugha, the SEnECA Stakeholder Analysis aims to identify four different types of relevant stakeholders according to their power and interest.

Building on the description above, we have set three goals that we want to achieve within the stakeholder analysis. Goal 1 and 2 are related with the collection and assessment of relevant stakeholders whereas goal 3 lays the groundwork for the Long-Term Central Asia Communication Strategy to be formulated in 2019:

1) To identify the most relevant individuals, networks and institutions in EU-Central Asia relations and to gather their contact details in a database

2) To categorise the identified stakeholders in an interest and power grid in order to be able to involve the most important stakeholders in the SEnECA project and to effectively tailor the project communication to the different types of stakeholders

3) To present ways on how Central Asia can be better promoted in Europe and to make suggestions on how relevant stakeholders can better influence EU-Central Asia policies

After the finalisation of the SEnECA Stakeholder Analysis, SEnECA will have gathered relevant stakeholders who work on EU-Central Asia relations in Europe. Thus, SEnECA will be able to have a better overview of the landscape of stakeholders in this field. This will also enable us to approach and involve stakeholders in a focused manner. Additionally, the stakeholder analysis provides a basis for the Long-Term Central Asia Communication Strategy that will formulate recommendations on how stakeholders in Europe can better communicate about Central Asia to the European public.

In the following, the different stages of the data collection and analysis process within this stakeholder analysis are described.

2.3.   Description of work phases (I – V)

Data privacy and protection

1. Stakeholder list and analysis

The nature of the deliverable D3.2 SEnECA Stakeholder Analysis makes the collection of personal data necessary. According to Article 4(1), Regulation (EU) 2016/679 "'Personal data' means any information relating to an identified or identifiable natural person ('data subject')". This identification could be directly (e.g. by mentioning the name) or indirectly (e.g. by reference to an identification number or by mentioning one or more factors specific to the individual's physical, cultural or social

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[5] Zsuzsa Varvasovsky; Ruari Brugha: "How to do (or not to do)... a stakeholder analysis," *Health Policy and Planning* 15 (3) (Oxford: Oxford University Press 2000), 338.

identity). The datasets include amongst others information on name, position, institutional affiliation, location and contact details. These datasets were only collected in case they could be directly retrieved online via publicly accessible databases, conference agendas, universities' and research institutions' websites, book publications, etc.

The personal data was used to categorise all stakeholders in different types. The data was processed but will not be made public. Only the results of the categorisation (anonymised) and the findings of the interviews will be made public through this document. Complying with the provisions of Regulation (EU) 2016/679, all stakeholders were informed that their publicly accessible personal data was collected and processed. They were informed that they have the right to demand to be deleted from the stakeholder list at any time.

2. Interviews

Interview partners were fully informed about why and how they have been chosen to take part in the project in an information sheet that was sent to the interviewees prior to the interview. The information sheet described the objectives of the stakeholder analysis, the data management within the study and the anonymisation process. This fact sheet contained all necessary information about the project itself and about the nature of the involvement of the potential participant. The information sheet also states that the interviewee's participation is entirely voluntary. All participants had and have the right to drop out of their participation in the project at any moment.

Every interviewee signed a consent form where he/she agreed to the conditions of his/her participation as stated in the information sheet. The consent form was either sent to the interviewers by e-mail (in the case of Skype interviews) or was handed over to them during the interview (in the case of face-to-face interviews). The consent form is not saved electronically but the original hard-copy of it is stored safely and separatel from the interview transcripts so that anonymity is not compromised at any point.

Interview transcripts are stored on a password-protected computer by the interviewer and name and contact details that were necessary to establish the contact and setting up the interview are kept separate from the transcript. As part of the anonymisation, notes and transcripts of interviews are written in an anonymised way, i.e. no direct identifiers such as references to the name or any other information that could be related directly or indirectly to an individual person are included in any of these hand-written or electronic documents.

Phase I: Collecting preliminary data from SEnECA consortium members and partners (April-June 2018)

During the SEnECA conference in Riga on 17-19 April 2018, a first data collection exercise was done with SEnECA consortium members and SEnECA Advisory Board members. After having received instructions on the kind of stakeholders that are relevant for the analysis, all present partners were asked to insert attributional data on relevant persons and institutions into an online survey. The participants were informed that the attributional data about each stakeholder does not have to be complete and that only data that is publicly accessible should be provided.

The following attributional data about stakeholders was collected:

- First name
- Last name
- Position
- Institutional affiliation
- City of institution
- Country of institution
- Website of institution
- Other positions held

- Professional thematic focus
- E-Mail
- Phone
- Personal website
- Link to CV
- Social media
- Comments

After the conference, the SEnECA consortium and Advisory Board members were asked to add more stakeholders to the list and to forward the link to the online data collection sheet to colleagues and other relevant partners in the field of EU-Central Asia relations (achieving a broader outreach beyond the project consortium).

Phase II: Desk research (July-September 2018)

The preliminary list of stakeholders established through the online survey was expanded in the phase of desk research. Here, the researchers added more persons and institutions to the database by further researching the six categories of stakeholders described in section 2.2. in a systematic way. The following tools were used to find relevant stakeholders:

- Visiting websites of well-established institutions that deal with Central Asia
- Examining conference/seminar/workshop agendas and respective participants lists from events on EU-Central Asia relations
- Filtering information from the published nine SEnECA policy papers
- Reading publications on EU-Central Asia relations published by think tanks and online portals such as the SWP, EUCAM, EurasiaNet etc.

In order to avoid gaps in the data, semi-structured interviews with selected stakeholders were conducted after the desk research phase was completed. This process is described below.

Phase III: Conducting semi-structured interviews (October-November 2018)

After completing the desk research, the researchers identified stakeholders from the established database that would be able to contribute to achieving the following interview goals:

1) Identify individuals, networks and their channels of communication;
2) Identify ways how stakeholders shape the EU's policies towards Central Asia;
3) Identify ways how Central Asia can be better promoted in Europe.

Interview goal 1 corresponds with Goal 1 of the stakeholder analysis. Interview goals 2 and 3 correspond with Goal 3 of the stakeholder analysis.

A set of openly formulated questions was created in order to achieve the mentioned goals. These questions were adapted to the different categories of stakeholders that were interviewed resulting in five slightly different questionnaires. As an example, the questionnaire for the representatives of civil society is attached to this report in Annex II.

In total, 20 persons were contacted by the researchers and nine persons agreed to be interviewed. Six interviews took place via Skype, two interviews were conducted in person and one person answered in written form.

Nine interviews were conducted for the stakeholder analysis:

Category of stakeholder	Number of interviews
National politicians / diplomats / officials	1 (Face-to-face)
Representatives of EU bodies and agencies	2 (1 Face-to-face, 1 written)
Business and private sector representatives	1 (Skype)
Representatives of intergovernmental organisations	2 (Skype)
Civil society representatives	2 (Skype)
Media representatives	1 (Skype)

All but one interview were recorded, transcribed and anonymised. During the first interview the recording failed due to technical reasons (here only the notes of the interviewer are available).

The answers of the interviewees were scanned for relevant replies with regard to the three established goals of the stakeholder analysis. The results of this analysis are presented in section 3.

Phase IV: Developing an interest vs. power grid (November 2018)

This phase consisted of two stages:

1) Creating a value scale for the dimensions "power" and "interest" and assigning all stakeholders from the established database with a scale number;
2) Creating an "interest vs. power grid" producing four different types of stakeholders and to establish different communication strategies towards these four types.

A widely used example of a power vs. interest grid can be seen here:

Figure 1: Sample Power vs. interest grid[6]

This power vs. interest grid was designed primarily for stakeholder analyses in the private sector.[7] In the SEnECA Stakeholder Analysis, the researchers adapted the four quadrants to the project's

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[6] LITS Project Management Office, *How to Conduct a Stakeholder Analysis (Emory, Libraries and information technology),* 2.

[7] See e.g.Ackermann and Eden, "Strategic Management of Stakeholders: Theory and Practice" *Long Range Planning* 44 (2011), 183.

overall objective of raising awareness on Central Asia and to reach and include all relevant stake-holders, including the ones with less influence.

As the interest dimension plays a more important role for the SEnECA project, the grid was adapted as follows:
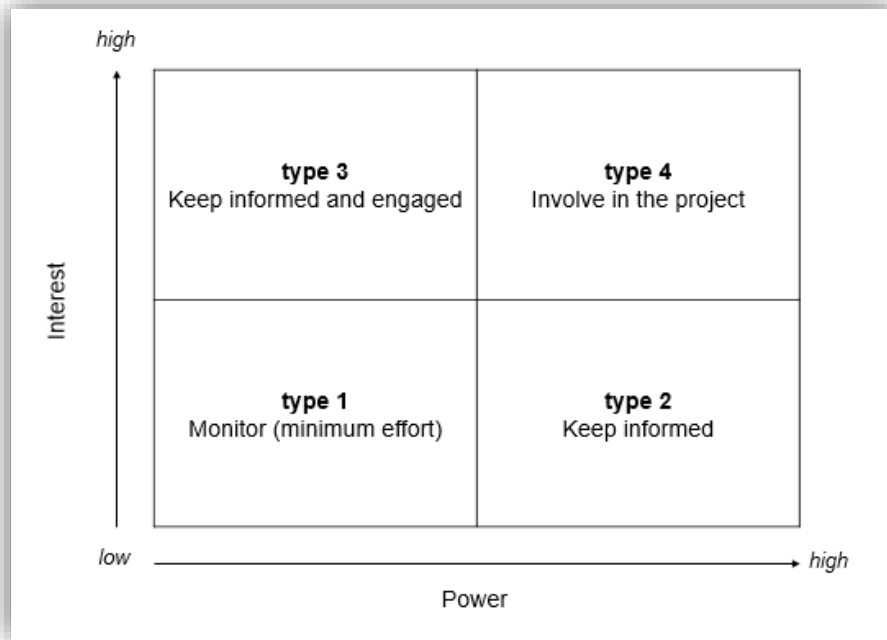
Figure 2: SEnECA Power vs. interest grid sample

In order to attribute the stakeholders to the four different "types", we have created a scale of four values which identify the amount of power and interest a stakeholder might have:

Power

4	**A lot of power** (formulates or contributes to the formulation of EU's policies towards Central Asia)
3	**Some power** (is involved in structural consultations on the EU's policies towards Central Asia or is in regular contact with EU policy-makers)
2	**Little power** (publishes on or informs about Central Asia)
1	**No power** (has no influence on EU policies towards Central Asia)

Interest:

4	**High interest** (behaviour is highly oriented towards the topic of EU-CA relations)
3	**Some interest** (behaviour is to some extent oriented towards the topic of EU-CA relations)
2	**Little interest** (behaviour is hardly oriented towards the topic of EU-CA relations)
1	**No interest** (behaviour is not oriented towards the topic of EU-CA relations)

The decision to have four scale values allowed us to identify four different tpes of stakeholders with regard to the interest versus power grid. Within the grid, the values 1-2 represent the value "Low" whereas the values 3-4 represent the value "High". Value 1 (no interest) is included because consortium members and project partners suggested certain stakeholders that according to the responsible researchers' assessment had no power on or no interest in the EU-Central Asia Policy.

The attribution of the stakeholders to the four scale values was done by two researchers from TEPSA and CIFE. All researchers conducting a stakeholder analysis are faced with the challenge of making subjective choices on how much power or interest each stakeholder has. The literature on this topic suggests that in order to have a more balanced analysis and in order to avoid highly divergent and arbitrary estimations, the values should be attributed by a team (as it was in our case).[8] Each stakeholder was individually discussed, also taking into account the answers acquired during the interviews. If there was disagreement about value attribution of a stakeholder, the person, who lead the research for respective category of stakeholders (e.g. civil society actors), decided.

After the allocation of all stakeholders into the four types, the researchers established differentiated approaches to communicate to the different types of stakeholders (e.g. invite all stakeholders with high interest and high power to SEnECA workshops and conferences). This differentiation allows SEnECA to be more effective in its communication strategy towards its partners as well as to make better recommendations to relevant EU bodies within the SEnECA long-term Central Asia Communication Strategy by the end of the project. The different communication tools for the four types of stakeholders are described in section 3.2.

Phase V: Analysing interviews and writing stakeholder analysis report (November-December 2018)

After having finalised the interest and power grid, an analysis of the interview answers was conducted by the researchers. Here, attention was paid to answers that were directly linked to the three objectives set prior to the interviews. Similar answers were grouped into "tendency clouds" and distinct answers are presented on their own, often in the form of a direct citation. The results of all six research phases are presented below.

3. Findings

3.1. Goal 1: Identification of relevant stakeholders (individuals, institutions and networks) in the field of EU-Central Asia relations

Through the survey conducted with the SEnECA consortium members and their partners (phase I), through desk research (phase II) and through semi-structured interviews with eight selected stakeholders, we were able to establish a database of 521 stakeholders that have influence on or interest in EU-Central Asia relations. In the following, the number and the categories of stakeholders that were identified within the six established categories are briefly described:

1. National politicians / diplomats / officials

A total of 143 stakeholders were identified in this category. They include:

- Heads of states or government, Ministers and members of national parliaments

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[8] See e.g. Zsuzsa Varvasovsky; Ruari Brugha: "How to do (or not to do)... a stakeholder analysis," *Health Policy and Planning* 15 (3) (Oxford: Oxford University Press 2000), 340.

-   Leading and mid-ranking officials working at national ministries (such as ministries of foreign affairs, ministries of economic affairs and development, ministries of education, ministries of justice, ministries of energy and ministries of the environment), and
-   Leading and mid-ranking diplomats at embassies and consulates.

2. Representatives of EU bodies and agencies

A total of 66 stakeholders were identified in this category. They include:

-   Leading and mid-ranking diplomats at EU delegations in Central Asian countries,
-   Members of the European Parliament in relevant committees, and
-   Leading and mid-ranking officials working in the EU institutions, especially in the European External Action Service.
-   Among the most notable stakeholders in these categories are:
    o   The EU Special Representative for Central Asia
    o   The European External Action Service Directorate East: Russia, Eastern partnership, Central Asia, regional cooperation and OSCE
    o   EP Delegation to the EU-Kazakhstan, EU-Kyrgyzstan, EU-Uzbekistan and EU-Tajikistan Parliamentary Cooperation Committees and for relations with Turkmenistan and Mongolia
    o   EU delegations in Central Asia
    o   Erasmus+ Offices in Central Asia

3. Business and private sector representatives:

A total of 63 stakeholders were identified in this category. They include:

-   European businesses that have affiliates in Central Asian countries, and
-   Federation of European businesses in Central Asian countries (e.g. chambers of commerce).

European businesses cooperate with other civil society organisations through events. There are no specific networks that bring European businesses together in Central Asia, rather country-specific networks if at all.

4. Representatives of intergovernmental organisations and programmes

A total of 43 stakeholders were identified in this category. They include:

-   Executive directors, regional and national coordinators and project managers at international and intergovernmental organisations focusing on or touching upon Central Asia in their scope of work, and
-   More or less institutionalised networks or initiatives covering cooperation between Central Asian and European states.
-   Among the most notable organisations are:

    o   the Organisation for Cooperation and Security in Europe (OSCE)
    o   the United Nations Development Programme (UNDP)
    o   the Border Management Programme in Central Asia (BOMCA), which is led by a consortium of the Latvian border guards, the Lithuanian Customs, Riga Technical University and the ICMPD, together with two associate partners, the Hungarian ministry of Interior and the Portuguese border police. BOMCA cooperates mainly with state administration and border guard services in the five Central Asian countries, as well as with different ministries (foreign affairs, health, agriculture)
    o   the Central Asia border security initiative (CABSI), a cooperation between the EU, the Austrian Federal Ministry of the Interior and BOMCA with the support of OSCE

recurring conference assembling international participants to provide a forum for coordination and discussions of EU-funded programmes.[9]

5. Civil society representatives:

A total of 173 stakeholders were identified in this category. They include:

- Directors, programme coordinators and experts from human rights organisations, environmental organisations, political foundations, language and cultural institutions etc.
- Among the most notable networks and initiatives are:
  - o the Central Asian Research and Education Network (CAREN) that aims "to create a high-capacity data-communications network for researchers, academics and students at over 300 institutions"[10] in Central Asia, and
  - o the Central Asia Education Platform (CAEP) that supports a policy dialogue between the EU and the CA countries and within the CA region in order to reinforce education sector reforms in Central Asia.[11]

6. Media representatives:

A total of 33 stakeholders were identified in this category. They include:

- Editors-in-Chief and members of the Board of Directors of online news platforms,
- Communications executives and project coordinators for websites focusing on Central Asia, and
- Journalists writing for online and offline media outlets.
- Among the most notable platforms are: EurasiaNet, Euractiv, Radio Free Europe, Eurasia Expert, Eurasia News, Central Asia Monitor.

This compilation shows that most stakeholders were identified among national ministers and officials as well as civil society actors. This probably has to do with the fact that representatives of these groups are easier to reseach online because they are either known public figures or work for institutions that social science researchers are familiar with. It was more difficult to research media representatives and private sector representatives with a regional focus on Central Asia. The conference agendas, newspaper articles and scientific publications examined during the desk research phase helped to meet that challenge.

Overall, the identified stakeholders represent different hierarchy levels and different thematic focus areas, so that a sound picture of relevant figures is drawn in the database. The following section focuses on the categorisation of the identified stakeholders into different types.

3.2. Goal 2: Categorisation of identified stakeholders in the interest and power grid (4 types) and suggestions for differentiated communication

An interest and power grid is an effective tool within traditional stakeholder analysis (used especially in the business sphere) to categorise the different stakeholders that are involved in a specific issue or policy area. After having created a value scale with the values 1-4 for the dimensions "interest" and "power" (see part 2.3, phase IV), the two researchers assigned an interest value and a power

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[9] "Project News: ICMPD contributes to 12th Central Asia Border Security Initiative (CABSI) Conference", ICMPD, accessed 30 November 2018, https://www.icmpd.org/news-centre/news-detail/project-news-icmpd-contributes-to-12th-central-asia-border-security-initiative-cabsi-conference/.

[10] "CAREN", accessed 30 November 2018, https://caren.geant.org/Pages/Home.aspx.

[11] "Project Presentation: The Central Asia Education Platform (CAEP)", CAEP, accessed 30 November 2018, https://www.caep-project.org/project-presentation/.

value to all 521 identified stakeholders. As a second step, the values were incorporated in the interest and power grid:
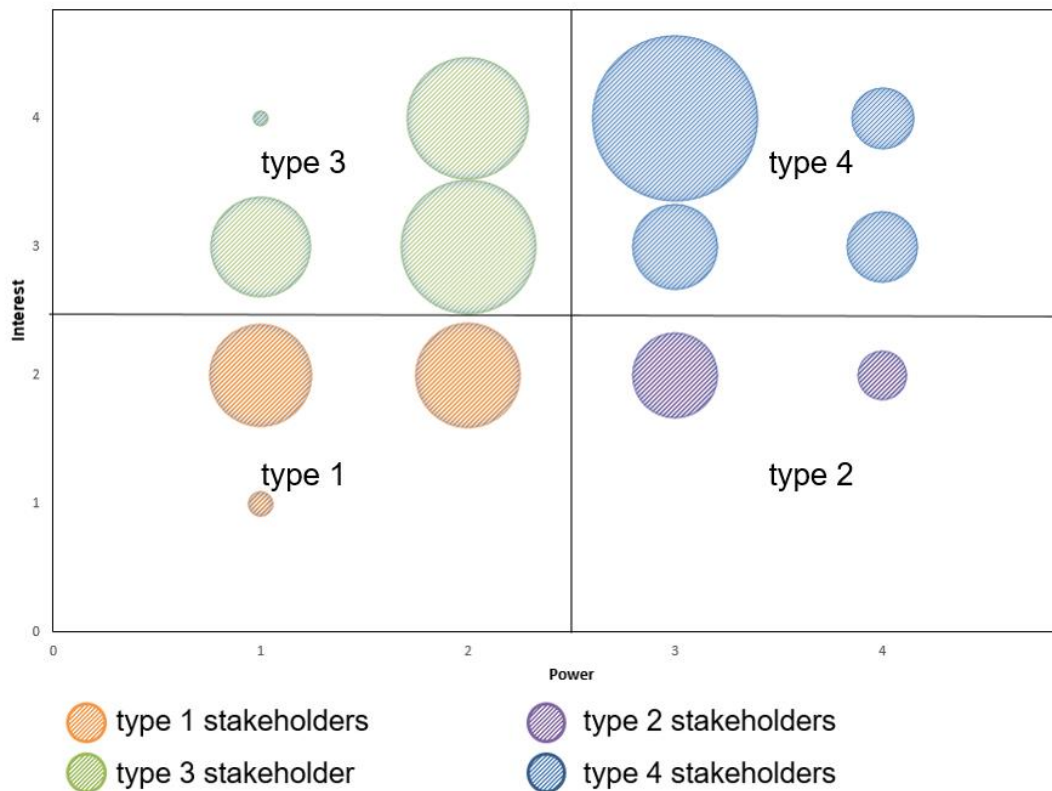
Figure 3: SEnECA Power vs. interest grid

Figure 3 shows the allocation of all stakeholders that were compiled during the research of the SEnECA Stakeholder Analysis. They are grouped according to their interest and power. The bigger the circle, the more stakeholders have the same value attribution of interest and power. Figure 3 shows also that most stakeholders are allocated in type 3 and type 4 (i.e. high interest and low power and high interest and high power). The power versus interest grids divided by different categories of stakeholders can be found in Annex I.

Because time and resources are limited, it is vital to focus all project dissemination activities on the most relevant actors, thus maximising all communication efforts. These communication efforts will be further developed in the SEnECA long-term Central Asia Communication Strategy.

The four different types of stakeholders and the suggested communication strategies for these stakeholders are described below:

1) Type 1: low interest & low power (monitor, minimum effort)

This type refers to stakeholders that are ranked 1 or 2 for both power and interest in the power and interest grid. These stakeholders have neither a vital interest in nor a lot of power on the EU's Central Asia policy. For SEnECA, this means that we will not focus on this group of stakeholders and no engagement strategy is foreseen. These actors can receive information about SEnECA through SEnECA's mass media channels (social media, website, newsletter), but no specific engagement of these stakeholders is planned in the course of the project.

This type includes a mixture of all categories of stakeholders.

2) Type 2: low interest & high power (keep informed)

The actors in this group are influential (value 3 or 4) within EU-Central Asia relations, but have limited or no interest (value 1 or 2) in the topic. Since Central Asia is not a priority region for these stakeholders, the SEnECA communication towards them will be aimed at raising awareness on Central Asia and its importance for the EU by providing them with information about the region and about ongoing activities of SEnECA. This will be achieved by involving these stakeholders in SEnECA's social media dissemination activities and by inviting them to visit public SEnECA events such as the Public Photo Exhibition on Central Asia in Brussels in April 2019 or the final conference in Brussels in November 2019. However, similar to type 1 stakeholders, the engagement efforts will still be kept to a minimum for type 2 stakeholders.

Type 2 includes many national or European policy-makers that have considerable influence on the EU's Central Asia Policy but are only marginally interested as they are mostly working on a broader portfolio that does not include a regional focus on Central Asia

3) Type 3: high interest & low power (keep informed and engaged)

These are actors that have high interest in EU-Central Asia relations (value 3 or 4), but have little or no power (value 1 or 2). SEnECA aims at involving these actors in its activities as much as possible and to provide them with contact to other stakeholders through SEnECA's activities. This means that SEnECA communication activities will target to reach this group of stakeholders online and offline, e.g. through events, discussions and scenario building workshops. Their lack of power should not exclude them from having their voices heard as these stakeholders are often the ones being most affected by the EU's policy towards Central Asia. SEnECA will invite members of this group as speakers and participants at planned conferences and consult the most relevant type 3 stakeholders when establishing the SEnECA Long-Term Central Asia Communication Strategy. Additionally, by including them in SEnECA's activities and providing them access to other, potentially more powerful, stakeholders their influence will increase.

This type includes many civil society organisations that are very invested in the topic, but do not have very high influence.

4) Type 4: high interest & high power (involve in the project)

These actors have both high interest and high power (value 3 or 4) in EU's policies towards Central Asia. SEnECA will tailor its activities and publications towards reaching actors in this category in order to maximise its impact in the policy-making sphere. This means that SEnECA's planned events in the second project year (two conferences and one photo exhibition) and the publications (WP 2 analysis and recommendations papers) will in language and in form target this group. As in the case of type 3, type 4 stakeholders will be invited to provide input as speakers at SEnECA conferences and bring in their input for the development of the SEnECA Long-Term Central Asia Communication Strategy.

To sum up, one can see from the categorisation above that the interest variable plays a more important role for SEnECA as the power variable. While power is a crucial factor that should and will be taken into account, for SEnECA it is especially vital to reach and include all stakeholders in its activities that are interested in the topic of the EU's strategy towards Central Asia.

Type 4 includes mainly EU and national policy-makers who work specifically on Central Asia and influential civil society actors and intergovernmental organisations.

3.3. Goal 3: Promotion of Central Asia as a region in the European public and better involvement of relevant stakeholders in EU-CA policies

In order to to lay the groundwork for the Long-Term Central Asia Communication Strategy which will focus on the future promotion of the region and its role for Europe to be formulated in 2019, the semi-structured interviews of phase III also included questions about how Central Asia is and can be presented in the European public as well as how stakeholders of EU-Central Asia relations can influence decision-making (see the attached questionnaire in Annex I).

In order to provide for a practical example for the question on how stakeholders can influence decision-making, the interviewers asked if and how the stakeholders were involved in the revision of the EU's Central Asia Strategy.

Following relevant answers were retrieved from the interviews regarding the interview goal 2: Identify ways how Central Asia can be better promoted in Europe

Involvement of stakeholders in decision-making on EU-Central Asia relations
- Interviewees from the civil society and the private sector reported that they contributed to the decision-making process indirectly through their national affiliate in Europe or through EU delegations and national embassies by reporting on their field of work in Central Asia. There seems to be an understanding by the interviewed stakeholders that the EU manages the process of renewing the EU's strategy on Central Asia from Brussels and does not directly involve the stakeholders in the field. All stakeholders expressed interest in being included directly in consultations on the revision of the EU's strategy towards Central Asia. By giving information first to another affiliate in Europe that then reaches the EU policy-makers, vital information can get lost on the way.

- Interviewees would appreciate more regular and more in-depth consultations. One interviewee suggested to include as many stakeholders in the consultation process as possible from all five Central Asian countries and advocated for a more differentiated approach: "If you want to set up a Central Asia strategy, you have to definitely take into account the different needs of the different countries."

- Stakeholders from EU bodies and institutions underlined that other stakeholders, for example from civil society, are regularly involved in consultations and play a vital role for the revision of the EU's Central Asia Strategy. One representative from an EU body reported that the biggest challenge remains "to find a proper balance between different views and positions".

- Interviewees would like EU delegations to be more transparent about the goals of the European Union in Central Asia. Delegations often arrange conferences/workshops and "only listen" without presenting the strategies and goals behind planned EU policies. This creates a feeling of a one-way road and undermines mutuality. Moreover, the EU delegations should be more transparent about how they choose partners for consultations. The process of partner selection does not seem to be systematic or comprehensive.

- One interviewee from a foreign ministry of an EU member state was convinced that the EU should not let stakeholders influence its work when developing a new strategy towards Central Asia. The labour division existed for a reason, so that EU officials should only gather the information that they consider necessary without letting stakeholders "influence" them through various means.

Following relevant answers were retrieved from the interviews regarding the interview goal 3: Identify ways how Central Asia can be better promoted in Europe

Promoting Central Asia in the European public

- Central Asia is seen as a "sleeping beauty" and seems not yet to be on the radar of the European public. Hence it is difficult to communicate on the issue due to little demand for or interest in more information. Many Europeans have not travelled to the region and do not see Central Asian countries as individual entities, but rather view Central Asia as some blurry Post-Soviet space, without taking into account the differences in culture and history. Some interviewees pointed out that Central Asia should be a higher priority to the European policy-makers because of its geopolitical position and because it is a transit region for drugs from Afghanistan.

- There are very few mainstream national media channels reporting on Central Asia. This has mostly to do with the fact that the region is politically quite stable. "When it does not bleed, it does not lead" is the motto in modern journalism. In order to raise awareness on Central Asia, journalists would have to report less on high-level politics or abstract issues and more on people and their personal stories and struggles. Furthermore, the interdependence between European and Central Asian citizens should be stronger highlighted (e.g. synergies in areas such as energy, education, culture etc.)

- Since Shavkat Mirziyoyev took over power in Uzbekistan, the country is for the first time presented in a positive, optimistic light. This is unusual due to the connection often made between Central Asia and terrorism in the European media. This constructed connection is a problem as it shows a distorted picture of Central Asian political and social realities. Only a very small portion of global terrorists have been trained in a Central Asian state although tendencies of radicalisation in Central Asia of course exist.

- Two interviewees expressed the opinion that Central Asian countries should make use of public diplomacy and make a greater effort to promote their nations/cultures in Europe. They could more actively invite European journalists and delegations to visit their countries and also send more journalists and delegations to Europe. Hence, the "promotion" or "nation branding" should become part of their national (or even regional) strategies. This is less true for Kazakhstan that is already very active when it comes to nation-branding.

- The interviewed stakeholders do not focus very much on the European public as a target group in their work. They provide information through online tools such a websites, social media and newsletters, however they do not have a clear target audience and admit that this information is mainly read by experts in the field and might not be appealing for the general public. The information that does reach the plublic is often limited because the headquarters of the stakeholder organisations receive a large amount of information from their affiliates from different countries which means that the information is filtered and not always published in the end.

- Information that is published by the respective institutions on Central Asia is often connected to high-level visits of European politicians to Central Asia and vice versa, which is not very intriguing for the wider public because it is too far away from people's reality.

- One interviewed stakeholder reported that sometimes when communicating on Central Asia in Europe, the message is slightly misinterpreted and changed when it is communicated to a broader public. That is why it is vital to work closely together with partners and carefully explaining all actions and decisions.

- One representative of an EU body highlighted that the EU should have a comprehensive communication strategy for Central Asia to explain coherently the EU aims and efforts. The stakeholder claimed that EU efforts are often not visible in the EU or Central Asia.

However, the EU aims at improving its communication and visibility which will also be part of its new Central Asia Strategy.

4. Conclusions

A stakeholder analysis is a very useful tool for a project such as SEnECA which strongly focuses on awareness-raising, dissemination and communication. The first advantage of the analysis is that it helps to identify persons, institutions and networks that have a stake in EU's policies towards Central Asia that might have otherwise been easily overlooked. Second, it helps to group and categorise the identified stakeholders in order to develop a more tailored communication strategy towards them and to create a more targeted stakeholder inclusion strategy into ongoing activities of the project. Third, interviews conducted within the stakeholder analysis help to deepen the knowledge of the SEnECA consortium regarding ways on how stakeholders themselves would like to be included in EU decision-making processes and on how Central Asia as a region can be better promoted in the European public.

In total, 521 stakeholders were identified during the stakeholder analysis that was conducted from May to November 2018. This database is of great benefit to the project not only with regard to the events and publications planned for 2019, but also with regard to finding partners and experts for future collaborations beyond the project's lifetime. The following numbers and categories of stakeholders could be identified:

1. National politicians / diplomats / officials and related institutions: 143
2. Representatives of EU bodies and agencies: 66
3. Business and private sector representatives and respective companies and organisations: 63
4. Representatives of intergovernmental organisations (and the respective organisations): 43
5. Civil society representatives and respective organisations: 173
6. Media representatives and respective media outlets, publishing houses and portals: 33

The list of identified stakeholders shows that there are many civil society actors engaged in the topic of the EU's Central Asia policy. Civil society from Europe is very engaged in the region of Central Asia. There are also many national policy-makers to be found in EU states who are engaged in this topic. Media representatives and representatives of intergovernmental organisation are the smallest group of stakeholders on the topic of the EU's Central Asia Policy.

The categorisation into the power versus interest grid yielded four types of stakeholders that will now be targeted in a differentiated manner. Type 1 (low interest & low power) will be only monitored, but not engaged specifically. Type 2 (low interest & high power) will be provided more information on the region though social media channels and through invitations to the Central Asia Photo Exhibition, for instance. Type 3 (high interest & low power) will be given the change to have their voice heard by inviting them to the SEnECA conferences and by consulting the most relevant representatives of this group during the drafting process of the SEnCA Long-Term Central Asia Communication Strategy. Most importantly, type 4 (high interest & high power) will be the main target group for SEnECA output (WP 2 analysis and recommendation papers) and will be strongly involved in planned events as speakers for panel discussions, for example.

The list of identified stakeholders shows that there are many civil society actors engaged in the topic of the EU's Central Asia policy, but these actors often do not have high power as the power vs. interest grid shows. This means that these actors have to be included more in the decision-making process to ensure that their voice is heard. Not surprisingly, EU and national policy-makers yield the most power when it comes to the EU's Central Asia Policy. Media representatives have little influence but are also not very engaged in the field as few media outlets report on Central Asia. Private sector representatives yield only little influence with exceptions of big European corporations. Intergovernmental organisations are spread out in the grid which demonstrates that some of these actors

are influential and are interested in the field, while others have little influence and are not very engaged in this field.

The answers received during the eight interviews conducted with representatives of six identified categories of stakeholders will be used to adapt the dissemination of SEnECA results towards decision-makers, and will inform the SEnECA Long-Term Central Asia Communication Strategy as well as the WP 2 recommendation papers directed at EU institutions.

The most significant insights here have been the realisation that on the one hand many stakeholders find the interests behind the EU's engagement in Central Asia not transparent and well-communicated enough leading to insecurity on the side of Central Asian partners. On the other hand, the EU representatives are including civil society and private sector representatives in their consultations for the revision of the EU's Strategy and are trying to include as many stakeholders as possible in the field. This, however, does not seem to be on the radar of many stakeholders in the field.

Furthermore, European media platforms focusing on Central Asia are too often either 1) presenting negative news and events in Central Asia, or 2) are focusing on high-level events that are too detached from citizen's everyday life leading to low interest in Central Asia as a holiday destination or a region worth studying. Topics related to education, culture and existing people-to-people-connections should hence receive more attention and greater coverage on European news platforms.

The SEnECA Stakeholder Analysis revealed that even though the EU is aiming at involving different kinds stakeholders in consultations, the many civil society stakeholders who are engaging in this region do not feel this way. Also, it became clear that Central Asia is not a priority region for the European public and very little is known about it.

For SEnECA, this means that the second year of the project will be crucial to further increase awareness on the region in Europe and to make sure to include stakeholders from all categories in its dissemination activities.
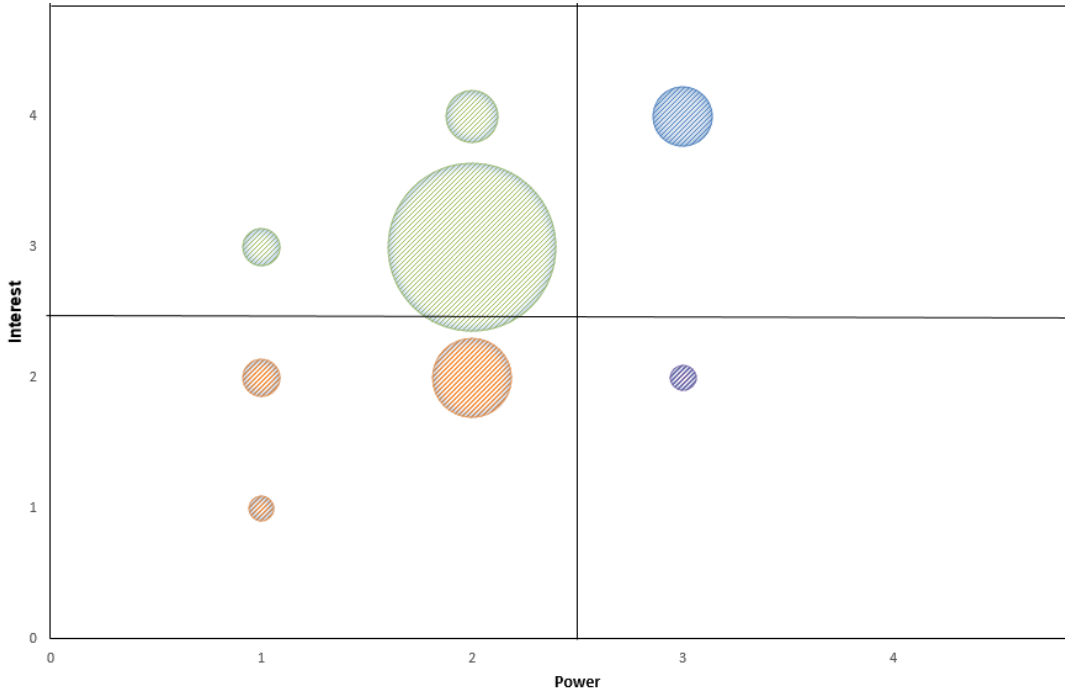
Annex I: Power vs interest grid according to categories

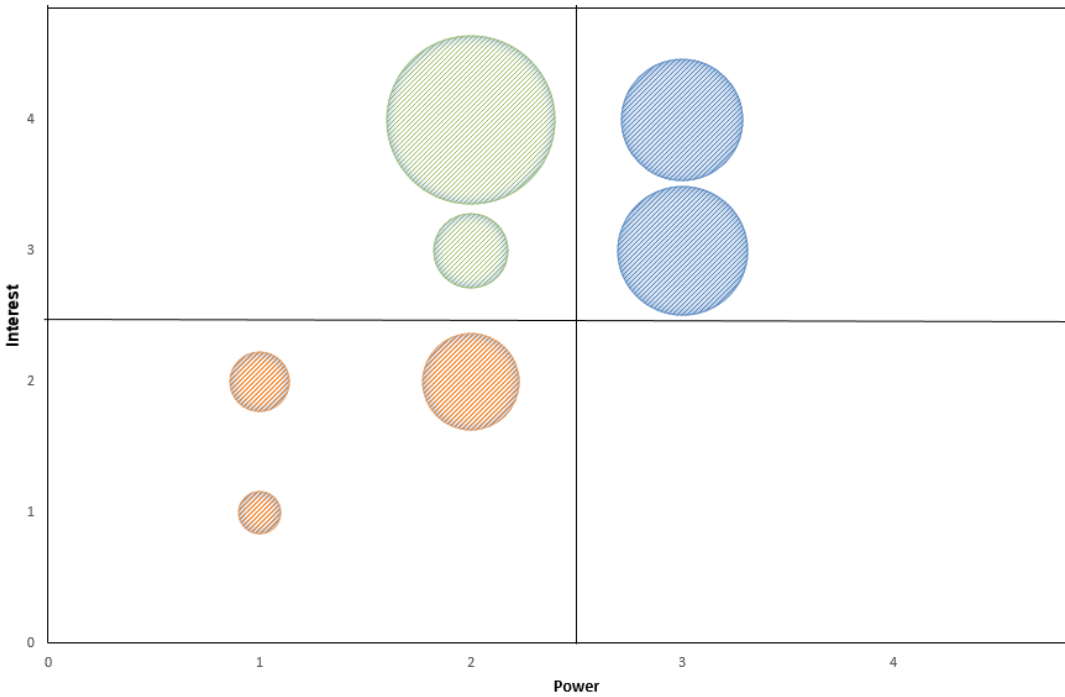1.   National politicians / diplomats / officials and related institutions
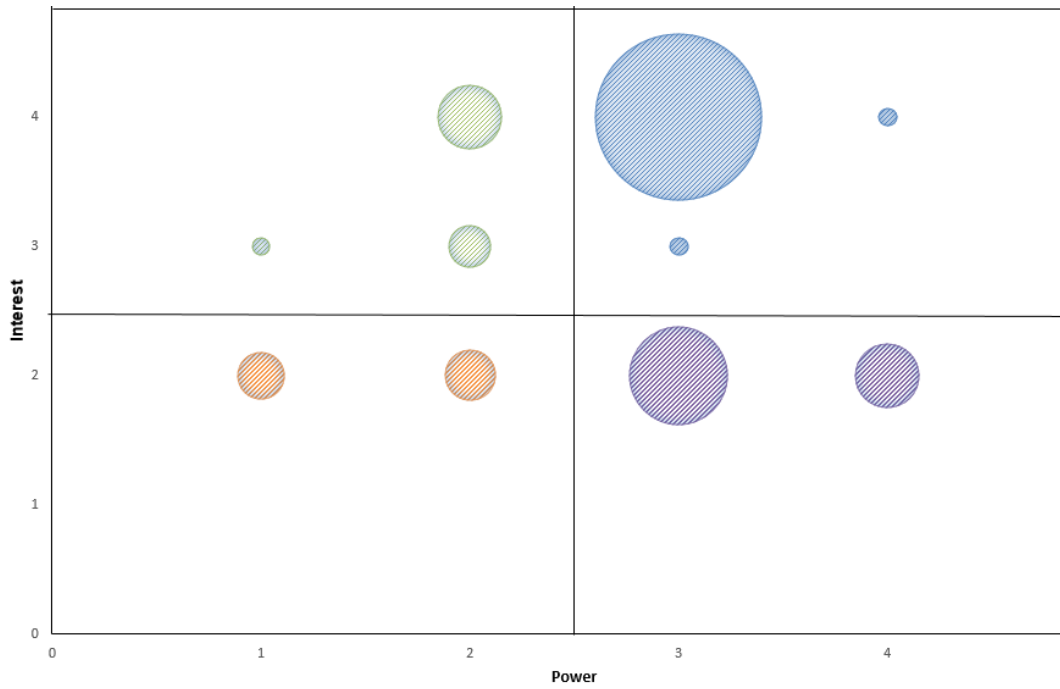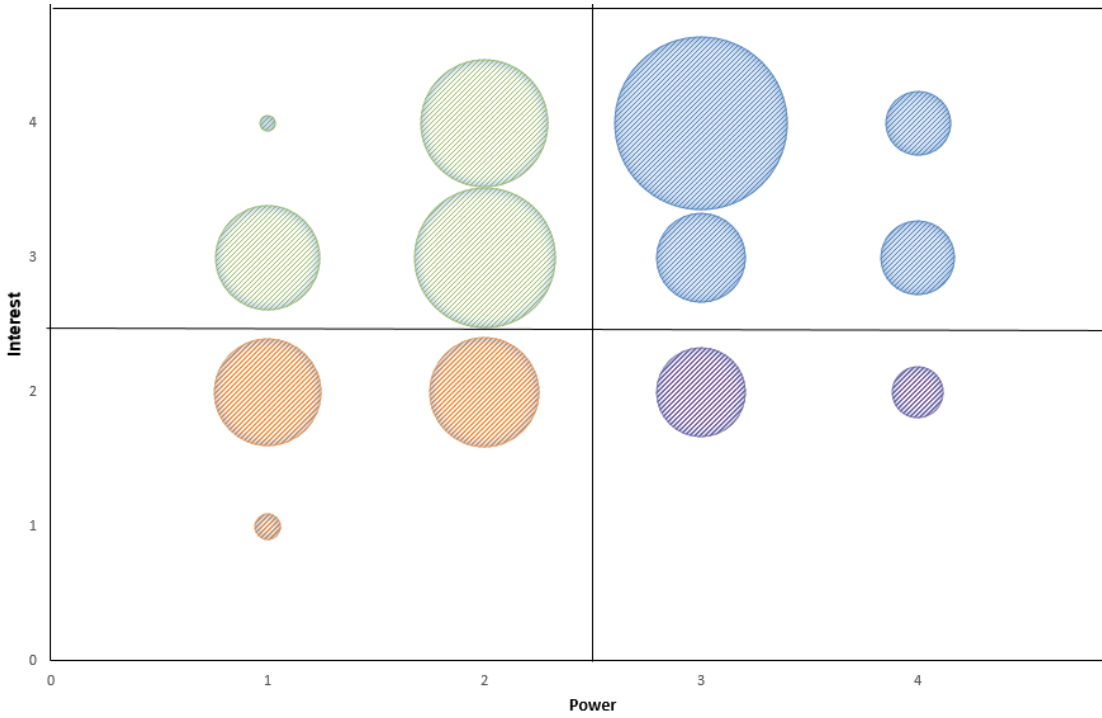

2.   Representatives of EU bodies and agencies
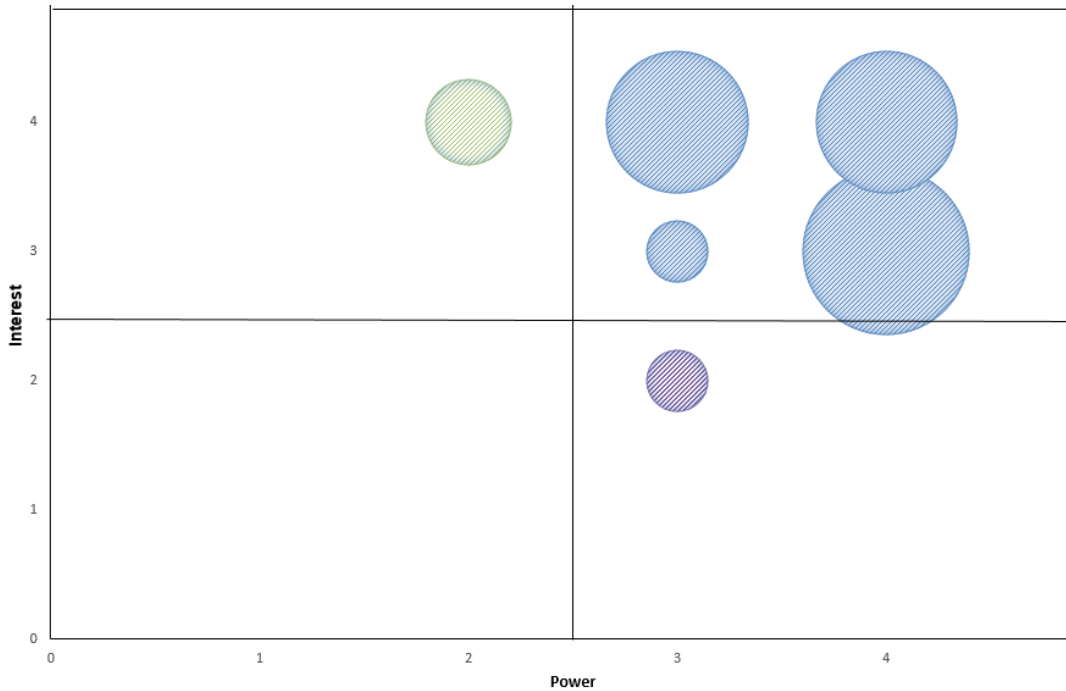
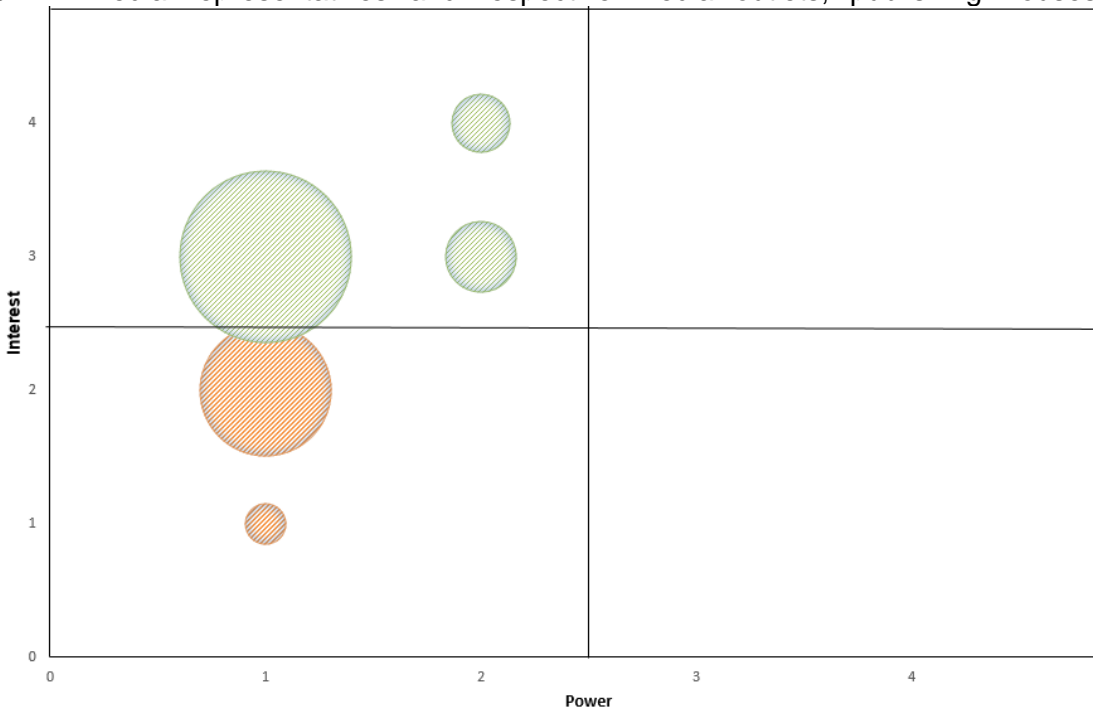3. Business and private sector representatives and respective companies and organisations

4. Representatives of intergovernmental organisations (and the respective organisations)

5.   Civil society representatives and respective organisations

6.   Media representatives and respective media outlets, publishing houses and portals

Annex II: Interview Questionnaire
SENECA Stakeholder Analysis (October 2018)
Questionnaire for interviews with civil society

The SEnECA Stakeholder Analysis is an in-depth analysis of relevant actors, promoters and multipliers of Central Asia in Europe. The analysis involves desk research as well as semi-structured interviews conducted by the leaders of the SEnECA work package „Awereness-raising, dissemination, communication". Based on the stakeholder analysis, the project will establish the SEnECA long-term Central Asia Communication Strategy and the Stakeholder Network.

Goals
1. Identify stakeholders, networks and their channels of communication
2. Identify ways for stakeholders to shape EU's policies towards CA
3. Identify ways how Central Asia can be better promoted in Europe

Introductory question: Please describe your field of work. Which thematic areas does you institution focus on in Central Asia? Which challenges / successes do you see in that work?

1. Questions to achieve **Goal 1**:
   a. Are you regularly cooperating with professionals working in the field of EU-Central Asia relations? If yes, with whom?
   b. Did you contact them or did they take the initiative?
   c. Which topics are you addressing with them?
   d. Are you also cooperating with researchers on these or related topics?
   e. Are there networks, institutions or projects which facilitate the cooperation of professionals and researchers?
   f. Do you know other stakeholders or projects in the field that you are not in contact with?

2. Questions to achieve **Goal 2:**
   a. Do the mentioned stakeholders reach out to decision-makers? How?
   b. Are they able to influence EU-CA relations?
   c. If yes, how do they do it? Do you have any examples?
   d. How do YOU reach out to policy-makers?
   e. Were you so far involved in the creation or implementation process of the EU's Central Asia Strategy?
   f. If yes, how have you been involved?
   g. What would the ideal information exchange between private sector and the EU and civil society representatives look like?

3. Questions to achieve **Goal 3:**
   a. How does the European Commission or the European External Action Service communicate on Central Asia?
      a. Are these communication tools promoting the role of Central Asia for Europe?
      b. What can be improved?
   b. How do you other stakeholders communicate about EU-Central Asia relations?
   c. Do you have you any best and worst practice examples?
   d. Which are your sources of information about Central Asia?
   e. What would it take to raise more public awareness on Central Asia in European (online) newspapers / TV / radio etc.?

Final question: If you had the means to draft the new EU Strategy towards Central Asia, which 3 areas of cooperation (thematic fields) would you prioritise and why?

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